



Block

3

STRATEGIES IN GENDER AND DEVELOPMENT

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ORIGINAL PROGRAMME DESIGN COMMITTEE

Prof. Amita Shah Gujarat Institute of Development Research Ahmedabad	Prof. P. Radhakrishnan Madras Institute of Development Studies, Chennai
Prof. S. K. Bhati Jamia Millia Islamia University, New Delhi	Prof. Ramashray Roy (Rtd) Centre for Study of Developing Societies New Delhi
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Prof. S. Janakrajan (Rtd) Madras Institute of Development Studies Chennai.	Dr. Nilima Shrivastava, IGONU, New Delhi
Prof. Kumar B. Das Utkal University, Bhubaneswar	Prof. B. K. Pattanaik, IGNOU, New Delhi
Prof. Nadeem Mohsin (Rtd) A.N.Sinha Institute of Social Sciences, Patna	Dr. Nehal A. Farooquee, IGNOU, New Delhi
	Dr. P. V. K. Sasidhar, IGNOU, New Delhi

REVISED PROGRAMME DESIGN COMMITTEE

Late Prof. T S Papola(Rtd) Institute of Studies in Industrial Development New Delhi	Dr, S, Rubina Naqvi Hindu College, University of Delhi, Delhi
Prof. S. Janakrajan (Rtd) Madras Institute of Development Studies Chennai.	Prof. Nadeem Mohsin (Rtd) A.N.Sinha Institute of Social Sciences, Patna
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Dr. S Srinivasa Rao Jawaharlal Nehru University, New Delhi	Prof. P. V. K. Sasidhar, IGNOU, New Delhi
	Dr. Pradeep Kumar, IGNOU, New Delhi
	Dr. Nisha Varghese, IGNOU, New Delhi
	Dr. Grace Don Nemching, IGNOU, New Delhi

COURSE PREPARATION TEAM

Units Writers:

Aparajita Baruah (Unit 1)
Ms. Josephine (Unit 2)
Mala Bhandari (Unit 3)

Editing and Proof Reading

Prof. B.K. Pattanaik, IGNOU, New Delhi
Dr. Grace Don Nemching, IGNOU, New Delhi
Dr. Nisha Varghese, IGNOU, New Delhi

Unit Transformation

Vanishree J and G. Uma

Acknowledgement: Adapted and adopted from School of Gender and Development Studies, IGNOU.

Programme Coordinators : Prof. P.V.K. Sasidhar, Prof. B.K. Pattanaik, Prof. Nehal A. Farooquee,

Course Coordinator: Dr. Grace Don Nemching, email: gdnemching@ignou.ac.in

PRODUCTION TEAM

Mr. S. Burman Dy. Registrar (Publication) MPDD, IGNOU, New Delhi	Mr. K.N. Mohanan Asst. Registrar (Publication) MPDD, IGNOU, New Delhi	Mr. Babu Lal Rewadia Section Officer (Publication) MPDD, IGNOU, New Delhi
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BLOCK 3 STRATEGIES IN GENDER AND DEVELOPMENT

BLOCK 3 consists of three units namely Affirmative Action: Inclusive Policy and Substantive Equality; Meeting Gender Needs through Planning; and Engendering Governance.

Unit 1 discusses **Affirmative Action: Inclusive Policy and Substantive Equality**. This unit introduces us to the importance of equality and empowerment of women. It also discusses the reason why affirmative action is the need of the hour for women.

Unit 2 is on **Meeting Gender Needs through Planning**. Practical needs are immediate needs and relate to what people need in order to perform their current roles more easily. Strategic interests or needs are long-term, related to equalizing gender-based disparities in wages, education, employment, and participation in decision-making bodies. This unit explains to us why these needs are significant to women.

Unit 3 is about **Engendering Governance**. This unit gives an explanation about the concept of Engendering Governance, i.e. how women can become a part of the governing process and the various institutions which are responsible for policy decisions at various levels.

UNIT 1 AFFIRMATIVE ACTION: INCLUSIVE POLICY AND SUBSTANTIVE EQUALITY

Structure

- 1.1 Introduction
- 1.2 Affirmative Action
- 1.3 Inclusive Policy (Gender Mainstreaming)
- 1.4 Substantive Equality: Indian Perspectives
- 1.5 Social Protection and Social Security
- 1.6 Special Provisions of Substantive Equity in India
- 1.7 Let Us Sum Up
- 1.8 Glossary
- 1.9 References and Suggested Readings
- 1.10 Check Your Progress-Possible Answers

1.1 INTRODUCTION

The International Convention on the Elimination of All Forms of Racial Discrimination stipulates (in Article 2.2) that affirmative action programmes may be required for countries that have ratified Convention, in order to rectify systematic discrimination. The United Nations Human Rights Committee states that the principle of equality sometimes requires State parties to take affirmative action in order to diminish or eliminate conditions which cause or help to perpetuate discrimination prohibited by the convention.

After studying this Unit, you should be able to

- Describe the meaning and importance of affirmative action;
- Explain the affirmative policies of Government; and
- Discuss the role of Civil Society Organizations in framing and implementing affirmative action.

1.2 AFFIRMATIVE ACTION

Affirmative action is not a right that is equally available to everyone. It is a special need only for people who have been the victims of institutionalized inequality. The framers of the Constitution of India were conscious of the fact that the pitiable condition of women cannot be improved only by prohibiting discrimination on the ground of sex. They felt that special protection should also be given simultaneously to women. Thus it was provided under clause (3) of Article 15 that:

“Nothing in Article 15 clause (1) shall prevent the State from making any special provision for women and children.”

The clause empowers the State to make laws in favour of women. On the strength

of Article 15(3), a number of statutory provisions in favour of women which were challenged as violative of Article 14 have been upheld by the Courts. These include provisions exempting women from punishment of adultery, provisions giving special rights to women in respect of bail, provisions authorizing service of summons on men only, provisions for maintenance of women only and provisions for reservation of seats for women in local bodies or educational institutions. The framers of Indian Constitution have advanced two justifications for laws discriminating in favour of women.

Firstly, the discriminations were not based solely on sex but also on other factors such as the weaker position occupied by women, and secondly, these laws were framed to compensate for past discrimination and disabilities suffered by women as a class.

The framers of the Constitution have recognized the disparities in economic conditions between men and women. The Constitution of India under Articles 38(1), 39, 42 lays down the guidelines for legislations through Directive Principles for providing socio- economic justice to women.

1.2.1 Role of Non-Governmental Organizations (NGOs)

Women's empowerment is a task to be accomplished by the joint effort of the State and the NGOs activists. The NGOs can play an important role in (i) promoting human rights; and (ii) checking their violation. Such roles of NGOs were appreciated by the World Conference on Human Rights in Vienna in 1993. Here, mention may be made of the famous case of **Saheli v. Commissioner of Police**. A Women Civil Rights Organization, known as **Saheli**, filed a writ petition on behalf of the deceased's mother for the recovery of compensation consequent to police custodial death of her 9 years old son. The Supreme Court ordered the State to pay Rs. 75,000/ as compensation to the deceased's mother. The role of NGOs has been given due recognition by Indian Parliament when it enacted the Protection of Human Rights Act, 1993. Section 12(i) of the Act, creates an obligation on the part of the Commission to encourage the activities of NGOs in the field of human rights. In this context, some attractive incentives may be given to the NGOs to accomplish the organization's objectives.

1.3 INCLUSIVE POLICY (GENDER MAINSTREAMING)

The “**gender mainstreaming**,” involves a process of assessing the implications for women and men of any planned action, including legislation, policies, or programmes, in all areas and at all levels. This definition links gender with other issues, such as violence, health care, or political participation, and also makes a point emphasizing that gender is not only about women but also about women and men and the way either sex is affected.

The UN human rights staff explained in December 1999 that ‘gender mainstreaming’ is the process of creating awareness of the status of women in the society. In the field of human rights, such awareness means that there is a gender dimension to every occurrence of a human rights violation. Mainstreaming also requires increasing and equal participation of women in the human rights mechanisms and, to ensure that mainstreaming has an enduring effect on the way

human rights work is carried out, resolving a core bureaucratic problem of coordination and cooperation among the many parts of the United Nations system. The incorporation of a gender perspective in the work of the United Nations is fundamental to the process of mainstreaming gender. Gender mainstreaming is an acknowledgement of the different ways in which gender roles and gender relations shape women's and men's access to rights, resources and opportunities, within and between cultures, and at different stages of their life cycles. Its aim is to achieve the advancement of women through correcting disparities in different policy sectors and ensuring their enjoyment of civil, cultural, economic, political and social rights.

