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Assessing the Gender Impact of Instruments of State Governance

A Framework for Analysis

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Introduction

The need for gender analysis and gender mainstreaming has been well articulated in the context of policy-making and implementation. However, this gender lens has only been applied to policies that address women's issues, rather than to the assessment of all instruments of state governance.

Circumscribing gender analysis in this narrow manner precludes a comprehensive analysis and review of policies that have differential impacts on various sections of society. In other words, all instruments of governance have gendered effects, not only policies that explicitly focus on women. It is imperative that all instruments of state governance be analysed using a gender lens.

Gendered effects and the need for gender mainstreaming

Gendered effects are defined as outcomes or impacts that are dissimilar for different genders while deriving from a common policy, regulatory action, budget allocation, or programmes. These effects may stem from several factors, including unequal relationships that exist in the society between different genders, prevalent norms and mores, biases and stereotypes, and the lack of representation of all genders. For instance, an industrial policy envisioned to catalyse manufacturing in capital-intensive sectors generates greater employment in the economy. But by furthering growth in male-dominated sectors of the economy, it reproduces gender segregation and gender wage-gaps. Gender inequities are thus perpetuated and amplified even when policies do not intend to do so.

It is this path dependency in gender inequities that requires that all policies and instruments "mainstream gender", which involves integrating gender perspectives into various stages of the governance process ranging from design to the

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evaluation of each instrument. For policies that have already been implemented, however, it is often hard to locate the exact point or stage in the process at which a gendered effect is produced. This is primarily because of the lack of data or knowledge on how gendered effects are produced.

In the absence of such data, a framework to assess the impact of different instruments of state governance at different stages of the governance process could help bring about greater women's economic empowerment and gender parity. This brief presents the concept of a framework that aims to identify the potential sources of differential outcomes of policy instruments and underscore areas that require corrective or consolidative measures through quantitative and qualitative analysis of listed indicators.

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Methodological Framework for Gendered Analysis of Instruments of State Governance

At the JustJobs Network, we recognise the need for a methodological framework that facilitates a clear delineation of the policy, regulatory, programmatic design and implementation processes. This would allow for the identification of the specific stages that are key determinants of differences in governance outcomes. In addition, this framework would facilitate generating evidence for the above through quantitative and qualitative indicators.

The main goal of this framework is to delineate the policy process and identify key indicators that reflect critical governance priorities, parameters, and outcomes. In a country like India, the framework will lend itself to comparative analysis on various listed indicators at national, state, and local levels. The following sections elaborate on the different aspects of the framework and specify the methodological guidelines to conduct this analysis.

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The Framework

The five core indicators of the policy analysis framework are

1 Input/Policy Indicators

2 Contextual/Attendant Indicators

3 Process Indicators

4 Output Indicators

5 Outcome Indicators

Below, we elaborate on how the framework's core indicators reflect government priorities, policy outcomes, and the consequences on gender equality.

1 Input/Policy Indicators

- * Resources allocated (both financial and human), legal instruments, and policy specifications necessary for the implementation of a policy.
- * Determined at the conception and inception stage of the policy-making process.
- * Reflect the priority areas of policies and programs. Gendered effects may arise in the areas of inadequate financial allocations, representation of women in program design and implementation team, and due to the lack of explicit targeting of women.

2 Contextual/Attendant Indicators

- * These indicators represent resources allocated (both financial and human), legal instruments, and policy specifications necessary for the implementation of a policy.
- * Typically, these are determined at the conception and inception stage of the policy-making process.
- * These indicators reflect the priority areas of policies and programs. Gendered effects may arise in the areas of inadequate financial allocations, representation of women in program design and implementation team, and due to the lack of explicit targeting of women.

3 Process Indicators

- * These indicators capture and quantify key decisions and actions taken during the policy implementation process.
- * The nature and efficacy of implementation processes determines corresponding policy outcomes.
- * In addition, decisions pertaining to the choice of beneficiary under a program, allocation of work, or the disbursement of subsidies are subject to biases of the implementing personnel and therefore constitute potential sources of gender effects.

4 Output Indicators

- * These indicators capture tangible products, assets, services, and benefits that the policy has helped in creating.
- * Typically, a given policy achieves its desired goals and objectives through the achievement of these outputs.
- * A gender-disaggregated view of output indicators will provide direct insights into whether a given policy addressed gender inequities or perpetuated them.

