The Office for Women has been successful in gaining an Australian Research Council (ARC) Linkage Grant to work in partnership with the University of Adelaide, three South Australian Government Agencies, the University of Western Australia, the Office for Women’s Policy Western Australia, and three Western Australian Government Agencies.

Objectives of the Gender Analysis project include:

- working with agencies to help staff to integrate consideration of gender factors into each stage of policy development;
- to test existing models of Gender Analysis to make it easier for staff to apply gender analysis in their day-to-day work, and
- to use the information gained from staff working with existing models to develop a model (or models) of gender analysis appropriate to the Australian context. Relevant tools to support these models will also be created.

Why Bother?

Most people understand that men and women do not occupy equal positions in society and continuing differences in the responsibilities assumed by women and men in home, family and community life translate into vastly different life experiences. Gender is a critical issue in understanding the social and economic context in which policies, programs and legislation are constructed.

Increasing gender equity relies on careful consideration of the differences in women’s and men’s lives and recognition that different approaches may be required to produce equitable outcomes. There are many different realities for women in South Australia. These realities are derived not only from gender, but also from age, race, class, national and ethnic origin, sexual orientation, disability, language and religion.

It is increasingly important to build and strengthen partnerships among women and between women and men, and among universities, community groups, non-government organisations, the private sector and all levels of government as shifting resources demand more effective and informed policy options.

There is plenty of international evidence to show that applying effective models of gender analysis results in better policy and programs and stronger cross sector partnerships.

This ‘Toolkit’

Gender Analysis: Implementing the Canadian Model is the first step in this process. It aims to assist policymakers to promote gender equality, enable better decision making at the outset and to save time and money.

This toolkit has been developed to help you address the differing needs of diverse women and men and to provide you with a resource that will assist you to develop gender sensitive policy.

Good luck

Gender Analysis Project Team
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Government has a responsibility to develop inclusive policy and to deliver effective services. There is explicit commitment to equal opportunity for women. Programs, policies and projects that do not consider gender, and the specific cultural and class-based experiences of gender, run the risk of failing to deliver on this commitment, and of producing ineffective policy. Using the tools offered in this booklet will lead to better and more equitable policy outcomes.

Gender Analysis is a systematic method for ensuring that gender considerations form part of the policy-planning exercise. It should be acknowledged that there will be particular issues that will impact upon and be experienced by women of different cultural and socio-economic backgrounds in different ways. The framework to identify, analyse and respond to these issues should reflect and respect this fact.

Gender Analysis has the following goals:

- to ensure better targeting of policies and programs
  For example, for women to take full advantage of employment training programs, assistance with childcare and transport may be necessary.

- to broaden the focus of economic analysis to inspire different questions to be asked and issues to be raised
  For example, the assumption that there is sharing within a household may obscure how or whether intra-family income distribution occurs. This will have implications for planning around family-targeted benefits, including unemployment benefits.

- to enable agencies to analyse systematically whether the outcomes of policies or services are equitable
  Australia is a signatory to a number of international covenants endorsing gender equity. The United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) is a good example. Governments are required to report on initiatives to implement this convention every four years.
  National and state legislation also endorses non-discrimination. Gender Analysis helps everyone to meet this goal.

- to improve the accuracy of costings and projections in relation to uptake of programs or benefits
  For example, accurately predicting the need for employment and training programs or various family support services such as childcare and elder care requires consideration of information on under-employment. There are many more women than men in part time jobs. Many of these women would prefer to work more hours if it were available and/or if it were possible to balance full-time work with domestic responsibilities.

- to ensure maximum participation by women, increasing benefits to society from women’s skills
  Community Corrections works hard to develop the skills of offenders to help them obtain work. Currently painting and horticulture training are offered as part of community service. The idea is that the offender works through units of competency whilst performing their hours of community service.
It is often assumed that women will not be suitable for this work. However consultation with women participating in community service and undertaking training in painting identified it as a most productive community service activity. However these projects are from 8.00am - 4.00pm, creating difficulties for women with child care commitments.