Since 1997, mainstreaming a gender perspective into policies and programmes has become an objective of the United Nations system. The Agreed conclusions at the 1997 Economic and Social Council Meeting (ECOSOC) outlined the basic components of the process as follows:

- formulating specific strategies for ensuring that gender issues are brought into the mainstream of organizational activities,
- systematically using gender analysis of information disaggregated by sex and age,
- carrying out sector-specific gender surveys and gender-sensitive studies on particular issues in preparation of reports and operational activities,
- preparing medium-term plans, programmes and budgets in such a manner that a gender perspective is apparent.

In the human rights system, gender mainstreaming is achieved through an assessment of the enjoyment of human rights by women as well as men within the frame of objectives of agreed norms and the human rights monitoring of treaty bodies.

In practice, this requires the collection of data that assesses the implementation of human rights norms and identifies the obstacles that each gender experiences compared to the other in achieving the full realization of their rights. Gender mainstreaming also requires action to identify areas where gender constitutes a risk factor for a violation or abuse of human rights. An example of this is gender-based violence. On a wider scale, mainstreaming gender in the human rights system requires the system to revisit not only institutional practices but also cultural views and beliefs.

In this section you have read about affirmative action and inclusive policy (gender mainstreaming). Now, answer the questions given in *Check Your Progress 1*.

Check Your Progress 1

- Note:** i) Use the space given below to answer the questions.
ii) Compare your answer with the one given at the end of this unit.

1) What do you mean by affirmative action?

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2) What is meant by gender mainstreaming?

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1.4 SUBSTANTIVE EQUALITY: INDIAN PERSPECTIVES

The Government of India, as a follow-up to the “**Further Actions and Initiatives to Implement the Beijing Declaration and Platform for Action**”, enacted the “**National Policy for Women, 2001**” (hereinafter the **National Policy**). The **National Policy** has described under 15 major heads the measures to be taken by the Government of India. Those 15 major heads are:

- i) Policy Prescriptions;
- ii) Decision Making;
- iii) Mainstreaming a Gender Perspective in the Development Process;
- iv) Economic Empowerment of Women;
- v) Social Empowerment of Women;
- vi) Violence against Women;
- vii) Rights of the Girl Child;
- viii) Mass Media;
- ix) Operational Strategies;
- x) Institutional Mechanisms;
- xi) Legislation;
- xii) Gender Sensitization;
- xiii) Panchayati Raj Institutions;
- xiv) Partnership with the voluntary sector organizations; and xv. International Cooperation.

In recent years, the empowerment of women has been recognized as a critical issue in determining the status of women. The National Commission for Women Act 1990 was enacted by the Parliament to safeguard the rights and legal entitlements of women. Their current status and the various efforts can be examined under the following heads:

- A) Social and Legal Empowerment of women;
- B) Economic Empowerment of women; and
- C) Political Empowerment of women.

A) Social and Legal Empowerment of Women

i) Education

Equal access to education for women and girls will be ensured. Gender-sensitive curricula will be developed at all levels of the educational system in order to address sex stereotyping as one of the causes of gender discrimination.

ii) Health

A holistic approach to women's health which includes both nutrition and health services will be adopted. The reduction of infant mortality and maternal mortality which are sensitive indicators of human development is a priority concern. The social, developmental and health consequences of HIV/AIDS and other sexually transmitted diseases will be tackled from a gender perspective.

iii) Nutrition

In view of the high risk of malnutrition and disease that women face at all the three critical stages, viz. infancy and childhood, adolescence and reproductive phase, focused attention should be paid to the objective of meeting the nutritional needs of women at all stages of the life cycle.

iv) Drinking water and sanitation

Special attention will be given to the needs of women in respect of safe drinking water, toilet facilities and sanitation within accessible reach of households, especially in rural areas and urban slums.

v) Housing and Shelter

Women's perspectives will be included in the housing policies, planning of housing colonies and provision of shelter both in rural and urban areas.

vi) Environment

Women will be involved and their perspectives reflected in the policies and programmes for environment, conservation, restoration and control of environmental degradation.

vii) Science and Technology

Programmes will be strengthened to bring about a greater involvement of women in science and technology.

viii) Legal Empowerment of women

As regards enactment of laws for the achievement of the National Policy, many substantive and procedural laws have been amended, and new laws have been enacted. The Hindu Succession Act, 1956 has been amended in 2005 to make men and women have the same right to property. The Parliament amended Section 5(C) and 8 of the Immoral Traffic (Prevention) Act, 1956 and it came into effect in May 2006. Against men's oppression of women, the Parliament enacted the Protection of Women from Domestic Violence Act, 2005, which came into force w.e.f. 26.10.2006. The Parliament has also enacted the Micro, Small and Medium Enterprises Development Act,

2006. Law is the most vital tool for bringing about social and economic changes. Wisely used and effectively implemented, law can provide the most peaceful and smooth means to change.

B) Economic Empowerment of women

Economic empowerment is one approach to enable women to realize their inherent knowledge, skills and competencies for creation of enterprises. Their contribution to socio-economic development as producers and workers will be recognized in the formal and informal sectors (including home based workers). In India, various Ministries, Institutions and Organizations have been working for the uplift of women through implementing various schemes like- SGSY, SGRY, NORAD, erstwhile IMY, RMK, MK, BSY, STEW etc. A few big NGOs like AWAKE (Karnataka), MAITRI (New Delhi), SEWA (Gujarat), UMEED (Ahmedabad), CARE (West Bengal) etc. have been engaged in social and economic uplift of women.

C) Political Empowerment of women

The one-third reservation for women in Panchayats came through the 73rd constitutional amendment. In a path-breaking move to empower women at the grass root level, the Government of India has approved a proposal to increase reservation for them in Panchayats by 50% of the total seats. Government has decided to bring a Bill to amend Article 243(D) of the Constitution to enhance reservation for women in Panchayats in all tiers from the current level of one-third to at least 50% of the total seats.

According to Article 243G of the Constitution, State legislatures may endow Panchayats with such powers and authority as may be necessary (i) to enable them to function as units of local self-government (LSG), and (ii) to prepare and implement plans/ or schemes for economic development and social justice including those in relation to matters listed in the Eleventh Schedule of the Constitution. Panchayats as such have a vital role to play in the welfare and development of the weaker sections of the society, viz. women, SCs and STs. Greater representation of these sections would enhance their voice in these bodies and promote inclusive governance which is critical to inclusive growth.

The enhanced reservation will be applicable to the total number of seats to be filled by direct elections, the offices of chairpersons, and the seats and offices of chairpersons reserved for scheduled castes and tribes. Enhanced reservation for women in Panchayats will facilitate entry of more women into the public sphere. This will lead to further empowerment of women and make Panchayats more inclusive institutions, improve governance and the public service delivery system.

The extension of democracy at the grassroots level signifies the constitution of a democratic government not merely at the top but also at the foundation level of the political system. Thus, democratic decentralization or Panchayati Raj aims at making democracy real by bringing the millions into the functioning of their representative government at the lowest level. At present, out of the total elected representatives of Panchayats numbering approximately 28.1 lakhs, 36.87% are women. With the proposed constitutional amendment, the number of elected women representatives is expected to rise to more than 14 lakhs. The amendment will cover all States and Union Territories except Nagaland, Mizoram, tribal areas of Assam, Tripura and hills of Manipur. The reservation of seats for women in the

parliament and state legislative assemblies will be another feather in the cap of women political empowerment in India. In all most all Scandinavian countries the representation of women in the political sphere is more as compared to other countries in the world.

1.5 SOCIAL PROTECTION AND SOCIAL SECURITY

The issue of gender justice and the need to protect women's rights has global recognition. The concern became profound with the adoption of Convention on Elimination of All forms of Discrimination against Women (CEDAW) in 1979. Some countries have incorporated provisions of the Convention into their national law, and the courts have cited CEDAW in decisions ranging from requiring protection from domestic violence to enabling women to inherit property. CEDAW has made a tangible impact on women's lives in countries where it has been ratified. In India, though the courts have been receptive to the idea of taking assistance from the Convention, yet the limitations flowing from the inconsistency with the national laws are not encouraging. In the case of **Vishaka v. State of Rajasthan [(1997) 6 SCC 241]**, the Court observed that in the absence of domestic law occupying the field, to formulate effective measures to check the evil of sexual harassment of working women at all work places, the content of international Conventions and norms are significant for the purpose of interpretation of the guarantee of gender equality, right to work with human dignity in Articles 14, 15, 19 (1)(g) and 21 of the Constitution of India. The judges placed reliance on some of the provisions of the CEDAW for the purpose of construing the nature and ambit of constitutional guarantee of gender equality in India.