5 Outcome Indicators

- * These indicators represent the broader impact and effect of the policy on the larger society with a particular focus on women and their position in the society.
- * They capture both anticipated and unintended consequences of the policy intervention.

The following table (Table 1) presents a guide to selecting different variables in each indicator type. Each indicator has two or more types of variables. Each of these types of variables has a specific description or theme according to which the list of variables will have to be populated.

This guide to selecting variables is designed considering the diversity in research questions that policy analysis may focus on.

Table 1

Indicator classification, codes and variable types

Indicators	Code	Guide To Select Variables
Input	I1	Financial and human resources dedicated to implementing the program/policy
	I2	Proportion of financial resources (if any) put to address gender disparities and promote equality
	I3	Compliance of the policy/program to existing gender related legal and policy frameworks
Contextual	C1	Social and economic characteristics of the place (village, district, state, region) that may influence effective implementation of the policy
	C2	Influence of social norms and behavioural tendencies regarding gender among other social identities
Process	P1	Timely implementation, delivery, provision, disbursement of various policy outputs
	P2	Discrimination, segregation, bias, exclusion, harassment of target population during the implementation of the policy
	P3	Nature of workplace environment for women
	P4	Gender representation in and gender responsiveness of the program implementation team
	P5	Accountability of and transparency in systems to ensure equitable distribution/implementation of policy
Output	OP1	Gap between men and women in terms of receipt of individual welfare outputs (cash transfer, work, food, assets, subsidies, services)
	OP2	Provision of essential public goods
	OP3	Accessibility, availability and utilisation of welfare outputs for women and men
Outcome	OC1	Participation and position of women in the larger society
	OC2	Socio-economic conditions of women
	OC3	Nature of participation for women in the labour market
	OC4	Position and status of women within households

Data

The choice of variable is to be followed by compilation of a data library that is well suited to answering the research and evaluation questions. Diversity in data type and data sources will be an underlying principle guiding the choice of datasets and information. This is particularly important since quantitative indicators that adequately capture all dimensions of gendered effects are typically not readily available. Hence, the data library for each policy analysis will be compiled as a combination of quantitative and qualitative data.

Quantitative data can be obtained from public datasets published by the Ministry of Statistics and Programme Implementation and other ministries in the central and state governments. This will include key labour statistics from Periodic Labour Force Survey (PLFS), but also identify relevant data from Economic Censuses, National Family Health Surveys, Situation Analysis Surveys (SAS), Annual Survey of Industries (ASI) and so on. Datasets such as the India Human Development Survey (IHDS) published by private organisations will also be considered an important source of secondary data. Further, programme implementation data as recorded in respective Management Information System (MIS) databases of various schemes and programmes will be included. Typically, secondary datasets are representative of populations either at the national, state or the district level and hence will be central to analysis and inferences. Efforts to assemble geo-spatial data wherever appropriate and available will also be made.

For most of the research that focuses on gender analysis, some form of primary field work and qualitative data collection is not only inevitable but also crucial. Insights gathered through personal interviews and ethnographic methods can add nuance and context to quantitative data analysis. For this purpose, the data library

will have a provision for adding variables for which data will be collected through qualitative research methods and quick surveys. The two main methods for collecting primary data are key informant interviews of administrative staff or programme officials and surveys of beneficiaries of schemes and policies.

Box 1

Application of framework to Urban Employment Guarantee scheme

This section presents an illustration of the framework by applying it to the Urban Employment Guarantee scheme. The choice of this scheme for this framework has two primary underlying reasons. First, it targets vulnerable sections of the urban population, namely casual workers and informal workers, who experience acute precarity and lack of social safety nets in labour markets. Second, the program has been modelled along the lines of MGNREGA (Mahatma Gandhi National Rural Employment Guarantee Act), which has been a proven safety net for workers in rural areas and witnesses high participation of women workers.