It is important to note that women are not a homogenous group. As a result, it may well be necessary to consider race/ethnicity, sexual orientation, disability and/or economic status in assessing the situation of particular women. It is also important to note that Aboriginal women are not one homogenous group. It is essential to recognise the complexity of identity, and the diversity of all Aboriginal and Torres Strait Islander peoples that include land/country, colonial histories, rural/remote/urban, life experiences, cultural knowledge, kinship and languages.

Although women have more opportunities and choices than they had in the past, statistics show that there are still significant differences in their roles and responsibilities.

For example:

- women still earn less than men;
- women are still primarily responsible for unpaid domestic responsibilities;
- research into women’s health needs still lags far behind men’s; and
- domestic violence is an issue for many women.

The social and economic differences between men and women mean that government policies and programs do not always affect women and men in exactly the same way. Therefore, programs, policies and projects that do not consider gender may fail to have the desired outcome, resulting in wasted time, money and effort.

In addition, Australia is a signatory to a number of international agreements relating to equality for women. These include the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the 1995 Beijing Platform for Action.
DEFINITIONS OF CONCEPTS

Gender/sex — Sex commonly refers to the biological differences between men and women, while gender refers to the socially constructed roles and responsibilities of women and men. Gender roles are learned behaviours that affect which activities, tasks and responsibilities are appropriate for women and for men. Gender roles are changeable over time, and have wide variations within and between cultures.

Gender equality — the concept of equality has evolved over time. Initially, gender equality meant treating everyone the same, regardless of their individual or group circumstances ("formal" equality and "gender-neutral" approach). Over time, gender equality has evolved to reflect a concern for arriving at equitable conditions for women and men, rather than with treating women and men as if they were the same. It is important to acknowledge that Aboriginal women’s concerns regarding equity are most often driven, not by the desire for equality with men, but by community based issues and fundamental human rights.

Gender equity — is the outcome of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent men and women from operating on a level playing field. Equity leads to equality. A society that fosters gender equity benefits everyone in the long term.

Gender-neutral analysis — assumes that policies/programs/projects affect all people in the same way, or that a policy/program/project has a neutral impact on people. Gender-neutral analysis does not result in equitable outcomes for women and men. If you adopt a gender-neutral approach, you will unintentionally perpetuate existing inequities in the lives of men and women.

Gender and cultural analysis – broadens the ‘gender based’ framework to include and reflect the multi-dimensional experiences of Indigenous women, and of women from culturally and linguistically diverse backgrounds. All discussions about equality, equity or disadvantage must be inclusive of discussions about diversity and human rights (Harris, 1990 & Ma Rhee, 2000)

Gender Analysis — recognises that, to the extent that a policy/program/project has an impact on people, it will very likely have different impacts on women and men because they have different roles in society. Gender Analysis identifies differences in the social situations of women and men, and designs policies/programs/projects sensitive to these differences. Its purpose is broader than equal opportunity, which has as a goal increasing women’s participation in places where they are under-represented.

This Guide to Gender Analysis offers an approach intended to result in equitable outcomes for men and women and better policy.
The following pages outline the basic elements of the policy/program/project development cycle and suggest ways you can incorporate Gender Analysis into that process. In developing this Guide we have drawn upon the work of other governments around the world, particularly the guidelines established by the Canadian Federal Government and the province of British Columbia (see List of Resources).

The questions/suggestions included under each stage of the policy/program/project development cycle should draw upon your existing knowledge, while at the same time stimulating reflection and helping you see your work from a different perspective.

It is clear that the different stages of the policy/program/project development cycle are not mutually exclusive. In your work, these stages are likely to overlap or to occur in a different order.
BEFORE YOU BEGIN

Below are some practical suggestions on how you can enrich your understanding of gender issues and create working relationships that support the integration of gender equality issues into your work.

- Familiarise yourself with issues that affect women’s lives, such as access to training, education and jobs, family care, violence, environmental issues, health care, social services and the justice system. Using these reflections put together a picture of how women’s life experiences differ from those of men. The following websites will be useful for this purpose:
  
  Office for Women – www.officeforwomen.sa.gov.au
  - Working Women’s Centre – www.wwc.org.au
  - Women’s Health Statewide – www.whs.sa.gov.au
  - Department for Aboriginal Affairs and Reconciliation - www.daare.sa.gov.au
  - Council on the Ageing - www.cota.org.au
  - Child Support Agency - www.csa.gov.au
  - Department of Employment and Workplace Relations - www.dewr.gov.au
  - Domestic Violence Helpline - www.ucwesleyadelaide.org.au/domesticviolence

- Draw upon the experience of colleagues where this can be useful.