In **Ms. Githa Hariharan v. Reserve Bank of India, (AIR 1999 Sc 1149)**, it was emphasized by the Court that the domestic Courts are under an obligation to give due regard to international conventions and norms for construing domestic laws when there is no consistency between them. In **Apparel Export Promotion Council v. A.K.Chopra, (AIR1999 SC 625)**, it was held by the Supreme Court that the message of international instruments such as the CEDAW and Beijing Declaration which directs all state parties to take appropriate measures to prevent discrimination of all forms against women besides taking steps to protect the honour and dignity of women is loud and clear. These instruments cast an obligation on the Indian state to gender sensitize its laws and the Courts are under an obligation to see that the message of the international instruments is not allowed to be drowned.

In India, due to the intense desire of the framers of the Constitution, the Constitution guarantees equality to women in all respects. Further, to secure the objective of gender justice and to remedy the traditionally established inequalities, the provisions for affirmative action were incorporated in the Constitution.

1.6 SPECIAL PROVISIONS OF SUBSTANTIVE EQUITY IN INDIA

Some of the special provisions implemented by Government of India are as follows:

1.6.1 MGNREGS- Women's Workforce Participation

Under the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), anyone who is willing to do manual labour at the statutory minimum wage is entitled to being employed on local public works within 15 days, subject to a limit of 100 days a household a year.

In many areas, the MGNREGS offers a unique employment opportunity for rural women, who rarely get a chance to earn their own income (as opposed to working without wages at home). In MGNREGS work, women earn the same as men. The MGNREGS also seems to play a useful role as a "health line" for rural households. The majority of the workers have used a part of their wages to buy medicine or treat an illness in the family.

It is also worth noting that a large number of women workers collect their wages and also keep them. Thus, women are not just sent to MGNREGS worksites to earn money on behalf of male family members; they are individual workers in their own right. For many women, however, participating in MGNREGS work is a major challenge, for reasons ranging from hostile social norms to the lack of child-care facilities. Widows and single women were especially appreciative of this opportunity to earn close to their homes. Often, social norms do not permit them to migrate and paid work is hard to find in the vicinity of their homes except possibly for abysmal wages.

Among the MGNREGS's achievements is a major reduction in the exploitation of labour in public works. The MGNREGS is bringing about radical change. It is considered as an alternative to migration. The MGNREGS is also seen by many rural labourers as an opportunity for dignified employment. Under the MGNREGS, contractors are banned and gram panchayats are the main implementing agencies. The ban is not without loopholes, but it has certainly dislodged many contractors, with more on the move. It is observed that contractor-free worksites were less exploitative than contractor-run worksites. These developments are of special relevance to women. Even the fact that the MGNREGS is considered "government work" is associated, for many of them, with a certain sort of dignity (especially in areas where social norms prevent them from participating in the labour market).

1.6.2 Women's Property Rights Under New Slum Policy

The Government of India has decided to grant land *patta* and occupancy right of dwelling units in the name of a woman member of the beneficiary household under the Rajiv Awas Yojana for slum dwellers and the urban poor. Alternatively, property rights can be allotted in the name of both wife and husband. Launched by the Ministry of Housing and Urban Poverty Alleviation, the Yojana aims at making India slum-free in the next five years. Targeting "inclusive growth", the scheme will support States that are willing to assign property rights to people living in slums for provision of shelter and basic infrastructure and civic amenities.

1.6.3 NCW unveils its NRI Cell

The National Commission for Women (NCW) on twenty fourth September, 2009 inaugurated its NRI cell to tackle the rising number of cases of abandonment and divorce of women married to Indian men abroad, and received eight complaints on its first day. The project is jointly carried out by NCW and UNIFEM (United Nations Development Fund for Women).

1.6.4 Community radio

Sangham Radio went on air on October 15, 2008. It is India's first rural radio service completely owned, managed and operated by women from the marginalized sections. A dalit woman called "General" Narasamma sat at the controls and began broadcasting from Machnoor village in the Medak district of Andhra Pradesh. It has become the first all-women rural community radio station in Asia. So far only two community radio stations are operational, one in Orchha, Madhya Pradesh and the other in Medak, Andhra Pradesh.

1.6.5 Widow Pensions

The National Social Assistance Programme (NSAP) intends to provide pension at the rate of Rs 200 per month to every widow in the age group of 40-64 years and also to persons with severe disabilities between 18-64 years of the BPL category. Widows above 65 years of age are already covered under the Indira Gandhi Old Age Pension Scheme. An assistance of Rs. 200 to the widows in the age group of 40-64 years under the Indira Gandhi National Widow Pension Scheme has also been launched by the government of India. "Severely" physically disabled in the age group of 18 years to 64 years will also get Rs. 200 pension under the the Indira Gandhi National Disability Pension Scheme. Government has also proposed giving priority to young widows (in 18-40 years age group) in admission to Industrial Training Institutes (ITIs), Women ITIs and National Regional ITIs with a view to empowering them. The Government will bear the expenses of their training and provide them a monthly stipend of Rs.500. The beneficiary of the Scheme, however, observed that Rs. 200 is nothing, it will not make a substantial difference for widows.

In this section you have read about substantive equality: Indian perspectives, social protection and social security and special provisions of substantive equity in India. Now, answer the questions given *Check Your Progress 2*.

Check Your Progress 2

- Note:** i) Use the space given below to answer the questions.
ii) Compare your answer with the one given at the end of this unit.

1) What is empowerment of women?

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2) What are the special provisions for women with respect to MGNREGS?

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1.7 LET US SUM UP

Law is being used as an important instrument for transforming the status of women. Women all over the world have launched powerful movements to reverse centuries of discrimination and injustice. They are mobilizing against violence and oppression, demanding equal rights, greater opportunities for development, equitable laws and control over their earnings and bodies. They have focused their attention on equalizing strategies, which represents attempts to improve women's access to existing education, employment, health care, credit and other resources. The concept of gender has increasingly informed policy programming and treaty interpretation both within and outside the United Nations system. Much of the impetus came from the consensus on the need to address gender inequality that was reached at the United Nations' global conferences of the 1990s. But the global conferences were only one step in a long process of considering the concept of gender within the UN system.

The principle of the equal rights of women and men was recognized in the Charter of the United Nations, and is contained in the Universal Declaration of Human Rights and all subsequent major international human rights instruments. Confirmation of the principle of equality in these instruments was an important step in the recognition of the rights of women. Yet traditional exclusion of women from the public domain has persisted in many countries relegating women to the private domain.

The need for women's participation in all spheres of society in both the public and the private domains and the recognition of inequality and discrimination in the private domain, led to the creation of specific standards for the protection of women's rights. Thus, gender mainstreaming seeks to empower women by removing obstacles that have been constructed by societies that operate to the disadvantage of women. By evaluating laws, policies, programmes, customs, practices, and an array of inequalities from a gender perspective, women and men can identify those areas in which women have been discriminated against and develop new policies to overcome that discrimination. Effective change cannot be brought without a simultaneous movement to change the social and economic structures and the culture (values, ideologies and attitudes) of society.

1.8 GLOSSARY

Swarnjayanti Gram Swarozgar Yojana (SGSY): It is a self employment scheme implemented by Government of India. This scheme targets Self Help Groups of women and other disadvantaged people

Sampoorna Grameen Rozgar Yojana (SGRY): It is a wage employment scheme of Government of India.

Norwegian Agency for International Development (NORAD): It is an international Aid agency of Royal Norwegian Government.

Indira Mahila Yojana (IMY), Rashtriya Mahila Kosh (RMK), Mahila Samkhya (MS), Balika Samriddhi Yojana (BSY) and Support to Training cum Employment for Women (STEW): All these programmes are meant for women and disadvantaged group for their economic up-liftment.

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1.10 CHECK YOUR PROGRESS - POSSIBLE ANSWERS

Check Your Progress -1

1) What do you mean by affirmative action?

