
UNIT 15 POLICY ANALYSIS

Structure

- 15.1 Introduction
- 15.2 Objectives
- 15.3 What is Policy Analysis?
 - 15.3.1 Elements in Policy Analysis
 - 15.3.2 What is Gender-based Policy Analysis?
- 15.4 Concerns for Policy Analysis
- 15.5 Types of Policy Analysis
- 15.6 Stages of Policy Analysis
- 15.7 Processes of Policy Analysis
- 15.8 Criticism of Rational Policy Analysis
- 15.9 Barriers to Policy Analysis
- 15.10 Summing Up
- 15.11 Glossary
- 15.12 Answers to Check Your Progress Exercises
- 15.13 References
- 15.14 Questions for Reflection and Practice

15.1 INTRODUCTION

The main aim of planning a gender-sensitive policy is to promote equality in society, in which policies and programmes reach all sections of society without any discrimination. With the focus on gender-sensitive policies, both men and women should have equal visibility, equal access and power concerning resources and decision making. Gender perspectives should be included at all stages of formulation and implementation of policies and programmes. By including a gender perspective in the policies and programmes of the government, the various needs and concerns of women could be met. In the previous two Units of this Block, policy formulation, implementation and monitoring of policies were examined in detail using the gender lens. In this Unit, the focus of discussion is on the aspects of policy analysis in the context of gender. Policy analysis on the basis of gender perspectives helps in understanding the different social, economic and political experiences of males and females and integrates into the design, implementation, monitoring and evaluation of policies to achieve fair outcomes for males and females. The following section would thus introduce you to the concept of policy analysis and the types of policy analysis as well as the stages and process of policy analysis.

15.2 OBJECTIVES

After studying this Unit, you should be able to:

- explain the meaning of policy analysis and gender-based policy analysis;
- examine the concerns for policy analysts;
- describe the different types of policy analysis;

- explain the stages and processes of policy analysis; and
- evaluate the criticisms and barriers of policy analysis.

15.3 WHAT IS POLICY ANALYSIS?

Policy analysis involves analysis that takes place at two levels. One analysis takes place before a policy decision is made, that is before formulating policies; the other analysis takes place after the policy is implemented in order to assess or evaluate the impact of a policy. The use of knowledge for making, managing and evaluating public policies is generally termed as policy analysis. Public policy analysis is thus nothing more than estimating the impact of public policy on government programmes. Policy analysis has been defined by various scholars. Let us explore their definitions.

In the words of Dunn, policy analysis is “an applied discipline which uses multiple methods of inquiry and argument to produce and transform policy-relevant information that may be utilized in political settings to resolve public problems”.

Patton and Sawicki observe that policy analysis is, “a systematic evaluation of the technical and economic feasibility and political viability of alternative policies, strategies for implementation, and the consequences of policy adoption.”

Dye states that policy analysis involves:

- a primary concern with explanation rather than prescription;
- a rigorous search for the causes and consequences of public policies; and
- an effort to develop and test general propositions about the causes and consequences of public policy and to accumulate reliable research findings of general relevance.

Thus, policy analysis is a technique which provides maximum information with minimal cost about the:

- Likely consequences of proposed policies; and
- Actual consequences of the policies already adopted.

15.3.1 Elements of Policy Analysis

Policy analysis is essentially a form of impact research. Nagel has identified four key elements to policy analysis, which are as follows:

- i) Goals with which policy analysis is concerned;
- ii) Means for achieving those goals;
- iii) Methods for determining the effects of alternative means on goal achievement; and
- iv) Profession of policy analysis, which is applying these methods in relating means to goals.

Thus, policy analysis helps in identifying the goals as well as the means for achieving the goals and the methods for determining alternative means of goal achievement. For example, if we look at the Millennium Development Goals, the goal has already been established to narrow the gender gaps in primary and secondary education and to reduce the maternal mortality rates. The elements of policy analysis help in moving towards achieving the goals by way of arriving at means for achieving the goals and determining alternative means of goal achievement.

