

1

OVERVIEW

A PUBLIC SECTOR GUIDE TOWARDS gender EQUITY

inclusion

M A T T E R S



Government of South Australia
Office for Women





minister's message

The objective of *Inclusion Matters - A Public Sector Guide Towards Gender Equity* is to assist policy makers in ensuring all policies, programs and projects reflect the role that gender relations play in achieving a fair and equitable society.

As Minister for the Status of Women I am committed to ensuring that the unique experiences and priorities of women inform all policies, programs and services and that gender equity is at the forefront of all policy decisions. The success of incorporating *Inclusion Matters* into policies also depends on undertaking widespread community consultation. Consultation assists in providing information on the impact of a range of factors, including socio economic status and the impact of cultural differences, on the development of policies and projects.

Inclusion Matters will be updated on the Office for Women website on an ongoing basis as it is trialled across government. New examples will be included to illustrate the value of undertaking gender analysis in the development of policies, programs and projects.

I look forward to seeing the achievement of gender equity being at the forefront of all government policies.

Hon Gail Gago MLC

Minister for the Status of Women

December 2010

Office for Women acknowledges that we are on Kaurna land and pays respect to the traditional owners of this land.



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The development of Inclusion Matters has been informed by work undertaken in Canada and the Netherlands. In particular the *Gender Lens Guide* from British Columbia; the *Gender-Based Analysis Reference Guide*, Status of Women Canada; and the Dutch *Gender Impact Assessment Guide*; have provided useful foundations for the South Australian project to build upon.

Inclusion Matters has also benefited from the time and commitment of a number of Aboriginal senior officers across government who have provided feedback to assist the project team in ensuring that the needs and priorities of Aboriginal people and their communities informs government policies in South Australia.

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format

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guiding legislation + policy initiatives

Gender analysis builds on the South Australian Government's commitment to fairness and equality for all South Australians, enshrined in the Equal Opportunity Act 1984 [as amended]. It helps guarantee that South Australian legislation fulfils federal commitments to non-discrimination and equal opportunity as outlined in the Commonwealth Sex Discrimination Act 1984, the Equal Opportunity for Women in the Workplace Act 1999 and the Race Discrimination Act 1975.

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.

south australia's strategic plan [sasp]

South Australia's Strategic Plan [SASP] was first launched in 2004 and updated in January 2007. SASP provides a mechanism to benchmark progress in South Australia in relation to six specific objectives that are based on the idea of 'creating opportunity' for all South Australians. Ninety-eight targets are incorporated into these objectives including specific targets to increase participation of women in leadership positions; address cultural engagement strategies; and improve work / life balance.

Progress on SASP will be reported on every four years. Reports every two years will be produced by the Independent Audit Committee providing disaggregated targets by Aboriginality, sex, age and region.

1. what is gender analysis?

Gender analysis is an innovative process that enables policy makers and program managers to analyse whether proposed and existing policies and programs produce equally beneficial outcomes for diverse groups of women and men.

Its purpose is broader than equal opportunity which aims to increase women's participation in places where they are under-represented. Gender analysis supplements equal opportunity by ensuring that all policies and programs are sensitive to the role that gender relations play in achieving a fair and equal society.

Gender analysis helps policy makers and program managers understand how a proposed policy or program will impact on women and men differently. The gender analysis will show whether a proposed policy or program benefits women more than men, or disadvantages women more than men, or benefits women and men equally. A proposed policy or program which does not include a gender analysis and assumes that women and men will benefit equally from the policy or program, is called "gender blind".

BEST PRACTICE - EXAMPLE

In designing a new recycling program, the engineers and program workers may have designed a technically and economically efficient system which minimises the amount of work done by paid staff after collection. Evaluation after six months may show poor uptake by the community. A gender analysis at the design stage would have identified:

- What are the interests of household members in relation to recycling?
- Who leads the recycling process at the household level – women or men, boys or girls?
- What are the essential practical requirements to make it work?
- How much time will it take to implement the recycling program?
- Does the household recycling leader have the required time and motivation?
- What modifications or activities would engage other members of the family in the process?
- How was the education system for the new recycling system delivered?