Answer. The terms affirmative action and positive action refer to policies that take race, ethnicity, or gender into consideration in an attempt to promote equal opportunity or increase ethnic or other forms of diversity. The focus of such policies ranges from employment and education to public contracting and health programs. The impetus towards affirmative action is twofold: to maximize diversity in all levels of society, along with its presumed benefits, and to redress perceived disadvantages due to overt, institutional, or involuntary discrimination

2) What is meant by gender mainstreaming?

Answer: Gender mainstreaming has been defined by the United Nations as the process of assessing the implications for women and men of any planned action, including legislation, policies, and programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring

and evaluation of policies and programmes, in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

Check Your Progress 2

1) What is empowerment of women?

Answer: Women's empowerment is defined as a process through which women acquire knowledge, skills and willingness to critically analyze their situation and take appropriate action to change the status quo of women in society.

2) What are the special provisions for women with respect to MGNREGS?

Answer: Under the Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), anyone who is willing to do manual labour at the statutory minimum wage is entitled to being employed on local public works within 15 days, subject to a limit of 100 days a household a year.

In many areas, the MGNREGS offers a unique employment opportunity for rural women, who rarely get a chance to earn their own income (as opposed to working without wages at home). In MGNREGS work, women earn the same as men.

UNIT 2 MEETING GENDER NEEDS THROUGH PLANNING

Structure

- 2.1 Introduction
- 2.2 Need for Gender Planning
- 2.3 Practical and Strategic Needs
- 2.4 From Women in Development to Gender and Development
- 2.5 Multiple Roles of Women and Meeting Gender Needs
- 2.6 State Interventions
- 2.7 Gender Planning: A Starting Point for Meeting Strategic Gender Needs
- 2.8 Policy Approaches to Gender planning: A case for “Third World Women”
- 2.9 Let Us Sum Up
- 2.10 Glossary
- 2.11 References and Suggested Readings
- 2.12 Check Your Progress – Possible Answers

2.1 INTRODUCTION

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

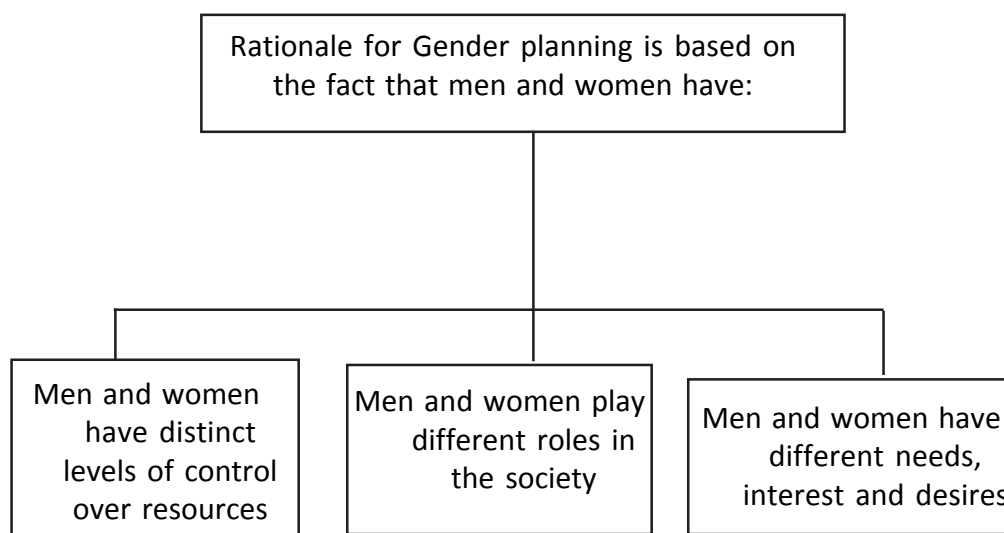
After studying this unit, you should be able to:

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

2.2 NEED FOR GENDER PLANNING

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

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



2.3 PRACTICAL AND STRATEGIC NEEDS

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

Thierry Verhelst defines culture as “the sum total of the original solutions that a group of human beings invent to adapt to their natural and social environment. Therefore, culture includes every aspect of life’s know-how, technical knowledge,

customs of food and dress, religion, mentality, values, language, symbols, socio-political and economic behaviour, indigenous methods of taking decisions and exercising power, methods of production and economic relations”.

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

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

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

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

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

A. Practical needs for human survival include:

Provision of water, healthcare and education

B. Strategic needs are concerned with:

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

2.4 FROM WOMEN IN DEVELOPMENT TO GENDER AND DEVELOPMENT

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

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

Now we will examine two tables illustrating the importance of meeting the needs of women. Table 2.1 presents a typology of government attempts to address gender issues in development planning. The contexts within which these policy approaches have been attempted vary. However, broadly speaking, the welfare, anti-poverty and efficiency approaches can be linked to a WID framework, while equity and empowerment, transformation are more consistent with the GAD framework.

Table 2.1: A Typology of Government Attempts to Engender Development Planning

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

<p>Equity Promotes recognition of women's contribution to development (paid and unpaid) and fair treatment because of its value.</p>	<p>Regulatory role high. State provides legal framework for fair treatment of women especially in political and economic sphere.</p>	<p>Based on increased state regulation by the economic sector and active state intervention. State-led economic growth through modernization.</p>	<p>General statistical data relevant to HDI and economic indices of development. Emphasis on sex-disaggregated data to show gender inequities.</p>
<p>Empowerment/Transformation By raising gender awareness and a critical analysis of social and structural problems through mass-based popular development education, poor women and men would become empowered and enabled to use democratic space to change or engage in a process of transforming oppressive structures, policies and programmes. Process to lead to economic, political and social empowerment of women.</p>	<p>Significant role in promoting rights of women and poor people. Important role in ensuring democratic practices and promoting a critical partnership between organizations of civil society. Enforcement of human rights and protocols for workers rights.</p>	<p>Integrated, sustainable. Promoting economic growth and redistribution emphasis on limiting monopolies and promoting rural and urban development. Increased role of NGOs and CSOs in the development process.</p>	<p>Change national census process. All data to be broken down in terms of gender, race and other categories. Both social and economic indicators. Push for new indices to measure women's work and its value.</p>

Planners generally respond to the practical needs of women without relating these to their strategic needs. Strategic gender needs are the needs of women which arise out of their subordinate position to men in society. They relate to institutionalized patterns of discrimination such as gender divisions of labour, denial of legal rights to women, and women's lack of access to power and control over their bodies. Strategic gender interests and needs are linked to practical,

Table 2.2: Impact of Policy Approach on Economic Framework, Planning Process and Gender Inequalities

Policy Approach	Women's Role in Decision-making	Macro-economic Framework	Integration of Gender in Planning	Distribution of Resources	Impact on Gender Inequalities
Welfare	Limited marginal role. Medium to high involvement in community management and household domains. Participation in meeting practical needs through projects.	Emphasis on reducing deficits, cutting back on public expenditure, especially on social services. Repayment of debt and servicing. Women seen as dependents.	No efforts made. Gender seen as women's responsibility through welfare departments.	Limited funding. High reliance on donor aid or self-help projects. Tax incentives for private sector to assist with poverty alleviation through social responsibility.	No impact. Some practical needs met. Women seen as passive recipients of welfare. Their only recognized roles are reproduction and community management.
Anti-poverty	Not promoted. Limited to women's organizations and projects. Only evident in projects and NGOs.	Same as welfare except emphasis on donor support and funds to address poverty. Introduction of public works programmes. Emphasis on role of the poor in informal economy as survival strategy.	Not evident in Commonwealth governments except through women's units in welfare departments and rural development strategies.	Funding through loans and grants available for anti-poverty programmes. Donor and private sector support provided for small income generating projects.	Limited to only meeting practical gender needs (basic needs) but often not very successfully.