15.3.2 What is Gender-based Policy Analysis?

Policy analysis from a gender perspective serves as a means of assessing and responding to the differential impact of proposed and/or existing policies, programmes and legislation on men and women. It makes it possible for policy to be undertaken with an appreciation of gender differences, of the nature of relationships between men and women and of their different social realities. Thus gender-based analysis challenges the assumption that everyone is affected by policies, programmes and legislation in the same way regardless of gender, a notion often referred to as “gender-neutral policy”. Policies that appear to be “neutral” can lead to discrimination if, in their application, they have a disproportionate impact or adverse effect on women.

Analysis of policies helps in identifying the types of gender differences and inequalities that might otherwise be taken for granted – such as how men and women have different access to and control over resources, carry out different social roles, and face different constraints and receive different benefits. Once highlighted, such issues are alleviated by carefully designing the policies. Thus, policy analysis is incomplete if the impact of gender has not been considered. Analysis of gender concerns is not just an add-on, to be considered after costs and benefits have been assessed, but an integral part of good policy analysis.

Analysis of policies on the basis of gender concerns would help in identifying:

- The different needs, priorities, capacities, experiences, interests and views of men, women, boys and girls;
- Who has access to and/or control of resources, opportunities and power;
- Who is likely to benefit and/or lose from new initiatives;
- The different patterns and levels of involvement that women, men, girls and boys have in economic, political, social and legal structures.

Gender-based analysis should be a common thread woven from beginning to end throughout the entire policy process, and not merely an additional heading/section in briefing notes. In some cases, gender issues are central to the policy in question and play a major, determining role in its evolution. Other policies, at first glance, may appear to be devoid of gender implications.

During the definition stage, it may be tempting to simply state that a policy is not likely to have differential gender effects. While gender implications may not be immediately obvious, they may emerge later. A policy may appear to be gender-neutral at a first glance. It is only after a closer examination that it is revealed that certain policies, the way it is formulated or implemented, treat women and men differently. For example, if we look at the Disaster Management Act, 2005, it has been clearly mentioned in the Act that the disaster relief and rehabilitation measures should be provided to the vulnerable without any discrimination on the basis of sex, caste or creed. However, it was found that in many of the tsunami affected areas of Tamil Nadu, the relief provided by the government, did not take into account the differential needs of women. Hence the process of policy analysis needs to check whether the policy that was formulated has been translated in the intended manner in the implementation process as well.

Therefore, it is always good practice to keep asking gender questions throughout the process.

This requires examining sex-disaggregated quantitative and qualitative data; questioning basic assumptions; and developing an understanding of the inter-relationships among each of the major economic and social sectors, and how these relate to gender.

Check Your Progress Exercise 1

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

- 1) What are the elements of policy analysis? How can we improve gender-sensitivity in policy analysis?

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

15.4 CONCERNS FOR POLICY ANALYSIS

There are various groups and individuals like academics, independent research institutions, pressure and interest groups, political parties, government organizations, etc. who are involved in policy analysis. As far as gender issues are concerned, there are various government institutions like National Commission for Women, Central Social Welfare Board, National Institute of Public Cooperation and Child Development and other autonomous research institutions like Centre for Women’s Development Studies, Centre for Policy Research, etc. which are involved in the analysis of gender-sensitive policies. Apart from such organizations, special committees and commissions are also created in order to make an analysis of a particular policy.

Policy analysts are concerned with:

- Social problems and the relationship of gender-sensitive policies to these problems;
- Content of gender-specific policies;
- Contributions of policy makers; and
- Likely consequences of policies in terms of outputs and outcomes.