A gender analysis will examine the roles of different participants – men, women, boys and girls – and analyse the impact of the proposed policy or program on the people in these roles. The analysis will guide design of the policy or program to more effectively meet the policy or program goals. In the example above, if women are identified as taking the leadership role in recycling, and women in the household are known to be time poor, a program which adds to their household workload has a limited chance of success - unless creative marketing and reward strategies are included. Alternatively, the program could be redesigned to have more of the work done by paid council staff rather than unpaid women in the household, or to more effectively engage other members of the household in the program.

Inclusion Matters - A Public Sector Guide Towards Gender Equity has been designed to reflect and respect the differential impact of policies and programs on women and men. Most people understand that women and men do not occupy equal positions in society and that there are continuing differences in the responsibilities assumed by women and men in home, family and community life, in different cultures, and with different socio-economic backgrounds, that translate into vastly different life experiences. Gender is a critical factor in understanding the social and economic context in which policies, programs and legislation are constructed.

In the process of understanding gender relations and the impact they have on different women's and men's lives the following questions are raised:

- Is there a presumption that paid labour is more important than unpaid labour?
- Are caring responsibilities recognised?
- Are extended family members and kinship responsibilities recognised?
- Is there an assumption that women will be dependent on men?
- Is there recognition of women's lesser access to and control of resources?
- Are violence and intimidating behaviours that target many women and some men considered in policy design?

Asking these questions opens up discussion on a range of highly relevant matters, often unidentified in policy and program development. Such discussion is crucial to prevent the reproduction of conditions that harm many women and some men. In each case it is essential to keep in mind the specific conditions experienced by marginalised groups of women and men.

Increasing gender equity relies on careful consideration of the differences in women's and men's lives and in recognising that different approaches may be required to produce equitable outcomes. There are many different realities for women in South Australia. These realities are informed by gender relations and also by age, race, socio-economic status, national and ethnic origin, sexual orientation, disability, language and religion.

objectives of the Inclusion Matters guide include:

- working with agencies to support staff to integrate consideration of gender relations into each stage of policy development;
- testing existing models of gender analysis to make it easier for staff to apply gender analysis in their day to-day work; and
- using the information gained from staff working with existing models to develop a gender analysis model appropriate to the Australian context.

The South Australian Government is committed to the full and equal participation of women in all aspects of social, political and economic life. Achieving this goal requires the development of inclusive policy that recognises the role that gender relations plays and ensures the delivery of effective services. Programs and policies that do not consider gender and the specific cultural and socio-economic based experiences of gender, run the risk of failing to deliver on this commitment, of producing ineffective policy, and of potentially increasing the differences between women and men. Understanding and using the processes offered in this guide will lead to better and more equitable policy outcomes.

what are the benefits of gender analysis?

Gender Analysis contributes to the development of sound evidence-based policies and the subsequent delivery of more effective programs by:

- ensuring that policies and programs better meet the needs of people in the community, including both women and men;
- enabling more precise targeting to produce maximum outcomes for policies and programs; and
- improving democratic processes by encouraging widespread and meaningful consultation including with women's organisations and other stakeholder groups.

BEST PRACTICE - EXAMPLE

Working with the community to achieve equitable health outcomes for all South Australians and addressing the environmental, socio-economic, biological and behavioural determinants of health is a key goal in the SA Health Strategic Plan.

One of the Guiding Principles in the *South Australian Women's Health Policy 2005* is that 'gender analysis of all health policies and programs is an important part of service delivery' [South Australian Government 2005]. Gender analysis is intended to strengthen community participation practices and to give greater emphasis to reducing inequities. The application of a gender analysis guide to all health policies could ensure that gender is considered in the development of health services across South Australia. Gender analysis, applied prior to the development of all organisational policies at a strategic, systemic level, would be a first step in producing gender equitable outcomes

what is required for effective gender analysis?

A number of factors need to be present to enable the development of effective policies, including:

- a statement of government commitment and leadership;
- an openness to consider the benefits that using gender analysis can bring;
- resources and capacity building for those implementing it;
- solid qualitative and quantitative research; and
- well-planned consultation and community engagement.



2. the benefits of gender analysis

In applying gender analysis it is crucial that the race / ethnicity, sexual orientation, disability and / or economic status of women informs the assessment of their circumstances. This assessment must also consider the complexity of identity for Aboriginal and Torres Strait Islander women and men, and the experiences of women from culturally and linguistically diverse backgrounds.