Strategies in Gender and Development

Efficiency	<p>Increase numbers of women in economic activity. Emphasis on local self management uses women to carry out tasks.</p>	<p>Emphasis on efficient management of economy. Increased productivity of investments from domestic and foreign capital. Trade liberalization, lowering deficit and taxes, increasing education and health budgets. Promoting domestic savings.</p>	<p>No structural changes. Integration through sectoral programme/project plans especially in education, health and welfare or through women's units.</p>	<p>Fund for sectors through national budgets – health, education and employment programmes. Donor support for small business and income generating projects of women. Support training projects especially for women.</p>	<p>Greater visibility of women in productive roles. Increases women's alienation, exploitation and burden of multiple roles, preventing them from using increased participation to change decision-making structures. Structural inequalities remain.</p>
Equity	<p>Promote increased role. Women are already in decision-making structures but in need of recognition.</p>	<p>Increased deficits, investment in public enterprises. High taxes on corporations. Public services and social expenditure high. States affected by economic Structural Adjustment Programmes.</p>	<p>Non-existent in community; would be high if it took off. But state power usually means male domination.</p>		<p>Using an equity approach has some potential in respect of gender but on its own it cannot address systemic problems of inequality.</p>

Empowerment/ Transformation	Promoted at all levels. Not only in terms of increased numbers but assisting through training to help women make informed decisions and through participation, change quality of decision making and its process.	Emphasis on meeting fundamental human needs through state social and economic goals. Increasing consumption. Deficits not seen as important. Increased taxation. Greater participation of the poor in economy. Promotion of social market-mixed economy approach. Increased labour-intensive employment strategies.	New structures and policies required. Gender to be included and integrated into development planning	Public funds used to bring about land reform, rehabilitation and agricultural development. Increases in social service budgets, efficient public sector with public enterprises to show profit. Donor grants for restructuring governance, training and education of women not widely accepted.	Potential impact to address strategic gender needs great. But not accepted by mainstream development agencies. Promoted through progressive women's organizations.
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material needs. A twin approach is required which identifies the links between practical and strategic gender needs and proposes policy and planning frameworks to address both types of gender needs within institutions. Development responses that remain exclusively within the 'add-on' project approach tend to be inadequate to meet strategic gender needs. As given in Table 2.2.

In this section, you read about rationale for differentiating gender needs, need for gender planning, practical and strategic needs, from women in development to gender and development. Now, answer the questions given in *Check Your Progress 1*.

Check Your Progress 1

- Note:** i) Use this space given below to answer the question.
 ii) Compare your answer with the one given at the end of this Unit.

1) What are practical and strategic gender needs?

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2) What is women in development approach and gender and development approach?

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2.5 MULTIPLE ROLES OF WOMEN AND MEETING GENDER NEEDS

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

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

Giving emphasis to one role to the exclusion of another is to lose sight of the fact that women are carrying a heavy burden and that their actual working hours far outnumber those of men working in the productive sector. The distinction between practical and strategic gender needs can be a powerful tool. It alerts the planners and policymakers to the fact that addressing only the immediate needs of women will not help them in the long term to address the structural inequalities from which many of those needs arise. It is often difficult to distinguish between the two, but the key issue is to look for links between them. Responding to what may seem to be a practical need may lead to changes that alter the balance of power between the sexes. Reducing women’s workload as a response to a practical need can open other doors that enable women to address strategic needs. The policy context is important. A microcredit programme in response to a need for income can remain at the practical level if gender relations are not analyzed. If the project aims to increase women’s status and autonomy as well as address their material needs, however, it can be expected to result in long-term changes.

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

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

Identification of the triple roles of women and the differences between practical and strategic gender needs can assist practitioners to understand that planning is one of the critical needs to empower women in developing countries. Moser (1993) proposes a way to link women’s practical needs to strategic gender needs (see Table 2.3). She identifies the types of interventions in three areas or sectors (employment, human settlement and basic services), the different roles women play in relation to reproduction, production and community managing activities and whether in these examples the needs would be practical or strategic. Using Table 2.3 as a tool to address the multiple roles of women can be one way to bring about a change in women’s position. Planners could use Table 2.3 to analyze whether government policy in key areas is responding to gender needs in the different spheres in which women live and work.

Table 2.3 also indicates that because women still spend excessive amounts of time and energy on practical gender needs they do not have the time to mobilize for change on meeting strategic gender needs (see column on “gender needs met”).

Table 2.3: Women’s Triple Roles and Meeting Practical/Strategic Gender Needs

Type of Intervention	Women’s Role Recognized			Gender Need Met	
	Reproductive	Productive	Community Management	Practical	Strategic
1) Employment policy					
i) Skill training					
Cooking					
Dressmaking					
Masonry/ carpentry					
ii) Access to credit					
Allocated to household					
Allocated to women					
2) Human Settlement Policy					

i) Zoning legislation					
Separates residence and work					
Does not separate residence and work					
ii) House ownership					
In woman's name					
In woman's name					
3) Basic Services					
Location of nursery					
Located in community					
Mother's workplace					
Father's workplace					
ii) Transport services					
Only peak-hour bus service					
Adequate off-peak service					
iii) Timing of rural extension meetings					
In the mornings					
In the afternoon/evenings					

Source: Moser (1993)

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

2.6 STATE INTERVENTIONS

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

2.6.1 State Control over Women's Strategic Needs

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

2.6.2 Definitions of Intervention Policies

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

a) Domestic Violence

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

b) Fertility and Reproductive Rights

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

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

c) Legal Status of Women in Marriage

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

d) Benefits, Rights and Welfare Policy

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

2.6.3 Main Goals for State Intervention to Meet Strategic Needs

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

- Abolition of gender division of labour,sex-segregated occupations;
- Alleviation of the burden of domestic labour and childcare;
- Removal of institutionalized forms of discrimination in the rights to own land and property;
- Access to credit;
- Freedom of choice over childbearing;
- Political equality; and
- Ending male violence and control over women.

2.7 GENDER PLANNING: A STARTING POINT FOR MEETING STRATEGIC GENDER NEEDS

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

2.7.1 Integrative Cross-Sectoral Planning Strategies

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

a) Gender Needs in Employment

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

b) Gender Needs in Human Settlement,Housing

Planning for housing makes it crucial to involve a gender perspective. Modernization has resulted in drastic changes in housing designs irrespective of women's needs. Zoning legislation separates residential from business activities

depriving women from engaging in productive work performed at home as informal sector activities.

c) Gender Needs and Environmental Planning

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

d) Gender Needs and Basic Services

Implications in planning to meet gender needs are:

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

2.7.2 State Control over Women's Strategic Needs

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

- Family policy;
- Domestic violence;
- Reproductive rights;
- Legal status; and
- Welfare policy.

2.8 POLICY APPROACHES TO GENDER PLANNING: A CASE FOR "THIRD WORLD" WOMEN

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

Recently there has been little systematic classification or categorization of the various policy initiatives to help low-income women. Concern for their needs coincided historically with a recognition of their important role in development. Since the 1950s, a diversity of interventions has been formulated, not in isolation,

but reflecting changes in macro-level economic and social policy approaches. Thus, there is a shift in policy approaches towards women, from ‘welfare,’ to ‘equity’ to ‘anti-poverty’ as categorized by Buvinic (1983). Along with these three approaches, two other approaches categorized here as ‘efficiency,’ and ‘empowerment,’ have mirrored general shifts in ‘Third World’ development policies, from modernization policies of accelerated growth, through basic needs strategies associated with redistribution, to the more recent compensatory measures associated with structural adjustment policies.

While the different policy approaches summarized in Table 2.4 are described chronologically, it is recognized that the linear process implied is an oversimplification of reality. In practice, many of the policies have appeared more or less simultaneously. Implementing agencies have not necessarily followed any ordered logic in changing their approach, most frequently jumping from welfare to efficiency without consideration of the other approaches. Different policies have particular appeal to different types of institutions. Policy makers often favour combined policy approaches in order to meet the needs of different constituencies at the same time. Finally, shifts in policy approach often occur not only during the formulation stage, but also during the implementation process (Buvinic, 1986).

Table 2.4: Different Policy Approaches to ‘Third World’ Women

‘Women in Development’					
Issue	Welfare	Equity	Anti-poverty	Efficiency	Empowerment
Origin	Earliest approach: Residual model of social welfare under colonial administration. Modernization/ accelerated growth economic development model.	Original WID approach: Failure of modernization development policy. Influence of Boserup and first world feminists and Percy Amendment. Declaration of UN Decade for Women.	Second WID approach: Toned down equity because of criticism. Linked to redistribution with growth and basic needs.	Third and now predominant WID approach: Deterioration in world economy. Policies of economic stabilization and adjustment rely on women’s economic contribution to development	Most recent approach: Arose out of failure of equity approach. Supported by Third world women’s feminist writing and grassroots organizations
Period most popular	1950-70: but still widely used	1975-85: Attempts to adopt it during and since Women’s Decade.	1970s onward: Still limited popularity.	Post 1980s: Now most popular approach.	1975 onward: Accelerated during 1980s; still limited popularity.

