5 Guidelines for Conducting a Gender Impact Analysis

Countries differ tremendously in levels of development, in degree of gender asymmetry, and in cultural and traditional attitudes to gender. Moreover, gender intersects with social class/caste, race/ethnicity, culture/religion and age as a basis for inequity, subordination and discrimination in access to opportunity, and all of these factors are manifested differently in different countries. Measuring gender inequity and prescribing for gender equity is thus a highly complex and country-specific, as well as a fluid and dynamic process.

The first step is to gather relevant data on education. As mentioned previously, enrolment, literacy and even achievement statistics cannot reveal the entire picture. In developed countries, for example, where data show gender equality in education, there may still exist textbooks and/or curricula which portray gender stereotypes and which influence girl students to choose less self sufficient career paths, thus increasing the likelihood of their dependency on men. Another possibility is that the content and methodology of science subjects may be biased toward male students and their learning patterns. Measuring variables such as these should take place on a local as well as a national level, and is important in planning interventions to bring about change.

Gender Analysis Frameworks

Three major gender planning/analytical frameworks are noted in the literature on gender and development:

✦ The Harvard Framework, developed by Overholt *et al* (1985), concentrates primarily on gathering gender-disaggregated data, so as to have a clear quantitative picture of gender roles and ratios. Other quantitative data, such as age, resources, benefits and time spent on activities are also important in the construction of this picture. This method also identifies possible factors relating to gender asymmetries and analyses these in relation to the data.

✦ The Moser method, based on Molyneux (1985) and Moser (1989), builds on the concepts of practical and strategic gender needs. Practical needs refer to women's immediate needs, 'special' needs that are often overlooked by development planners and policy-makers. Examples are the provision of child care facilities, or the introduction of technology to alleviate onerous domestic chores. Strategic needs are those which are more concerned with long term emancipation and empowerment for women, and may not directly affect or involve women in need. Examples are legal provisions designed to achieve gender equality. To these concepts is added the tool of classifying women's activities into three main groups: reproductive work, productive work and community managing activities. Distinguishing what women do in each of these roles, what they need to deal better with these roles, and what could possibly be done in the long term to restructure these roles so they are more equitably shared with men, comprises the basis of this method.

✦ The Women's Empowerment Framework, described by Longwe and Clarke (1994), can be linked to the DAWN (Development Alternatives with Women for a New Era) network, which advocates women's participation and control in decision-making and development planning. Women's ability and freedom to control their lives, and to have a say in the changes to their world, are tantamount to women's empowerment and equity with men. This may be described as a grassroots approach in that it seeks to have women whose lives are to be affected by development policies participate directly in the formulation and decision-making of these policies. This involves the sensitisation of women, and mobilisation of women to participate at all levels of decision-making.

Each method focuses on different indicators of gender inequity/inequity, and prescribes different measures for action toward change. They all have their advantages.

These guidelines propose the use of a number of indicators which reflect an acceptance of the value of aspects of all three frameworks. The indicators are classified into three main categories:
✦ the policy environment;
✦ the institutional environment; and
✦ the critical policy indicators.

Analytical tools for obtaining data using these indicators are provided in the Appendix.

The Policy Environment

These indicators will assess the adequacy of the statement of policy as it relates to gender, the involvement of institutions which could provide technical assistance in the framing of the policy, the gender composition of management, as well as the legal and other mechanisms in place to support the policy in its implementation and review.

The policy environment reflects the extent to which the policy-making/executive level management of the country's educational system is ready to integrate gender into its goals, objectives, plans, programmes, projects and activities. This readiness is demonstrated in the gender balance of the power structure and policy-making bodies of the Ministry of Education, School Boards, and the gender representation in decision-making. It is clearly indicated in policy documents/statements and practices that explicitly acknowledge and reflect issues relating to gender; for example, in the Code of Regulations, in promotional opportunities, and in compensation.

Gender analysis of an education system requires the involvement, at the levels of policy-making, management and administration, of women and gender-aware men who are sensitive to practical as well as strategic gender needs, and who can take an active role in trying to meet these needs. Legislation is a powerful tool in the achievement of this objective.

Indicators relating to the policy environment are:

Clarity and suitability of the policy statement with regard to gender

✦ the policy statement;
✦ the role of research and academic institutions in policy formulation, review and implementation;
✦ implementation problems; and
✦ the policy review.

The nature of management/decision-making

- ✦ composition of management;
- ✦ representation in decision-making;
- ✦ Code of Regulations;
- ✦ compensation;
- ✦ promotional opportunities; and
- ✦ institutional autonomy.

The Institutional Environment

The implementation of an education policy which has gender objectives requires an institutional environment which is sensitive and receptive to meeting the special needs of girls and boys. The institutional environment reflects the extent to which an individual institution is aware of and ready to implement programmes and practices to address gender issues and promote gender equity. This readiness is demonstrated by the gender composition of School Boards, the gender composition of staff, their working conditions, and the development and implementation of specific policies such as those relating to subject choices available to female and male students, and sexual harassment.

Examination of these indicators will involve the collection of sex-disaggregated data to obtain a clear quantitative picture of the roles which women and men play in the institution, and the provisions made and resources allocated to meet the specific needs of female and male students. Internal and external perceptions of gender equity at the institution are also explored.

The indicators relating to the institutional environment are:
- ✦ representation in decision-making;
- ✦ staff composition;
- ✦ working conditions;
- ✦ sexual harassment; and
- ✦ internal and external perceptions.

Critical Policy Indicators

These indicators provide detailed data which can point to and guide the nature of interventions which need to be made in order to effect meaningful change. They assess gender differentials in provision, access, allocation of resources, participation and achievement/impact within the educational system. The critical policy indicators are:

Nature of the educational provision

- ✦ level.

Access

- ✦ eligibility criteria.

Participation

- ✦ enrolment;
- ✦ legislation;
- ✦ curriculum;
- ✦ learning environment;

+ co-curricular activities;
+ student promotion; and
+ dropout/continuation.

Resources

+ teaching staff;
+ cost; and
+ decision-making regarding resource use.

Achievement/Impact

+ literacy;
+ achievement at primary, secondary, tertiary levels;
+ specific subject/course/programme achievement; and
+ placement of male/female graduates.