Inclusion Matters will assist in fulfilling the government's commitment to equity through the following seven goals:

1. to assist agencies in analysing if outcomes of policies and services are equitable

BEST PRACTICE - EXAMPLE

The South Australian Government has made a commitment to improving school retention rates through the following targets in the 2007 SASP:

- o Target 6.15 By 2010 increase the number of 15-19 year olds engaged fulltime in school, work or further education / training [or combination thereof] to 90%.
- o Target 6.16 Increase yearly the proportion of 15-19 year olds who achieve the SACE or comparable senior secondary qualification .

In order to determine why young people leave school without completing their high school education, sex-disaggregated data and gender-disaggregated data, of both a qualitative and quantitative nature, must be collected. If data is not sensitive to the impact of gender, significant issues that affect school retention may be missed.

For example, the effect of teenage pregnancy on educational outcomes is significant for young women but generally minimal for young men; young women have better results generally in Year 12, but in developing policies, consideration needs to be given to other issues such as how many young women complete Year 12; data must also be disaggregated by race / ethnicity to ensure that specific attention is placed on the barriers that affect the retention rates of Aboriginal and Torres Strait Islander young people.

2. to assist in meeting international obligations

BEST PRACTICE - EXAMPLE

Australia is a signatory to a number of international covenants endorsing gender equity and racial equality such as the United Nations Convention on the Elimination of All Forms of Discrimination Against Women [CEDAW] and the International Convention on the Elimination of All Forms of Racial Discrimination [CERD]. Governments are required to provide regular reports on initiatives to implement these Conventions. Gender analysis assists in addressing this goal.

3. to ensure respect for culture informs policy and program development

Race and cultural analysis broadens the 'gender based' framework to include and reflect the multidimensional experiences of Aboriginal and Torres Strait Islander 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 rights¹.

Aboriginal cultures are extremely diverse and pluralistic. There is no one kind of Aboriginal community or person². An Aboriginal woman living in Adelaide will have different experiences and needs to an Aboriginal woman living in Pukatja [Ernabella] on the Anangu Pitjantjatjara Yankunytjatjara Lands [APY Lands].

It is essential that the complexity of identity and the diversity of all Aboriginal and Torres Strait Islander people including their relationship to land / country, colonial histories, rural / remote / urban experiences, cultural knowledge, life experiences, kinship, clan and language groups is recognised.

It is important to also acknowledge that Aboriginal women's concerns regarding 'equity' are most often driven not by the desire for equality with men [and in this context 'white men'], but by community based issues and fundamental human rights that include land and cultural rights, and the right to health, education and employment status equal to other Australians.

Whenever a policy is written, a program or service is designed, or a proposal developed, it is necessary to demonstrate that the direct or indirect impacts upon Aboriginal women and men are considered³. In a cultural context 'gender' based initiatives are not just about increasing the status of Aboriginal women, but the whole community.

BEST PRACTICE - EXAMPLE

It is important to acknowledge that Western assumptions may not be appropriate for some Aboriginal women. An example is the different assumptions that Aboriginal people will have around domestic violence as highlighted in *Rekindling Family Relationships: Framework for Action*. The term family violence, rather than domestic violence is used as Aboriginal and Torres Strait Islander people believe it more accurately describes 'how violence reverberates through the entire family or community'⁴. Family violence refers to the violation of an individual's and / or family's spiritual / cultural well-being and includes social isolation, and the perpetration of physical, sexual, emotional, mental and financial abuse. Although the term Indigenous family violence is preferred, any reference to domestic violence and its impact also has relevance to Indigenous people and their experiences⁵.

Policy responses to this issue must consider strategies that involve the whole community in healing, supporting and providing a safe environment for the victims.

1 Harris, 1990 & Ma Rhee, 2000

2 Marica Langton 1993

3 Dept of Health, *Aboriginal Impact Statement*, 2006

4 Bagshaw, Chung, Couch, Liburn & Wacham 2000: 123

5 Secretariat for the National Aboriginal and Islander Child Care Agency 1991

4. to ensure gender relations are understood

BEST PRACTICE - EXAMPLE

The assumption that there is sharing of resources within a household may obscure how or if family income is distributed. Planning an analysis for family-targeted benefits, including unemployment benefits, requires looking at data that provides information on how income is distributed within the family.

