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## Approaches to Development Planning and Gender Analysis

### **From Women in Development to Gender and Development**

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Efforts to promote gender equality have in recent years shifted in focus from 'women in development' (WID) to 'gender and development' (GAD). 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 characterised 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 marginalisation in the state system and other structures.

The 'gender and development' approach, which forms the basis of the 1995 Commonwealth Plan of Action on Gender and Development, 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 recognises 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 an 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 inequities in employment, political participation and cultural and legal status).

## Practical and Strategic Gender Needs

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Because men and women have different roles and responsibilities, they also have different needs, identified as practical and strategic gender needs.

**Practical gender needs** emanate from the actual conditions people experience due to the gender roles ascribed to them by society. In the case of women, these needs are often related to women's roles as mothers, homemakers and providers of basic needs. Projects can meet the practical gender needs of both men and women without necessarily changing their relative position in society.

**Strategic gender needs** point to what is required to overcome the generally subordinate position of women to men in society and relate to women's empowerment. Such needs vary according to social, economic and political context. Most governments now acknowledge the need to create opportunities which enable women to address their strategic 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 within institutions. Development responses that remain exclusively within the 'add-on' project approach tend to be inadequate to meeting strategic gender needs.

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

- ◆ **the productive role:** this refers to market production and home/subsistence production undertaken by women which generates an income;
- ◆ **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

Table 1 Women's Triple Role and Meeting Practical/Strategic Gender Needs

Type of Intervention	Women's Role Recognised			Gender Need Met	
	Reproductive	Productive	Community Management	Practical	Strategic
<b>1 Employment Policy</b>					
(i) Skill training					
<i>Cooking</i>	♦			♦	
<i>Dressmaking</i>		♦		♦	
<i>Masonry/carpentry</i>		♦		♦	♦ <sup>a</sup>
(ii) Access to credit					
<i>Allocated to household</i>		♦		♦	
<i>Allocated to women</i>		♦		♦	♦ <sup>b</sup>
<b>2 Human Settlement Policy</b>					
(i) Zoning legislation					
<i>Separates residence and work</i>	♦				
<i>Does not separate residence and work</i>	♦	♦		♦	
(ii) House ownership					
<i>In man's name</i>	♦			♦	
<i>In woman's name</i>	♦	♦		♦	♦ <sup>c</sup>
<b>3 Basic Services</b>					
(i) Location of nursery					
<i>Located in community</i>	♦	♦	♦	♦	
<i>Mother's workplace</i>	♦	♦		♦	♦ <sup>d</sup>
<i>Father's workplace</i>	♦	♦		♦	
(ii) Transport services					
<i>Only peak-hour bus service</i>		♦	♦	♦	
<i>Adequate off-peak service</i>	♦	♦		♦	
(iii) Timing of rural extension meetings					
<i>In the morning</i>		♦		♦	
<i>In the afternoon/evening</i>	♦	♦	♦	♦	

- ◆ **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 (1993: 49).

To emphasise one against the other 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.

Moser (1993: 49) proposes a way to link women's practical needs to strategic gender needs (see Table 1). She identifies types of intervention in three areas/sectors (employment, human settlement and basic services), the different roles women play, and whether in these examples the needs would be practical or strategic. Planners could use Table 1 to analyse whether government policy in key areas is responding to gender needs in the different spheres in which women live and work.

*Table 1*

Source: Moser (1993: 49)

- 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