- See how the work of your agency and portfolio fits into the Government’s overall plan to create fairness and equality for all South Australians.

- Take advantage of the expertise available in the Office for Women on gender equality issues. Get together to identify opportunities to build women’s equality into your portfolio’s policies/programs/projects.
  
  - Contact the Office for Women via email at officeforwomen@saugov.sa.gov.au or telephone 8303 0961

- Identify organisations whose interests and activities relate to your work. Promote opportunities for information sharing and collaboration.
  
  - Shine Sexual Health Service – www.shinesa.org.au
  - Gay and Lesbian Counselling Service – www.glcssa.org.au
STAGE 1: IDENTIFY THE ISSUE

Policies/programs/projects generally respond to an issue or need identified within government or the community. How you see and define the issue can affect your analysis and response throughout the development cycle. Take the opportunity to identify gender implications of the issue right from the start.

WHAT TO CONSIDER

- What is the issue/need?
- Who has defined the issue?
- How has the issue been portrayed by this group?
- Why has it become an issue for them?
- How might their values, biases, knowledge, experiences and opinions influence their identification of this as an issue?
- How do the values of the system in which they work affect their perception of the issue?
- Has any consultation been undertaken with minority groups, such as Aboriginal people?

WHAT TO ASK YOURSELF

- Do you think there is an issue/need?
- Do you think the group that identified the issue is portraying it appropriately?
- How might your own values, biases, knowledge, experiences and opinions influence your understanding of this issue? Policies, programs and legislation must be careful not to reinforce stereotypes about and systemic discrimination towards women or men.

HOW TO IMPLEMENT A GENDER ANALYSIS OF THE ISSUE

- Define issues and target groups so that the diverse and different experiences of women and men are considered.
- Acquire gender disaggregated data to clarify which differences are relevant.
- Involve both women and men in identifying the issue. Find out what women’s organisations and researchers with expertise in women’s issues have to say about the issue.
- Provide opportunities for women, particularly those women from affected and disadvantaged groups, to lead in identifying and defining the issue. For example, consider how power structures are culturally defined, i.e. cultural family and community structures require greater respect and understanding when applying a gender analysis to policy planning and development.
- Make sure you consider the diversity of women in identifying and defining the issue.
- Consider how equity may be an issue in the policy/program/project. Identify the factors (cultural, economic, political, legal, socio-economic, etc.) that may affect gender equity within this issue.
EXAMPLE

In considering the needs of young people on welfare, it is important to recognise that young women on welfare are often single mothers, while very few young men have family responsibilities. Child care is therefore a critical support need for young women who are seeking to enter or rejoin the labour market.

Young women and young men without job prospects are susceptible to violence and crime, but in different ways (e.g. domestic violence, street violence, prostitution, etc.). Pregnancy and peer pressure are factors in school and work drop-out, but these pressures affect young women and men in different ways.

Sensitivity to gender and cross-cutting factors such as race/ethnicity, sexuality, age and disability is critical throughout the steps of policy development.
Once you have defined the issue and determined that action is desirable and possible, you will begin the process of identifying desired goals and outcomes of a policy/program/project to address the issue.

**WHAT TO CONSIDER**

- Who is the policy/program/project intended to benefit?
- What goals and outcomes does government want to achieve with this policy/program/project? How do these relate to what other stakeholders might expect?
- How do the stated goals and outcomes fit with other government values, goals or policies?
- What are your measures of success and progress?
- What monitoring and accountability processes are needed to support the attainment of goals and outcomes?
- What factors could contribute to — or detract from —attaining the goals and outcomes?
- What consultation has taken place and have the consultation approaches been sensitive to the diversity of Aboriginal traditions and values?

**WHAT TO ASK YOURSELF**

- Does your understanding of gender roles affect your perception of who will or should benefit from the policy/program/project?
- Consider to what extent you are aware of the need for sensitivity to a gender dimension in the issue. If you think the issue has no gender implications, reflect on why you think this is so.