Some analysts, for example, may be interested in the role of political parties in shaping gender-specific policies, while others on the impact of bureaucracy in decision making or the role of professionals in the delivery of gender-sensitive policies. Analysts may focus on different stages of the policy process such as policy formulation, implementation or evaluation. In order to analyze policies in an effective way, analysts need to focus on the following:

- Policy analysts need to look at the gender concerns in the policies and identify whether gender issues are incorporated in the objectives, procedures and processes of policy making and implementation.
- The analysts seeking to promote the concerns of women in public policies need relevant, up-to-date, context-specific information on gender differences and inequalities and men’s and women’s different priorities and needs. Hence, for the policy analysts, gender-disaggregated data is quite useful for the purpose of policy analysis, which helps in highlighting clear statistical evidence of gender differences and inequality.
- Analysts also need to look into the values of the society, which is either positive or negative, in making its contribution to gender-sensitive policies. Gender-sensitive policy may conflict, at times, with the dominant values around which

society is organized. Women's experiences and contributions are measured against a male standard rather than in their own right. Those responsible for policy analysis must contend with these conflicting and competing values. Thus, exploring values and perceptions can sharpen awareness of factors important to the process of analysis.

- The policy analysts involved in analysis need to design gender-based analysis tools in order to evaluate the success or failure of the policy. Usually analysis of gender-sensitive policies occurs as a last minute add-on to the policy process. In order to analyze policies in an effective way throughout the policy process, there should be dissemination of gender-based knowledge and skills across various ministries and departments.

Thus, promotion of gender concerns in policy analysis is beneficial in the following ways:

- Increased awareness at all levels of government of the importance of gender as an organizing principle, that is, as a way of conceptualizing information;
- When policies and legislations of the government are developed and assessed from a gender perspective, the policies will have intended and equitable results for women and men, girls and boys.

15.5 TYPES OF POLICY ANALYSIS

The different types of policy analysis are as follows:

i) **Ex Ante Analysis and Ex Post Analysis**

Ex ante analysis means the analysis that takes place before a policy decision is made. This is also called prospective policy analysis. It focuses on the future outcomes of a proposed policy. For example, the decision maker may have four options in reducing the gender gaps in primary and secondary education. In this case, the policy analysts attempt to predict the future status of results from alternative policy options available to them. While ex post analysis involves the analysis that takes place after a policy is implemented, to assess or evaluate a policy. This is also referred to as retrospective policy analysis. For example, the National Policy for Empowerment of Women was enacted in 2001. And in order to find out the effectiveness of its implementation, a Committee was set up recently in 2010, which would be a retrospective study.

ii) **Empirical, Evaluative or Normative Policy Analysis**

The empirical approach is based on an interpretation of the past policies. This approach is concerned with analyzing the causes and effects of given public policies. For example, we may analyze and predict government expenditure on education of girl child over a period of time. The evaluative approach to policy analysis focuses on programme evaluation. It determines the worth or value of a policy option. For example, the National Alliance of Women's Organizations, evaluates whether the objectives or targets of the UN Convention on Elimination of All kinds of Discrimination against Women (CEDAW) are met or not. Normative policy analysis is primarily concerned with recommending future courses of action for a given problem. For example, as part of the women's legal literacy programme, in order to create awareness about existing laws among women, the government may recommend to the concerned authorities to take necessary steps to come up with a measure to create awareness on gender-sensitive laws.

iii) **Prescriptive and Descriptive Policy Analysis**

The prescriptive analysis recommends actions that result in a particular outcome.

When the policy analysts are not sure about the nature of solution to a problem or there is no programmed way of selecting a particular solution among alternatives, then they may opt for prescriptive policy analysis. On the other hand, descriptive policy analysis refers to the historical or retrospective analysis of past policies. Here policy analysis is done after policy implementation. The primary concern is to understand the problem, rather than to solve it.

Thus, certain types of policy analysis deal with the future course of action, while other types of policy analysis are concerned with past actions.

15.6 STAGES OF POLICY ANALYSIS

Policy analysis models and techniques aim at providing a more rational basis for decisions. Various scholars have come up with different frameworks for rational analysis of policies. Some of such frameworks are explained in this section.

For Jenkins, the following seven stages are critical to policy analysis:

- Initiation;
- Information;
- Consideration;
- Decision;
- Implementation;
- Evaluation; and
- Termination.