5. to ensure better targeting of policies and programs

BEST PRACTICE - EXAMPLE

Quality of life is determined by a number of factors including education and employment opportunities; a healthy environment; a rich cultural life; and good health. An important addition to the 2007 SASP is the addition of a new target:

- Target 2.12 Work-life balance: improve the quality of life of all South Australians through maintenance of a healthy work-life balance.

Problems with balancing one's work and social life affect many South Australians due to an increased number of dual income households and an increase in the population of older people who depend on their children for care.

Promoting a culture and environment that strikes the right balance between work and other pursuits, benefits health and wellbeing and helps build stronger communities.

Responses to this issue must ensure that they do not only target women in relation to their roles as mothers and carers, but ensure opportunities are provided for men to undertake caring responsibilities.

6. to improve the accuracy of costings and projections in relation to uptake of programs or benefits

BEST PRACTICE - EXAMPLE

Women's capacity to take advantage of employment, training, education, health and other initiatives designed to assist them is mediated to a considerable extent by their assumed responsibility for the care of children, the elderly or disabled family members. These features of women's lives will vary according to age, cultural background and socio-economic status.

Programs that address women's practical needs as a result of these responsibilities would doubtless improve many women's lives. It should also be a matter for reflection, however, whether policies ought to aim to redistribute caring responsibilities between women and men, instead of simply making it easier for women to care.

7. to ensure maximum participation by women in leadership positions, increasing benefits to society from women's skills

BEST PRACTICE - EXAMPLE

One of the targets of the 2007 SASP is to increase the number of women on all State Government boards and committees to 50% on average by 2008, and maintain thereafter by ensuring that 50% of women are appointed, on average, each quarter.

To address this goal it is necessary to consider the causes of and barriers to women's under-representation and to ensure that the achievement of this target reflects the diversity for women in South Australia. Understanding gender relations contributes to more effective policy in this area.



3. how to include gender analysis in policy and program development

The following eight stages provide a guide to incorporating gender analysis into any stage of policy and program development.

The different stages of policy and program development are not mutually exclusive. For example, consultation may occur throughout the entire policy cycle, from identifying an issue through to evaluating the policy or program. The various stages are likely to overlap or occur in a different order and also not everyone is involved in every stage of the process. Inclusion Matters can be used to assist in the integration of gender analysis at any point in the policy development process.

stage 1: explore the issue and how it is represented

- Ask yourself how the issue is commonly perceived.
- Consider who has described the issue and whether women and men, as well as women and men from different cultural and linguistic groups, have been involved in the process of definition.
- Consider to what extent this understanding of the issue assumes or reinforces dominant norms about women's and men's roles and experiences.
- Find out what women's organisations and researchers with expertise in women's experience or women's disadvantage have to say about the issue.
- Provide opportunities for women, particularly those women who are or may be affected by the issue / need, as well as women from marginalised groups, to identify key dimensions of the issue. For example, consider how power structures are culturally defined, that is, cultural, family and community structures require greater respect and understanding when applying gender analysis to policy planning and development.
- Identify the factors [for example, cultural, economic, political, legal, socio-economic] that may affect gender equity in relation to the ways in which the issue is understood.
- Consider the implications for policy development if the issue was thought about in some other way.

Once the issue has been defined, a process for improving the outcome for all participants can be designed. At all stages of the design and consultation stage, it is essential to ensure that intended beneficiaries of the policy or program will not be made worse off as a result of the proposed intervention. A well informed gender analysis provides that assurance.

BEST PRACTICE - EXAMPLE

- When looking at workplace complaints procedures it is important to understand that women often have less power than men and may for a variety of reasons be unwilling to press a complaint. Cultural background may be an influence here. For example, in order to prevent sexual harassment, work place norms and structural factors that lead to sexual harassment need to be redressed. If a woman has to become a complainant to have sexual harassment recognised as a problem, the possibility of addressing the issue is limited. This is because, without an understanding of gender relations, sexual harassment is treated as a gender-neutral offence. There is no consideration of the reasons women are more likely to be targeted for sexual harassment and men are more likely to be perpetrators. Interviews with those experiencing sexual harassment could provide a greater understanding of the problem. In particular it would become possible to identify the ways in which gender and race or ethnicity intersect in the production of harassing and bullying behaviours.
- Young women and young men are susceptible to violence and crime, but in different ways [eg. domestic violence, street violence, prostitution]. Suggestions that young women curtail certain activities [such as going out at night] portray their behaviour as the 'problem' instead of identifying those who threaten violence as the issue that needs to be addressed.
- Violence against women in Aboriginal and Torres Strait Islander communities, while unacceptable, needs to be understood in the context of the historical experience of territorial occupation and dispossession

stage 2: define goals and objectives

Once you have clarified the dimensions and character of the issue and determined that action is desirable and possible, the next step is to identify goals and objectives of a policy / program / project that are necessary to address the issue.