Launched in 2011 in Kerala, the Ayyankalli Urban Employment Guarantee Scheme¹ seeks to provide a rights-based social safety net for those in urban areas who need a fallback employment source when other employment alternatives are scarce or inadequate. The objective of the scheme is to enhance livelihood security in urban areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. The program includes an extensive list of permissible works strengthening the quality of urban infrastructure and ecology in small and medium towns. These include public works related to natural resource management, individual assets and public infrastructure. Similar schemes launched elsewhere offer provisions to introduce green jobs, care-work, work pertaining to administrative assistance into the scope of work.

The below framework identifies various quantitative variables from publicly available data that are central to a holistic policy analysis through a gender lens.² It also provides a code that links the identified variable to the variable type.

Table 2

Quantitative variable listing for Analysis of Urban Employment Guarantee Scheme

Indicators	Code	Guide To Select Variables
Input	I1	Average wage rate of the program
	I2	Percentage of resource allocated by the government directly to programme
	I3	Provision to promote, enforce and monitor equality and non-discrimination on the basis of sex Existence of legal provision under the policy for equal pay for equal work.
Contextual		Average wage rate in open market for casual labour
	C1	Share of migrant population Geographic spread of the urban or peri-urban areas
Process		Time delay between registration and job cards issue
		Percentage of delayed payments
	P1	Time delay in wage payments
		Number of job cards issued disaggregated by sex
		Share of women, SC and ST workers completely rationed out of work (no days worked)
	P2	Share of women, SC and ST workers who got fewer days of work than demanded
		Percentage of women workers with maximum persondays worked
	P3	Number of creches for children
Output		Average persondays employment generated under UEGS/per job card
		Gender persondays generated gap for men and women
	OP1	Persondays accruing to women as a share of total person days generated
		Average earnings for women through the program
		Construction of individual physical assets under the program; access to piped water at premises, toilets
	OP2	Area covered through community assets/afforestation/trees lined/toilets built, etc. under UEGS
Outcome		Percentage change in monthly consumption/Income levels
	OC2	Percentage change in poverty rate
		Percentage change in workforce participation for women
		Percentage change in labour force participation for women
	OC3	Percentage change in wages/earnings for women
		Shifts in employment type for women – self-employed/casual work/regular work
		Percentage change in time spent on domestic duties for women
	OC4	Percentage change in time spent on childcare for women
	Percentage change in household decision making abilities	

Alternate framework in the absence of quantitative data indicators

This section presents a modified framework that would be appropriate when there is either a paucity or complete absence of secondary quantitative data central to gender analysis.

Data for the identified variables can be collected as quantitative or qualitative information depending on the nature of the variable. Table 3 identifies which variables need to be collected as well as the potential source for each variable.

Table 3

Additional variable listing to address data gaps

Code	Variable classification	Variable description	Source of data	
Input		Adequacy of financial resources to implement the program	Administrative staff/ Program Officer	
	I1	Financial and human resources dedicated to implementing the program/policy	Administrative staff/ Program Officer	
	I2	Proportion of financial resources (if any) allocated to addressing gender disparities and promoting equality	Share of financial budget meant for only targeting women	Administrative staff/ Program Officer
I3	Compliance of the policy/program to existing gender related legal and policy frameworks	Is there any legal framework in place to address gender disparities or unique challenges faced by the vulnerable or marginalised group?	Administrative staff/ Program Officer	
Contextual		Number of reported cases of crimes against women	Administrative records	
	C1	Social and economic characteristics of the place (village, district, state, region) that may influence effective implementation of the policy	Digital and financial literacy	Household/Individuals
		Average number of hours spent in unpaid domestic work	Household/Individuals	
	C2	Influence of social norms and behavioural tendencies regarding gender among other social identities	Access to safe transportation Restrictions on work outside of place of residence	Household/Individuals Individuals
Process		Time overrun for all planned activities	Administrative staff/ Program Officer	
	P1	Timely implementation, delivery, provision, disbursement of various policy outputs		
		Do the displayed IEC materials challenge the negative gender norms of the community?	Household/ Administrative staff/ observation	
	P2	Discrimination, segregation, bias, exclusion, harassment of target population during the implementation of the policy	Rejection of individual's application under scheme/program Segregation of or difference in work for men and women	Individual Individual
		Difference in actual benefit/wage received for men and women	Individual	
	P3	Conducive workplace environment	Safety for women, provision of childcare, water and first aid Are there any type of segregation within the jobs in the program?	Individual/observation Administrative staff/ Program Officer/ Household