Hogwood and Gunn set out following stages for rational policy analysis:

- Deciding to decide (issue search or agenda setting);
- Deciding how to decide (issue filtration);
- Issue definition;
- Forecasting;
- Setting objectives and priorities;
- Options analysis;
- Policy Implementation, monitoring and control;
- Evaluation and review; and
- Policy maintenance, succession and termination.

For Quade, the decision making process involves five key stages which he defines in terms of:

- Formulation: Clarifying and constraining the problem and determining the objectives;
- Search: Identifying, designing and screening the alternatives;
- Forecasting: Predicting the future environment or operational context;
- Modeling: Building and using models to determine the impacts; and
- Evaluation: Comparing and ranking the alternatives.

Patton and Sawicki lay down a six-step process for policy analysis:

- Verify, define and detail the problem.
- Establish evaluation criteria;
- Identify alternative policies;
- Evaluate alternative policies;
- Display and distinguish among alternative policies; and
- Monitor the implemented policies.

It needs, then, to be stressed here that the analysis for decision making necessarily involves analysis of the existing policies which impact upon the ‘new’ or the future policy decisions.

Policy Analysis Framework

Since policy analysis makes use of the required information in examining, deciding about and finally, measuring the consequences of public policies, it requires a proper framework. Figure 15.1 indicates the basic linkages of a framework for policy analysis which is derived from the systems approach.

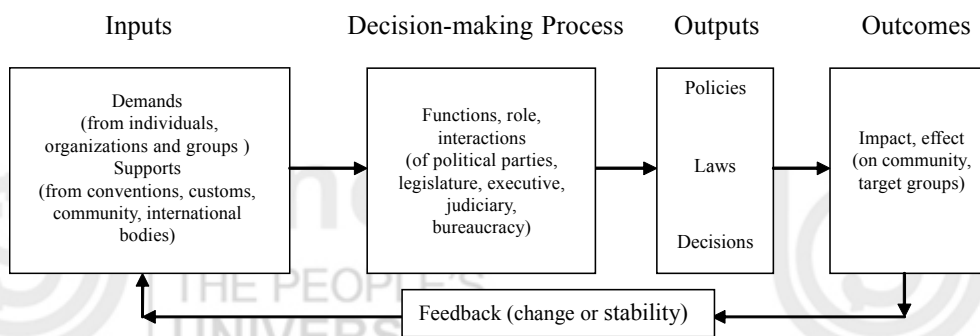


Fig. 15.1: Framework for Policy Analysis

According to this approach, there are various elements in a system, which act and interact with one another to have a continuous flow of function. The various elements include:

- Inputs that indicate needs and demands;
- Processes related to the functions and role of forces;
- Outputs in terms of laws and policies; and
- Outcomes that identify the end results of certain courses of action.

The Status of Women, Canada, proposes eight steps that can be followed sequentially with the emergence of new information or perspectives for analyzing the policies, which include:

- Identifying, defining and re-defining the issue;
- Defining desired/anticipated outcomes;
- Defining the information and consultation inputs;
- Conducting research;
- Developing and analyzing options;
- Making recommendations/decision-seeking;

- Communicating policy; and
- Assessing the quality of analysis.

Check Your Progress Exercise 2

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

1) What are Ex Ante Analysis and Ex Post Analysis?

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

15.7 PROCESS OF POLICY ANALYSIS

In the previous section, various stages and steps involved in policy analysis, identified by different scholars were discussed. Gender-based analysis also involves the routine steps of policy analysis. The sequence of analysis varies with circumstances and the intention of the policy. Suitable process has to be framed by the analysts for different policies in order to analyze the policies at different stages. This section gives you an overview of the process of policy analysis and the steps involved in it.