**HOW TO IMPLEMENT A GENDER ANALYSIS OF GOAL IDENTIFICATION**

- Determine the gender composition of the people intended to benefit from the policy/program/project and take that into account in all stages of policy/program/project development.
- Keep in mind that the goals and outcomes of your policy/program/project can either perpetuate or overcome existing inequities between men and women. In particular, attention needs to be paid to race and cultural protocols.
- Involve women and women’s organisations in the development of policy/program/project goals and outcomes. Do this even if you believe your policy/program/project has a "gender-neutral" impact. You may be surprised at the different perspectives women’s organisations have on the policy/program/project.
- Look for ways this policy/program/project could support the Government’s overall strategy for achieving equity.
- In order to capture the different circumstances of women and men, you may need different measures of success and progress.
- Consider which gender-specific factors (e.g. pregnancy, workplace harassment, difficulty with child care and elder care arrangements) could affect the possibility of the policy/program/project achieving desired outcomes.
EXAMPLE

There is currently government concern regarding the ageing of the population and the impacts this will have on the health care system and pension schemes.

Incentives to get people to increase private savings for retirement need to consider that women are less able than men to save for old age, because women:

- earn less than men,
- take time out of the paid workforce to care for children,
- may return to work part-time after a period of child rearing, and
- spend more time on their own, and longer on a low, fixed income because of their greater longevity.
STAGE 3: DEFINE INFORMATION AND CONSULTATION NEEDS

This stage is usually combined with the research stage (Stage 4). It looks at what information is needed, and what sources can best provide that information. Available and relevant data sources, and partners in data gathering and analysis are identified.

WHAT TO CONSIDER

• What do you need to know about the issue, about the underlying problem, and about values influencing the issue?
• What information do you need to ensure that you consider all perspectives?
• Who should be involved in determining what information is needed?
• What information sources are available?
• Is input being sought from women’s groups, particularly those that are less represented such as Aboriginal and Culturally and Linguistically Diverse (CALD) women? Is every effort being made to facilitate consultation with these women?
• What additional resources have been arranged to facilitate effective consultation? In consulting with Aboriginal and CALD women, effective communication is critical, which entails taking steps to ensure that individuals can speak to and understand each other.
• Is the available information sufficient and appropriate to define the policy/program/project? Do you need to generate primary data?

WHAT TO ASK YOURSELF

• How do your own values and experiences affect your perception and willingness to investigate?
• How do the established priorities and processes of your organisation affect your ability to ask new questions and hear unexpected answers?

HOW TO IMPLEMENT A GENDER ANALYSIS OF INFORMATION AND CONSULTATION NEEDS

• Break data down by gender — and, where possible and appropriate, break down gender data further in relation to other equity groups. Gender-specific data will make gender impacts more visible, helping you to ask the most relevant questions and to develop appropriate options.
• Request information from community-based organisations.
• Seek the advice and participation of community and women’s groups, particularly when looking at sensitive issues, such as sexual abuse, or domestic and family violence. Consider the operational realities of these organisations and implement appropriate measures to facilitate their participation. This is where consideration needs to be made to engage in meaningful consultation with Aboriginal women and the community. Consultation approaches need to be sensitive to the diversity of Aboriginal traditions and values.
EXAMPLE
If the policy goal is improved health outcomes for Aboriginal peoples, you will become aware of the fact that most health care consumers — Aboriginal and non-Aboriginal — are women. To involve Aboriginal women’s groups in your information gathering, you will need to recognise that Aboriginal women are among the poorest people in South Australia. There are also high demands on their expertise. Hence, you will need to provide additional support such as childcare, transportation costs, or grants to assist in preparing submissions.
STAGE 4: CONDUCT YOUR RESEARCH

This stage clarifies the research design and the type of analysis to be performed. Tasks and methods of analysis and approaches to data presentation are discussed in this stage, and the research is carried out.

WHAT TO CONSIDER

- What is the analysis seeking to determine?
- What are the research questions and who determines them?
- What factors will affect the research design?
- Who will be involved in the research and research design?
- Is the scope and nature of the research design appropriate?
- What research methodologies will be used?
- Which groups will be consulted and why?