Purpose	To bring women into development as better mothers: this is seen as their most important role in development	To gain equity for women in the development process: women seen as active participants in development.	To ensure poor women increase their productivity. Women's poverty seen as problem of under-development not of subordination	To ensure development is more efficient and more effective: Women's economic participation seen as associated with equity.	To empower women through greater self-reliance: women's subordination seen not only as problem of men but also of colonial and neocolonial oppression.
Needs of women met and roles recognized	To meet PGN in reproductive role, relating particularly to food and nutrition needs and family planning.	To meet SGN in terms of triple roles directly through state top-down political and economic autonomy by reducing inequality with men.	To meet PGN in productive role, to earn an income particularly in small-scale income generating projects.	To meet PGN in context of declining social services by relying on all three roles of women and elasticity of women's time.	To reach SGN in terms of triple role-indirectly through bottom-up mobilization around PGN as a means to confront oppression.
Period most popular	1950-70: but still widely used	1975-85: Attempts to adopt it during and since Women's Decade.	1970s onward: Still limited popularity.	Post 1980s: Now most popular approach.	1975 onward: Accelerated during 1980s; still limited popularity.
Comment	Women seen as passive beneficiaries of development with focus on reproductive role.	In identifying subordinate position of women in terms of relationship to men, challenging.	Poor women isolated as separate category with tendency only to recognize productive	Women seen entirely in terms of delivery capacity and ability to extend working day. Most popular	Potentially challenging with emphasis on Third World and women's self-reliance.

	Non-challenging and therefore, still widely popular especially with government and traditional NGOs.	Criticized as western feminism, considered threatening and not popular with government.	role; reluctance of government to give funds and resources to women means popularity still at small-scale NGO level	approach both with governments and multilateral agencies.	Largely unsupported by government and agencies. Avoidance of western feminism criticism means slow significant growth of under-financed voluntary organization.
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SGN – Strategic Gender Needs

PGN – Practical Gender Needs

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

In this section you have studied about multiple roles of women and meeting gender needs state interventions, gender planning : a starting point for meeting strategic gender needs, policy approaches to gender planning : a case for “third world” women. Now, answer question given in *Check Your Progress 2*.

Check Your Progress 2

- Note:** i) Use this space given below to answer the question.
 ii) Compare your answer with the one given at the end of this Unit.

1) How are women’s multiple roles divided according to Moser?

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- 2) List the policy approaches adopted for promoting the development of “third world” women.

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2.9 LET US SUM UP

This unit started with describing human needs and how the needs of men and women differ due to socio-economic condition and the roles they perform in society. This unit has also discussed how culture plays an important role in shaping needs. According to Moser, women’s needs are divided into Practical Gender Needs and Strategic Gender Needs. This differentiation will be helpful in addressing the needs in the planning process. Practical needs are the basic survival needs which can be fulfilled without challenging the existing social order. Once practical gender needs are fulfilled, strategic gender needs can be addressed. After describing needs, how needs can be integrated into development planning were addressed in this unit. The state interventions to meet PGNs and SGNs were also discussed. Lastly, this unit described the policy approaches of third world countries to addressing the PGNs and SGNs.

2.10 GLOSSARY

- Role** : A person’s function or representation within society, based on a system of values and customs, which determines the type of activities that a person is required to carry out.
- Triple role** : Female participation in the triple areas of productive functioning, reproductive functioning and community action.
- Multiple roles** : Performing two or three types of roles simultaneously in one day’s work. This is the situation of many women and, to a lesser degree, men. Women must juggle the multiple roles they have been assigned, often finding there are conflicts between their productive, reproductive and community activities. Women are constrained by the overload of having to juggle two or three roles at the same time, a fact that tends to be overlooked.
- Invisibility of Women** : The lack of value society places on activities carried out by women and considered their responsibility by nature. One obvious example of this is the perception society has of household chores or taking care of animals.

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2.9 CHECK YOUR PROGRESS-POSSIBLE ANSWERS

Check Your Progress-1

1. What are practical and strategic gender needs?

Answer: Practical needs are immediate and material and relate to what people need in order to perform their current roles more easily. Some examples of actions that address women's practical needs include technologies that reduce their workload (fuel-efficient stoves), provision of clean water supply, credit, and access to financial services etc.

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

2. What is women in development approach and gender and development approach?

Answer: The 'women in development' approach began with an uncritical acceptance of existing social structures and focused on how women could be better integrated into existing development initiatives. It also tended to view women as passive recipients of development assistance, rather than as active agents in transforming their own economic, social, political and cultural realities.

The gender and development approach focuses more on the fact that women and men have different life courses and that development policies affect them differently.

Check Your Progress 2

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

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

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

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

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

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

Answer: The policy approaches adopted for promoting the development of "third World" women are: Welfare, Equity, Antipoverty, Efficiency and Empowerment.

UNIT 3 ENGENDERING GOVERNANCE

Structure

- 3.1 Introduction
- 3.2 Concept of Engendering Governance
- 3.3 Initiatives for Engendering Governance
- 3.4 Engendering Governance Through Grassroots Participation
- 3.5 Let Us Sum Up
- 3.6 Glossary
- 3.7 References and Suggested Readings
- 3.8 Check Your Progress-Possible Answers

3.1 INTRODUCTION

This unit introduces the concept of “Engendering Governance”, i.e, how women can be a part of the governing process and the various institutions which are responsible for policy decisions of various kinds. It also dwells upon the grassroots movements which originated from the informal gatherings of women in response to gender insensitive policies and programmes and have now concretized to formal groups with a definite agenda.

After studying this unit, you would be able to

- describe the concept of engendering governance;
- discuss the need for engendering the process and institutions of governance;
- explain the reasons for engendering the governance process;
- describe examples of engendering governance as policy decision; and
- discuss grassroots examples of women as a collective force.

3.2 CONCEPT OF ENGENDERING GOVERNANCE

The concept of Engendering Governance is recent origin. The meaning and concept of engendering governance is discussed below in detail.

3.2.1 Meaning and Concept

Governance is the exercise of political, economic and administrative authority to manage a nation’s affairs. It is the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences. Governance encompasses every institution and organization in the society, from the family to the State and embraces all methods - good and bad - that societies use to distribute power and manage public resources and problems.

Women, who represent nearly half of the total population are by and large, excluded from the process of Governance. The institutions of governance are predominantly occupied by males who plan and decide the various economic and social agendas

or in other words, manage and control the resources of the country. As a result, women are not only sidelined but are also neglected in the matters relevant to their own growth and development as well as that of their community and country. The policies and programmes supposed to be taken for their well-being are, by and large, taken without taking into consideration their needs and requirements. It is with an outsider's approach that women are expected to be benefitted under the various state-sponsored programmes. This approach leads to one-sided growth strategy for women all over.

By the process of engendering governance, we mean to bring women into the decision making and policy formulation areas with an aim to bring in gender-just governance where women not only get fair participation in the institutions of governance, but also actively take part in the decision making process. Therefore, it may be argued that engendering governance is not something which has to be achieved but is a continuous process whereby women's voices, concerns are accepted in policy decisions on a regular compulsory basis.

“Engendering governance is not a goal, but a process of governance that is equitable and ensures that the voices of women are heard in decision making over the allocation of ‘development’ resources”.

Box: 1- Development policies cannot succeed if they are not “engendered.”

Sarojini Naidu's spirit lives on in thousands of Indian women today. Some years ago, Rojamma, a poor woman from the southern state of Andhra Pradesh, attended a literacy class. Here, she read a story which described a life very like her own. It talked about a poor woman, struggling to make ends meet, who was regularly beaten by her husband. Whatever he earned, he spent on liquor, and then, drunk and violent, he attacked her because she had no food to give him. Unable to stand the continuing violence, the woman went from house to house, to find every other woman who had the same story to tell. They got together, and decided they would pitch their attack where it hurt most: they would picket liquor shops and stop liquor being sold. Their husbands then would have no liquor to drink, and the money they earned would be saved. Inspired by the story, Rojamma collected her friends together, and they began to picket liquor shops. The campaign spread like wildfire. In village after village, women got together, they talked, they went on strike, they beat up liquor shop owners, they refused to allow their husbands to squander money on liquor and they succeeded. The sale of liquor was banned in Andhra Pradesh, reluctantly, by the government for liquor brings in huge amounts of money. As a result, savings went up, violence levels dropped, and the lives of poor women began to improve.