Policy Analysis Cycle

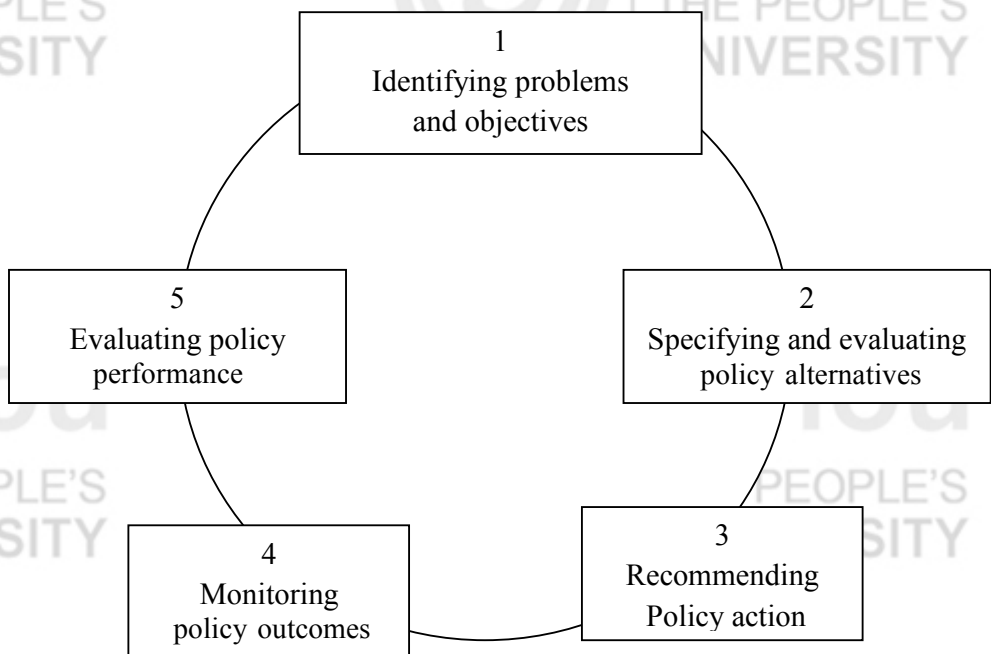


Fig. 15.2: Policy Analysis Cycle

There are several processes involved in policy analysis.

1) **Identifying Problems and Objectives**

This is the most important stage because, many times, the objectives of the problem analysis are not clear and in some cases, the objectives are even contradictory.

Policy analysis requires clarity in identifying the problems which are to be sorted out. Pondering on the following questions would be helpful in identifying the issue: In what ways are both women's and men's experiences reflected in the way policy issues are defined? How is diversity taken into account in the policy plan? For example, a committee which is involved in determining the reservation of seats for women in parliament should identify the exact problem underlying the issue and the factors that prevent it from happening. While dealing with the issue of reservation, the policy analyst needs to define the issue and the target group and take into account the diverse and different experience of men and women. Policy analysis also needs to identify the equity aspect in this process. For example, in order to review or analyze the MGNREGA scheme, the analyst may consider issues such as:

- Whether men and women receive different levels of benefits from the policy area under review; whether the policy provides the means to overcome gender inequities and so on.

Thus, the policy analyst needs to understand that policies, programmes and legislation must be careful not to reinforce stereotypes and systemic discrimination of men and women.

Having identified the context of the problem, the next step is to determine what objectives are to be achieved while confronting it. Too often, the rational objectives which require careful attention are overlooked. The policy analysts need to look at the policy objectives that break down societal barriers or ameliorate current inequitable situations between women and men. Apart from the objectives, the outcome that is anticipated from the policy should also be looked at. Analysis of the policy on the basis of the following questions would help in analyzing the proposed outcome of the policy. What does the government want to achieve with this policy, and how does this objective fit into its stated commitments to social and economic equality? Who will be affected? How will the effects of the policy be different for women and men, girls and boys?

2) **Specifying Policy Alternatives**

Once a policy problem has been clearly identified, the policy analyst is required to specify and generate alternative policies. The analyst determines which alternative is the most positive in any particular situation. For example, one alternative may be least expensive than others in achieving the objectives. Once the alternatives are specified, it becomes easy for the policy analyst to identify the option that will be suitable for the group for which the policy is intended. For example, as per the goal of the National Policy for Empowerment of Women, the government may come up with various policy alternatives that can contribute to empowering women. Thus, the government may try to empower women by providing:

- Equal access to participation and decision making of women in the social, political and economic life of the nation; and
- Equal access of women to health care, quality education at all levels, career and vocational guidance, employment, equal remuneration, occupational health and safety, social security and public office etc.