WHAT TO ASK YOURSELF

- How do your education and work experience affect your perception of what "counts" as evidence?
- Do you think there is a sharp distinction between "objective" and "subjective" data?

HOW TO INTRODUCE GENDER ANALYSIS INTO RESEARCH

- Consult with both women and men in determining research questions, in creating a research design, and in determining research methodologies.
- Use reports, studies and guides that use gendered methodologies in designing your research.
- Pose research questions that make specific references to men and women to ensure the research addresses their particular circumstances.
- Design the research using gender-disaggregated data.
- Consider life factors particular to women and men in designing your research. (e.g. differences in income and education, differences in the rates and sources of violence in the lives of women and men)
- Offer a choice of response methods to ensure that responses reflect the diversity of women. (e.g. written submissions, oral submissions)
- Incorporate safety and trust in consultations with women.
- Collect both quantitative and qualitative data.

EXAMPLE

Research designed to involve community input will need to consider scheduling meetings when women are most likely to attend, and providing on-site child care.

Given the demands on women’s time from paid and unpaid labour, you may need to find ways to conduct your research that minimises time and effort.

Consider too that the complexity of many issues may not always lend themselves to quantitative research methods.

Qualitative research may be particularly useful in eliciting the issues and concerns of marginalised groups in our society.
STAGE 5: DEVELOP AND ANALYSE OPTIONS

At this stage you will develop and refine policy options and/or program design factors suggested by your research.

WHAT TO CONSIDER
- What options are indicated by the data/information/research?
- How are the options directly related to the desired outcomes previously identified?
- What are the direct and/or indirect implications of each option? Are there unintended outcomes?
- What factors will positively and negatively affect the implementation of each option?
- Who would implement each option, and what resources are required?
- How can you ensure accountability?
- Can the options be evaluated effectively?

WHAT TO ASK YOURSELF
- How do values — your own, those of the government, and those of society — limit the range of options you put forward?

HOW TO INCORPORATE GENDER ANALYSIS INTO THE DEVELOPMENT AND EVALUATION OF OPTIONS
- Consider how each option may disadvantage or benefit women or men. Include gender-specific measures in each option. Also consider how men and women relate in different cultural groups, such as the Aboriginal community.
- Examine each option to see whether it reinforces, challenges or addresses factors that limit women’s opportunities. For example, factors relating to location, hours, cost and family support may deter women from participating in and completing a program.
- Identify the consequences of not adopting an option sensitive to women’s situation.
- Seek the perspectives of both women and men in developing the options and assessing their costs, benefits, acceptability and practicality.
- Create a plan to monitor and evaluate the impact of your policy/program/project on men and women.

EXAMPLE
If your options relate to pension policies/programs, the different labour force participation patterns of women and men (e.g. the likelihood for women to interrupt their career to look after children.), and the factors that influence those patterns, should be taken into consideration under each option.

An individually-based government-funded pension may be a good option for women since it provides them with retirement income regardless of their employment history. Couple-based assessment cannot guarantee access to income in retirement since it assumes sharing of intra-family income.
STAGE 6: MAKING RECOMMENDATIONS

The rationale for the recommendation of a particular policy/program/project is derived from an analysis of the options. It is presented in terms of its favourable and unfavourable impacts and implications, and the policy/program/project environment.

WHAT TO CONSIDER

• Who will be involved in choosing the option recommended?
• On what basis will the recommendation be made?
• What are the underlying assumptions and values of the recommended option?
• Is the recommended option free from unintended outcomes and/or restraints (legal, economic, social, cultural, environmental, etc.)?
• Will there be further consultation on the recommended option? Who should be involved?
• What aspects of the policy environment (fiscal, government strategic priorities, other policies, current public opinion, government commitments, etc.) impinge on the recommendation?

WHAT TO ASK YOURSELF

• How do your own values and beliefs affect your recommendation?
• How does your knowledge of the attitudes of decision-makers affect your recommendation?

HOW TO INCORPORATE GENDER ANALYSIS IN POLICY RECOMMENDATION

• Include gender equity as a key element in weighing and recommending options — not as an "add-on."
• Review the recommended option to ensure that it contains no legal, economic, social or cultural constraints to gender-equitable participation.
• Explain the consequences of the recommended option in relation to the Government’s commitment to gender equity.
• Outline methods to ensure implementation of the recommended policy/program/project in a gender-equitable manner.
• Outline how the evaluation process will examine gender-related outcomes.
Communication surrounding a recommended policy/program/project can play a significant role in its acceptance and implementation.