3.2.2 Need for Engendering Governance

The gender gap in governance is evident almost all over the globe. In South Asia, in particular, it is very high despite the fact that many associated nations have been headed by women, who primarily reached the top positions through hereditary succession. Otherwise the South Asian countries have an extremely low representation of women in the management and political positions. As per an estimate, there are only 7 percent women in parliament and 9 percent in cabinet, 20 percent in local governance, 9 percent in civil services and 6 percent

in judiciary. This poor representation of women may be seen in the context of subordinate status being accrued to women in all private and public domains namely household, state, market and civil society.

In India, women's effective participation in politics got a boost in 1992 after the passing of the 73rd and 74th Amendments by the Constitution of India. The change in legislation brought women into the realm of local self governance. The village Panchayati Raj institutions are bustling with women members in local panchayats. There are examples of women panchayat leaders who have brought forth women's concerns, issues and problems before the concerned authorities and solutions have been found for the same. However, the journey has not been smooth. It has not been easy for the women to get outside their veils and work in the public domain for the well-being of the community. The women have faced many socio-cultural constraints originating out of patriarchy, besides caste and class hierarchies as prevalent in our social system. In the public domain, women's acceptance has been a major challenge particularly in the context of sharing and transfer of power with male members.

The engagement of women and their concerns in every aspect of governance is essential for multiple reasons:

At the outset, innately and environmentally, the women's needs are different from those of men. The difference originates from the distinct roles played by women in social arenas. The expectations from both the gender groups are different and may be contradictory to each other. Women have been, by and large, excluded from community decision-making on key issues such as housing, credit and infrastructure. It is these areas that affect women's lives directly. So remaining outside these areas keeps them at the receiving end. The contemporary scenario is marked by increased participation of women in the labour force. This calls for redefining their roles to suit their changing profiles that have taken place particularly in public spheres. Alongside there has to be created a space for women to participate and learn and bring in reorganization of communities and renegotiation of gender roles. It is important to have a gender perspective on issues of not only as a basic sustenance but also that of general growth and development. These may take place in the form of gender-sensitive policies and programmes that are conceptualized with women's issues kept in mind.

Women's concerns revolve around practical issues. Their innovations address a range of issues including housing, health care, service delivery, childcare and other family services, safety, community building and social cohesion in neighborhoods, environmental sustainability and local governance. These initiatives designed from the ground contain the seeds for future systemic change.

In order to bring gender equity and quality, it is important to bring gender sensitivity in the process of governance. Unless there is an element of gender sensitivity in governance, the women's basic survival and its quality, knowledge and skill base, control over resources and participation in public spheres and security are very likely to suffer.

3.2.3 Instruments of Engendering Governance

The various experiences in the field show that given the space and support, poor women can articulate their position and challenge injustice. They can break out

of their situation of powerlessness and gain control of their lives (IDS 1991). It has also been observed that when women's groups or collectives address community issues such as access to water and other natural resources, they acquire skills of designing and managing programmes. These initiatives allow women's groups to test their ability to tackle multiple issues, with multiple stakeholders and build capacities as advocates of change. There have been two identified instruments for bringing women into the forefront of decision making and governance:

The first is the opening up of spaces in local government institutions for which reservation strategy has been adopted by the government through legislation and its implementation. In 1993, the Government brought 73rd and 74th amendments in the constitution with the aim to reserve seats for women in local self government bodies. At present there are more than one lakh women elected representatives at village, taluka and district level panchayats.

The Self-Help Groups (SHGs) bring women together for a common cause, be it money or livelihood. The women assemble and work as a collective which provides them an opportunity to exchange their concerns and raise them collectively. These are so widespread that it has taken the form of a movement which has ensured emerging leadership among poor women. The Kerala state sponsored Kudumbshree mobilization has made collectives of women from the marginalized strata very proactive in contrast to relative passivity of women of the new elite.

3.3 INITIATIVES FOR ENGENDERING GOVERNANCE

Over the last three decades, the Indian State and international agencies have been trying to

“integrate” women into mainstream development, with special emphasis on inclusion of women from poor communities having either been left out of these processes or having derived little benefit. This long term attempt to institutionalize women's concerns within structures of governance evolved out of three main approaches:

- i) **Women in Development (WID) approach** dealt with women in the role of a beneficiary, as someone, who needs to be given alms in charity. The women were not expected to voice their concerns at any forum.
- ii) **Women and Development (WAD) approach** dealt with women as partners in the development process. The women were allowed to become a part of the development process.
- iii) **Gender and Development (GAD) approach** is based on contemporary thinking where gender-based power relations are considered within the realm of governance.

In this section you have studied about, concept of engendering governance and initiatives for engendering governance. Now, answer the questions given in *Check Your Progress 1*.

Check Your Progress 1

Note: i) Use the space given below to answer the questions.
ii) Compare your answer with the one given at the end of this unit.

1) What is engendering governance?

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2) How has legislation helped women gain political participation?

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3.4 ENGENDERING GOVERNANCE THROUGH GRASSROOTS PARTICIPATION

Mainstream development is equated with promoting economic growth models. Recognizing that the process of growth bypasses the poor in the short run, the government has formulated specific poverty alleviation programmes for generating a certain minimum level of income for groups in poverty (The Planning Commission 1992).

Amongst the poor, women are seen as doubly disadvantaged by their class and gender identity and since, the 1980s, special programmes have been designed for them. These anti- poverty programmes seek the participation of women and poor communities as beneficiaries.

Among the Government’s initiatives to engender the governance process, the Mahila Samakhya programme is one such programme that was launched in the year 1988. Since Independence, provision of educational opportunities for women and girls had been an important part of the national endeavour in the field of education. Though such endeavours did yield significant results, gender disparities persisted, more so in rural areas and among disadvantaged communities. The Mahila Samakhya programme was introduced in pursuance of the goals of the New Education Policy (1986) and the Programme of Action for the education and empowerment of women in rural areas, particularly of women from socially and economically marginalized groups.

“The empowerment of women is possibly the most critical pre condition for the participation of girls and women in the educational process”.

The National Policy on Education (NPE, 1986)

The programme aims to achieve the following objectives:

- To create an environment in which education can serve the objectives of women’s equality.
- To enhance the self-image and self-confidence of women and thereby enabling them to recognize their contribution to the economy as producers and workers, reinforcing their need for participating in educational programmes.
- To create an environment where women can seek knowledge and information and thereby empower them to play a positive role in their own development and development of society.
- To set in motion circumstances for larger participation of women and girls in formal and non-formal education programmes.
- To provide women and adolescent girls with the necessary support structures and an informal learning environment to create opportunities for education.
- To enable *Mahila Sanghas* to actively assist and monitor educational activities in the villages – including elementary schools, AE, EGS or AIE Centers and other facilities for continuing education.
- To establish a decentralized and participative mode of management, with the decision making powers devolved to the district level and to Mahila Sanghas which, in turn will provide the necessary conditions for effective participation.

The programme recognizes the centrality of education in empowering women to achieve equality. The Mahila Samakhya programme is working to conscientize and organize women in groups. It works through *Sanghas*, which are all small groups of local women. These groups are able to address issue concerning women and their participation in a two-fold manner which together serves to build a culture of questioning, critical thinking, collective decision-making and mobilization on public issues. They organize intensive training programs for women PRIs to make them effective functionaries. Their capacity building is needed to help them plan, prioritize their needs, determine strategies to address their needs and concerns, and for both women and local government to partner effectively to address these needs. They devise their own programmes together with its members. They as a group discuss, evolve and prioritize their needs and formulate various programmes to be undertaken by women themselves.

The programme works through *Mahila Sanghas* or women’s collectives at the village level which provides the women a space to meet, reflect, ask questions and articulate their thoughts and needs and make informed choices. The process of mobilizing and organizing women is done by a *Sahayogini* who looks after ten villages. This is not an easy process since the programme does not have any

tangible services or benefits to offer. The process of rapport building is done through regular visits, gaining the confidence and faith of the women and listening to what they have to say. The *sahayogini* assists the women to resolve small problems during the course of which the need for women's collectives and the role they can play in ensuring a better quality of life for the women and their families is stressed. In this context then, a variety of issues are raised by the women which later on form the formulation of programme strategies and interventions.