Thus choosing alternative courses of action will continue throughout the analysis. Determining alternatives for policy decisions is a difficult task. All the options should be considered before identifying a limited number of alternatives.

3) **Evaluating Policy Alternatives**

Once a policy problem has been clearly stated, and alternatives for policy choice have been determined, it is important to evaluate how each possible alternative meets the criteria previously established. In order to evaluate policies, analysts

can either develop suitable models for their analysis or even conduct survey research, etc. in order to find the strength of the different policy alternatives. The analyst must also try to predict the effect of the policy on women by adopting various measures. Here, it will be apt to point out that it is necessary to predict all the effects of the proposed policies – not just the economic effects – desired by the decision maker. If required, additional data may be collected for analyzing the different levels of influence on the economic, social and political dimensions of the problem.

The question of measuring success in the pursuit of each objective is a difficult one. However, if the analyst is to recommend a policy decision, he/she must find some way to evaluate its possible benefits. Evaluation of the outcomes is of great importance as it reminds us to look carefully at the cost-benefit analysis of a particular policy choice. The analyst thus makes a study of the impact of different policy alternatives on the existing policies, programmes and legislations. Thus, while dealing with alternative options, the policy analysis process needs to consider: How do the options disadvantage or provide benefits to women? How will the options support gender equity and avoid discrimination?

4) Recommending Policy Action

The next and important process in policy analysis relates to making the preferred choice. Based on the analysis of various options in terms of favourable and unfavourable impacts and implications, this stage of policy analysis makes recommendations for the best alternative or option. While recommending the option, alternative or decisions, the policy analysis process needs to ensure that the recommended option contains no legal, economic, social or cultural constraints to gender-equitable participation.

The situation may be so simple for the policy maker that he can simply look at the advantages and disadvantages predicted for each alternative and select the one that is the best. In contrast, it may also be so complex that he or she will have to think of his or her preferences among the various possible outcomes.

5) Monitoring Policy Outcomes and Evaluating Policy Performance

Generally, the policy analyst, is not involved in the implementation and monitoring of policies. However, for better policies, it is important that policy analysts be consulted in the maintenance, monitoring and also the evaluation of the implemented policy. Such maintenance and monitoring of the policy during the implementation stage assures that “they do not change form unintentionally; measure their impact; determine whether they have the intended impact; and decide whether they should be continued, modified, or terminated.

Thus, the analysis should be brought out in such a way that its essential points are easily grasped and communicated. It can be established that the process of policy analysis has its own complexity of exercises at each stage.

15.8 CRITICISM OF RATIONAL POLICY ANALYSIS

There are several limitations to the use of analytical work in policy decision making.

i) No substitute for politics

The usefulness of the idea of policy analysis as involving a series of logical stages appears to be weak, vis-a vis political and bureaucratic interest. Political realists view policy analysis as a threat to politics. It should be understood that analysis is not a substitute for politics or ‘anti-political’, but essentially supplementary and subordinate to the political process.

ii) Democratic society is undermined

The idea of policy analysis has been criticized for undermining democratic society. Some scholars suggest that analysis inhibits political initiatives. It is argued that it reduces the impact which political participation may have on the decisions taken by the government. Policy analysis, in certain contexts, appears to be more of a form of democratic distortion than enlightenment.

iii) Weak involvement in policy implementation

Analysis may be strong in diagnosing the problems in formulation of policy, but it is weak in terms of how a policy should be implemented. A policy analysis is of no use if it cannot be communicated to others. Most of the policy analyses deal with subjective topics, and therefore must rely on the interpretation of results. Therefore, professional researchers who, very often, interpret the results of their analyses from different angles come out with different policy recommendations.