Table 3 (contd)

Additional variable listing to address data gaps

Code	Variable classification	Variable description	Source of data
P4	Gender representation in and gender responsiveness of the program implementation team	Share of women in the programme implementation team	Administrative staff/ Program Officer
		Behaviour of programme team towards women	Individuals
P5	Accountability of and transparency in systems to ensure equitable distribution/implementation of policy	Number of social audits conducted	Administrative staff/ Program Officer
		Number of grievances or complaints registered	Administrative staff/ Program Officer
		Public display of programme related information	Household

Output

OP1	Gap between men and women in terms of receipt of individual welfare outputs (cash transfer, work, food, assets, subsidies, services)	Gender-related pattern or preferences or bias in job assignments or benefit provision	Individual
OP2	Provision of essential public goods	Number and type of public goods and services provided through the program	Household/Individual/ Administrative Staff
OP3	Accessibility, availability and utilisation of welfare outputs for women and men	Access to welfare output through self or others	Individual
		Ability to decide what received benefits should be used for	Individual
		Frequency of use for individual assets or public goods	Individual

Outcome

OC1	Participation and position in the larger society	Women's participation in Gram Sabha or urban local body meetings	Household/ Individual / Administrative staff
		Women's representation in ward committees, Gram Panchayat, urban local bodies and other decision-making groups	Individual/ Administrative staff
		Membership in Self Help Groups/ Federations/Associations	Household/Individual
OC2	Socio-economic conditions	Improvement in health outcomes for women	Individual
		Ability to cope against external shocks, environmental or economic for the individual	Household/Individual
OC3	Nature of participation in the labour market	Access to credit for women	Household/Individual
		Improvement in employment opportunities for women in the area	Individual
		Ability to bargain or negotiate for wages at workplace	Individual
OC4	Position and status of women within households	Ability to pursue a full-time career	Individual
		Access to social security at workplace	Individual
		Change in time-use patterns for domestic unpaid care work	Individual
OC4	Position and status of women within households	Improvement in household decision-making	Individual
		Ability to move outside of the house for work	Individual

Conclusion

The assessment of the gender impact of instruments of state governance is a critical policy gap that demands a nuanced framework for analysis. This research brief has outlined a comprehensive framework that considers multiple variables that capture or indicate the production of gendered effects during policy implementation. By examining policies, programs and laws through this framework, we can better identify the source of gender disparities and opportunities for improvement. In a country that has been characterised by persistently low levels of labour force participation among women, this framework could be a useful tool for policy-makers and researchers seeking to evaluate and enhance the gender responsiveness of state instruments.

1 India Spend, Ayyankali Urban Employment Guarantee Scheme (AUEGS), 2021. <https://www.indiaspend.com/uploads/2021/07/21/AUEGS-Guidelines-English.pdf>

2 This framework does not cover all variable types due to lack of publicly available data.

About the Centre for Gender Analysis

The Centre for Gender Analysis (CGA) is a pioneering initiative by the JustJobs Network aimed at conducting systematic and comprehensive assessments of instruments of public governance—systems, policies, regulations, budgets and more—towards improving women's economic empowerment.

Built upon a systematic methodology that utilises measurable indicators, CGA seeks to instigate structural, systemic, and, over time, behavioural change. Our mission is clear: to revolutionise decision-making processes, reshape budget allocations, and influence policies, regulations, and schemes toward improving the quality and quantity of women's economic participation and their outcomes.

Our unwavering commitment lies in catalysing systemic change and fostering an environment that empowers women economically.

For more information visit

www.justjobsnetwork.org/initiatives/centre-for-gender-analysis/

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About JustJobs Network

The JustJobs Network is an applied research organisation finding evidence-based solutions to one of the most pressing challenges of our time: how to promote better work in a rapidly changing 21st-century economy. We produce research on good job creation and workforce development, focusing our work on the critical knowledge gaps in the employment landscape.

JustJobs convenes a global network of diverse stakeholders—including policy shapers, academics, and grassroots leaders—to deepen the practical implications of our research endeavours and amplify their impact. Through the combination of cutting-edge research and global knowledge sharing, we aim to forge a fresh, dynamic channel for policy dialogue on employment at national, regional and international levels. Our team members are based in New Delhi and Washington, D.C.

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