The *Mahila Sanghas* through various programmes and awareness campaigns have brought about a change in the outlook of rural women and the effects can now be seen in various facets of life at home within the family, the community and at the block and panchayat levels. The programme has also focused on awareness of the need to educate the children, especially girls, to give the equal status and opportunities. This approach has resulted in a direct impact on enrolment and retention of girls in schools.

The Mahila Samakhya programme follows the programme of Action (POA, 1992), as given in the section "*Education for Women's Equality*" (Chapter-XII, pages. 105-107), which focuses on empowerment of women as the critical precondition for their participation in the education process. It states that education can be an effective tool for women's empowerment, the parameters of which are to:

- enhance self-esteem and self-confidence of women;
- build a positive image of women by recognizing their contribution to the society, polity and the economy;
- develop ability to think critically;
- foster decision making and action through collective processes;
- enable women to make informed choices in areas like education, employment and health (especially reproductive health); ensure equal participation in developmental processes;
- provide information, knowledge and skill for economic independence;
- enhance access to legal literacy and information relating to their rights and entitlements in society with a view to enhancing their participation on an equal footing in all areas.

The programme is based on certain principles which must be followed at all stages of implementation, these are:

- i) All processes and activities within the programme must be based on respect for women's existing knowledge, experience and skills.
- ii) Every component and activity must create an environment for learning, help women to experience and affirm their strengths, create time and space for reflection and respect individual uniqueness and variation.
- iii) Women and women's groups at the village level set the pace, priorities, form and content of all project activities.
- iv) Planning, decision making and evaluation processes, as well as all levels of personnel must remain accountable to the collective at the village level.

- v) All project structures and personnel play facilitative and supportive, rather than directive roles.
- vi) A participatory selection process is followed to ensure that project functionaries at all levels are committed to working among poor women and are free from caste/community prejudices.
- vii) Management structures must be decentralized, with participative decision making and devolution of powers and responsibilities to District, Block and village levels.

The programme has responded to the needs of the women which range from, educational

demands, livelihood and health concerns, accessing resources and participation in panchayati raj, to gender problems. Sanghas in all the States have taken initiatives to address wide ranging issues and problems such as:

- Struggling for equal and minimum wages;
- Improving civic amenities;
- Health of women and children;
- Actively accessing resources from DWCRA, DRDA, DPAP, Forest Department etc;
- Ensuring educational opportunities for their children especially girls;
- Entering the political sphere through election to Panchayati Raj bodies;
- Articulating their concerns and tackling social issues like violence against women, child marriage;
- Seeking and obtaining literacy and numeracy skills for themselves and their children.

The outcomes of this process have been:

- A demand for literacy and education for children especially for girls has been generated; Educational inputs - AE, NFE, Vocational Training, Support Services, Mahila Shikshan Kendra, DRU and ECCE Centers are introduced in a phased manner, responding to the needs of the programme.
- Working towards accessing facilities like hostels, scholarships, etc

3.4.1 Case Study: Making the System Work

When Sangha women in Karnataka learnt that scholarships are given to tribal students, they asked the teacher about the modalities. Initially, he resisted their queries; later he asked male members of the students' families to come and collect the scholarship. He also deducted Rs.5/- from each one's scholarship. Sangha women protested and insisted that he purchase a dholak, a wall clock and another musical instrument from the collected fund. They also checked the receipt of the purchase made. The Sangha then ensured that the scholarships were given in full to the mothers of the students. Now, the Sangha women are invited for school functions and the flag hoisting ceremony.

The *Mahila Samakhya* programme has brought about many changes in women. The groups or sanghas have provided the collective strength for women, usually

from poor and marginalized groups, to overcome barriers to their participation in and access to education and development.

As a collective the women have gained the strength to overcome obstacles and to articulate demands for themselves and their daughters, which individually they have been unable to do.

Women can now speak and clearly articulate their problems. They understand the problems which are common to them and opt for a collective solution. The women's recognition and visibility within the family, community and block levels has increased and leadership qualities have been developed and a cadre of village level organizers and activists are emerging.

The women's collective strength and ability to demand accountability of government delivery systems has been demonstrated. Sanghas have taken decisions to postpone the age of marriage of their daughters and have actively prevented child marriages taking place in their villages.

In States like Karnataka and Andhra Pradesh sanghas have ensured that no girl is initiated as a jogini in their villages. In Uttar Pradesh and Gujarat, Sakhis and sahayoginis have received intensive training in laws relating to women and have started Nari Adalats, Mahila Panch, which are informal courts run by women. Many innovative programmes have emerged such as in Banda, UP, women got trained as handpump mechanics. Region-specific curricula have been developed around the concerns of women like violence, health and herbal medicine, wages, environment, forests among many others. Women have begun to effectively address the issues of girl child education in addition to their own education.

Sanghas are active partners in the diverse educational initiatives of the programme. The ECCE centers in Gujarat, the Bala Mitra Kendras, Jagjagi Centers (NFE) for girls in Andhra Pradesh and Bihar, the Udan Khatolas in UP all provide a creative learning opportunity. Sanghas assist in selecting teachers, monitoring the centers, mobilizing the community for education and in some cases (as in Andhra Pradesh) making some financial contribution as well.

An innovative initiative in the area of girls and women's education has been the Mahila Shikshan Kendras. These are residential courses, aimed at developing a pool of aware, trained and literate women at the village level.

The curricula followed are diverse, imparting life skills, skill development to enabling the learners to join the mainstream education system. The MSK has been able to draw in girls and young adults who for a variety of reasons do not benefit from the usual schools or AS centers. The demand for these Kendras is on the rise.

In many districts, MS is publishing newspapers or broad-sheets. The popularity of these papers among the neo-literate women is immense and these newspapers enjoy a large circulation. In fact some districts in UP and Assam have now made these priced publications.

While the direct impact of the MS educational strategy is yet to be fully felt, its impact is most visible in the confidence with which sanghas are playing an active role in village education committees, making schools work, ensuring the teachers

come regularly and in many instances ensuring that in their villages, children, particularly girl children, have access to formal education.

In this section you have studied policy decisions for engendering governance. Now, answer the questions in *Check Your Progress 2*.

Check Your Progress 2

- Note:** i) Use the space given below to answer the questions.
- ii) Compare your answer with the one given at the end of this unit.

1) What are Grassroots Women Networks?

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2) How can women’s network bring about change?

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3.5 LET US SUM UP

Engendering governance has come as a priority issue after a lot of deliberations at the levels of Government, women’s groups and the grassroots. The State took the legislative route only after the issue was pressed upon by the women’s groups and the right to participate in governance and decision-making processes was demanded by them. The appropriate legislation has brought about a positive change in the grassroots scenario whereby women from backward communities can be seen actively engaged in solving local problems and contributing to the well-being of people. There are many instances where women have shown exemplary courage to face the public domain the way men have been doing over the centuries.

3.6 GLOSSARY

73rd and 74th Constitutional Amendment Act: The Government of India enacted 73rd and 74th Constitutional Amendment Act in the year 1993. The provisions of

the Acts include 33.3 % reservation in the Urban and Rural Local Bodies. It is an important milestone in engendering governance. This paved the way for taking initiatives for providing reservation in the Parliament and State Assemblies.

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3.8 CHECK YOUR PROGRESS - POSSIBLE ANSWERS

Check Your Progress 1

1) What is engendering governance?

Answer: Engendering governance is a process of governance that is equitable and ensures that the voices of women are heard in decision making over the allocation of development resources.

2) How has legislation helped women gain political participation?

Answer: In India, women's effective participation in politics got a boost in 1993 after the 73rd and 74th Amendments in the Constitution of India. The change in legislation brought women into the realm of local self governance. The village panchayati raj institutions are bustling with women members in local panchayats.

Check Your Progress 2

1) What are Grassroots Women Networks?

Answer: Grassroots women networks are government's initiatives to engender the governance process, these networks

- Create an environment in which education can serve the objectives of women's equality.
- Enhance the self-image and self-confidence of women and thereby
- Enabling them to recognize their contribution to the economy as producers and workers, reinforcing their need for participating in educational programmes.

2) How can women's network bring about change?

Answer: As a collective the women's network have gained the strength to overcome obstacles and to articulate demands for themselves and their daughters, which individually they have been unable to do.

Women can now speak and clearly articulate their problems. They understand the problems which are common to them and opt for a collective solution.

MDV-004: Gender and Development: Concepts, Approaches and Strategies (6 CREDITS)

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