iv) Weak in resolving societal value conflicts

Policy analysis is incapable of resolving societal value conflicts. At its best, policy analysis can offer advice on how to accomplish a certain set of end values; it cannot determine what those end values should be. It is also very difficult for the government to cure all or even most of the maladies of society. Some social ills are very complex. The policy analysis cycle ignores the real world of policy making which involves multiple levels of government and interacting cycles.

v) Difficult to predict the impact

Another limitation of policy analysis is that social ills are so complex that analysts are incapable of predicting the impact of their proposed policies. In fact, the ills are shaped by so many forces that a simple explanation of them is hardly possible. Social scientists largely fail to give proper advice to policy-makers owing to lack of knowledge about individual and group behaviour. The fact that social scientists offer many contradictory recommendations indicates the absence of reliable scientific knowledge of social problems.

15.9 BARRIERS TO POLICY ANALYSIS

Most of the barriers related to analysis of policies especially those focusing on gender concerns fall into three categories viz. attitudinal, operational and theoretical.

i) Attitudinal Barrier

The first and the most difficult barrier to overcome in the process of policy analysis is resistant mind sets. Policy analysts usually do not recognize the need to analyze gender concerns in policies. Some are outwardly hostile and others are simply dismissive of the concept. One way of overcoming the attitudinal barrier of the policy analyst is by demonstrating a high level of political and bureaucratic support for gender issues.

ii) Operational Barrier

Issues relating to operationalization of gender analysis form another major barrier to policy analysis. In a governmental setting, resources like time, money and expertise are limited. Hence, it further becomes a burden to the policy analysts, who are asked to enlarge their analysis on gender issues in particular. In order to overcome this barrier, policy analysts should be provided with gender-specific high quality educational materials, training and access to expert consultants which helps them in coming up with relevant tools to analyze the gender concerns of the policies. Another operational challenge in policy analysis is shortage of information.

Obtaining relevant gender-disaggregated data is a basic step for building any case for gender equality. Simply having two columns of numbers, one representing men and the other representing women, is not adequate. Using indicators to advance equality requires developing and using research instruments that meaningfully capture the different experiences of women and men, that ask the right questions so as to elucidate these differences, and that are used in the context of respecting and empowering women's voices.

iii) **Theoretical Barrier**

Theoretical issues also serve as a barrier. These are the kinds of issues and questions that arise when policy makers are interested in applying policy analysis tools. Such policy analysis tools are specifically designed by policy analysts in order to facilitate successful implementation of policies. However, if the tools are too long, too academic or too difficult to read and apply, it complicates the issue, rather than addressing the issue.

With all the limitations, the idea of analyzing policy-making and policy analysis is not without its advantage, and as such it should not be ignored altogether. Indeed, it seems safe to say that social scientists can at least attempt to measure the impact of present and past public policies and make this knowledge available to policy makers. Reason, knowledge and scientific analysis are always better than the absence of any knowledge.

Check Your Progress Exercise 3

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

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

1) List the barriers to policy analysis.

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

15.10 SUMMING UP

Policy analysis may not provide solutions to society's ills but it is still an appropriate tool in approaching policy questions. It enables us to understand the causes and consequences of public policies. The strength of the analytical approach is that it affords a rational structure within which we may consider the multiplicity of reality. Thus, the goal for policy-makers is to pose gender-specific questions in order to identify inequalities in the impact of existing governmental policies, and to develop a process of accountability that addresses inequality in future governmental policies. Gender policy analysis can be conducted through the following steps:

Identifying, defining and re-defining the issue; defining desired anticipated outcomes; defining information and consultation inputs; conducting research; developing and analyzing options; making recommendations/decision-seeking; communicating policy; and assessing quality of analysis.

In the long-term, gender policy analysis promotes efficiency because it foresees which, and to what extent, particular sectors of the population are affected by gender-neutral, gender-specific and gender-transformative policies. This streamlines governmental policy by targeting budgets and resources allocation to produce desired results.

15.11 GLOSSARY

Fiscal Policy : Fiscal policy refers to the use of a government's taxation and expenditure policies to influence the level of economic activities at the macroeconomic level. Export-Import duties, subsidies etc. are important instruments of fiscal policy on the external front.