WHAT TO CONSIDER
- What is the message you want to communicate? Who is your "audience"?
- How will the policy/program/project be communicated? What information will be given? To whom? How?
- How will those who participated in the development of the initiative, and those affected by it, receive information about the policy/program/project?

WHAT TO ASK YOURSELF
- How does your own background limit the range of communication strategies you select?

INCORPORATING GENDER ANALYSIS IN COMMUNICATION STRATEGIES
- Use gender-inclusive language, symbols and examples in all materials.
- Use communication strategies that will reach both women and men, including women and men from equity groups.
- Highlight the gender implications of the policy/program/project in your communications strategy.
- Involve community organisations in the communication of policies/programs/projects.
STAGE 8: EVALUATE THE PROGRAM

The evaluation stage helps to determine how well programs are attaining their goals, and provides opportunities to make improvements. Gender-based program evaluation provides information and techniques to design, implement and interpret evaluations in a manner that improves awareness of the gender implications of programs under consideration.

WHAT TO CONSIDER

- Are beneficiaries involved in the evaluation process?
- Does the evaluation address all the objectives (planned outcomes) and outputs of the policy/program/project?
- Is there scope to identify unintended negative/positive impacts?
- Does the evaluation address the key questions of relevance — did the project meet real needs? Were resources used wisely? Has the policy/program/project brought about changes for the betterment of individuals and/or the community?
- Is the data available to inform the design of other policies/programs/projects?

INCORPORATING GENDER ANALYSIS IN EVALUATION PROCESSES

- Ensure that the gender impact of the policy/program/project is an explicit part of the process.
- Ensure that those undertaking the evaluation have gender awareness.
- Involve those groups and individuals consulted at various stages in the development of the policy/program/project.
LIST OF RESOURCES

To facilitate trial of the Canadian model, the format and many of the questions used in The Gender Lens: a guide to gender-inclusive policy and program development (Portfolio of Women’s Equality, British Columbia, 1993) have been included. Examples relevant to the South Australian context have been added.

This Guide has drawn upon the following documents. They are recommended to those seeking additional information.


Portfolio of Women’s Affairs, New Zealand (2001) Using Gender Analysis to Improve the Quality of Policy Advice. Portfolio of Women’s Affairs: Wellington.


Should you wish to pursue these issues further, the following references are a useful place to start:

http://www.dbscape.be/cgi-bin/amit/cgint.exe?1&ulang=EN&frames=1&tmpl=top&GLB_BASE=digm
http://www.cisa.asn.au/cgi-bin/wf.pl
Your comments are invited both on this Guide and on your experiences in implementing Gender Analysis.

Your comments will be used to inform any changes considered to this Guide and our planning for the future.

Please forward any comments to: **Office for Women**

3rd Floor, Roma Mitchell House
136 North Tce
Adelaide SA 5000
PO Box 8020, Station Arcade
Adelaide SA 5000
Fax: 8303 0963
Email: officeforwomen@saugov.sa.gov.au

This form can also be downloaded from the Office for Women website, www.officeforwomen.sa.gov.au

1. How do you feel about this guide? Is it
   - [ ] Too simple to be helpful to your work?
   - [ ] Too complex or time consuming to be helpful to your work?
   - [ ] About right?

   If you marked either "too simple" or "too complex," what changes would you like to see to make it relevant to your work?

   __________________________________________________________
   __________________________________________________________
   __________________________________________________________

2. Has using this guide helped you to think more constructively about gender issues in policy/program/project development?
   - [ ] Yes
   - [ ] No
   - [ ] Not really

3. Do you generally find the content of the guide to be useful and easy to follow? What aspects, if any, are confusing or difficult to follow?

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5. Please tell us about the relevance of the various sections of the guide in helping you to integrate gender considerations into your work.

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<td>Stage 7: Communicate the Policy/program/project</td>
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<td>Stage 8: Evaluate the Program</td>
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<td>List of Resources</td>
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