Monetary Policy : Monetary policy refers to the mechanisms for expansion of money and credit supply in an economy. Monetary policy includes regulation of both volume and allocation of credit and therefore, credit policy is a part of the overall monetary policy.

15.12 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) Nagel has identified four key elements to policy analysis, which are as follows:
 - v) Goals with which policy analysis is concerned.
 - vi) Means for achieving those goals.
 - vii) Methods for determining the effects of alternative means on goal achievement.
 - viii) Profession of policy analysis, which is applying these methods in relating means to goals.

Check Your Progress Exercise 2

- 1) Ex ante analysis, means the analysis that takes place before a policy decision is made. This is also called prospective policy analysis. It focuses on the future outcomes of a proposed policy. For example, the decision maker may have four options in reducing the gender gaps in primary and secondary education. In this case, the policy analysts attempt to predict the future status of results from alternative policy options available to them. While ex post analysis involves the analysis that takes place after a policy is implemented, to assess or evaluate a policy. This is also referred to as retrospective policy analysis. For example, the National Policy for Empowerment of Women was enacted in 2001. And in order to find out the effectiveness of its implementation, a Committee was set up recently in 2010, which would be a retrospective study.

Check Your Progress Exercise 3

- 1) Most of the barriers related to analysis of policies especially those with gender concerns fall into three categories viz. attitudinal, operational and theoretical.

1) Attitudinal Barrier

The first and the most difficult barrier to overcome in the process of policy analysis is the resistant mind sets. Policy analysts usually do not recognize the need to analyze the gender concerns in policies; some are outwardly hostile and others are simply dismissive of the concept. One way of overcoming the attitudinal barrier of the policy analyst is by demonstrating high level political and bureaucratic support for gender issues.

2) **Operational Barrier**

Issues relating to operationalization of gender analysis form another major barrier to policy analysis. In a governmental setting, resources like time, money and expertise are limited. Hence, it further becomes a burden to the policy analysts, who are asked to enlarge their analysis on gender issues in particular. In order to overcome this barrier, policy analysts should be provided with gender-specific high quality educational materials, training and access to expert consultants which helps them in coming up with relevant tools to analyze the gender concerns of the policies. Another operational challenge in policy analysis is shortage of information.

3) **Theoretical Barrier**

Theoretical issues also serve as a barrier. These are the kinds of issues and questions that arise when policy makers are interested in applying policy analysis tools. Such policy analysis tools are specifically designed by policy analysts in order to facilitate successful implementation of policies. However, if the tools are too long, too academic or too difficult to read and apply, it complicates the issue, rather than addressing the issue.

15.13 REFERENCES

Derbyshire, Helen. 2002. *Gender Manual: A Practical Guide for Development Policy Makers and Practitioners*, London: DFID.

Erickson, Moana. 1999. *Implementing the CEDAW Convention in Hong Kong: Gender Policy Analysis, Occasional Paper No.2*, university of Hong Kong.

Hunt, J. 2004. 'Introduction to Gender Analysis Concepts and Steps', *Development Bulletin*, No.64, pp.100-106.

Maritime Centre of Excellence for Women's Health. 1998. *Policy Makers and Gender-Based Analysis Tools in Canada: A MCEWH Gender and Health Policy Discussion Series Paper*, Nova Scotia, Canada: MCEWH.

Sapru, R K. 2010. *Public Policy: Art and Craft of Policy Analysis*, PHI Learning Private Limited, New Delhi.

Status of Women Canada. 1996. *Gender-Based Analysis: A Guide for Policy-Making*, Ontario: Status of Women. Available at <http://www.swc-cfc.gc.ca/>

Ukeles, Jacob B. 1977. 'Policy Analysis: Myth or Reality', *Public Administration Review*, Vol. 37, No.3, pp.223-228.

15.14 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Elucidate gender-based policy analysis.
- 2) Discuss different stages of policy analysis.
- 3) Explain the Policy Analysis Framework.
- 4) Explain the policy analysis cycle with suitable examples.