- Consider the potential impact of an intervention on gender relations, reflecting on the four sets of relationships identified in the section on Understanding Gender Relations: work relations, personal relations, citizenship norms and knowledge creation.
- Consider which groups of women or men are most likely to benefit from a proposed intervention. Consider which groups may be harmed.
- Keep in mind that the goals and objectives of your policy / program / project can either perpetuate or overcome existing inequities between women and men. In particular, attention needs to be paid to race / ethnicity and cultural protocols.
- Involve women and women's organisations in the development of policy / program / project goals and objectives. 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.

- Consider which gender-specific factors [eg. pregnancy, workplace harassment, difficulty with child care and elder care arrangements] could affect the possibility of the policy / program / project achieving desired outcomes.
- Consider how the policy / program / project relates to specific targets in South Australia's Strategic Plan [SASP].

BEST PRACTICE - EXAMPLE

- SASP has a target to reduce the number of young smokers by 10% in ten years. Policy workers involved in Canadian gender-based analysis programs have been studying the uptake of smoking by young women for some years. They have found that smoking among young women is often related to body image and a desire to lose weight. Using gender analysis would assist in developing objectives concerning young women and smoking and in the subsequent policy and program development, designing different strategies for young women and young men.
- There is currently government concern regarding the ageing of the population and the impact this will have on the health care system and pension schemes. One strategy to deal with this is to encourage people to increase private savings for retirement. However, it is imperative that policy objectives take account of the fact that many women are less able than men to save for old age, because they:
 - 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;
 - have had limited access to superannuation provisions;
 - spend more time on their own; and
 - spend longer on a low, fixed income because of their greater longevity.

The poverty and lower life expectancy of Aboriginal and Torres Strait Islander people compared with the Australian average needs to be considered when setting goals in this area.

- Homelessness is a major concern for the South Australian Government. A Report produced by Shelter SA Sexcluded in 2004 identified a range of factors that often leave women homeless, including: homeless due to domestic violence; breakup of relationship; having children; loss of employment; being on a low income. These factors reflect a gendered dimension to the character of homelessness that needs to be addressed in the identification of policy goals and objectives.

stage 3: research and consultation

For further information go to www.officeforwomen.sa.gov.au

This stage clarifies the research design and the type of analysis to be performed. Tasks and methods of analysis and approaches to data collection and presentation are discussed in this stage, as well as approaches to carrying out the research. Consulting with the Community is fundamental in the research stage, as a means of collecting qualitative [and also quantitative] data that forms the basis of well-informed policy making.

It is important that community consultation processes take into account the inequitable distribution of power between women and men, as well as between consultation organisers and consultation participants.

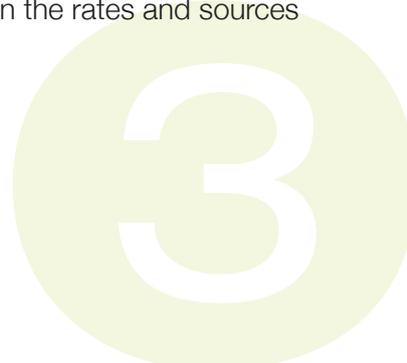
As part of Inclusion Matters, interviews were conducted with a range of people with the aim of identifying effective consultation strategies. Below is a summary of the full report, [Consulting with the Community](#).

Consultation is most successful when:

- It is well planned at the outset;
- It is fully inclusive and equitable;
- Consultation organisers have an in-depth knowledge of the requirements, practical constraints and preferred approach of those who are being consulted;
- Unequal power dynamics are addressed; and
- There are ongoing relationships of trust and respect established between those who are conducting the consultation and community members who are consulted.

STARTING THE RESEARCH PROCESS

- Identify information needs and collect relevant quantitative and qualitative data. Break data down by sex, with sub-divisions by other identity categories [eg. race / ethnicity and class]. Gender-disaggregated data [see [Definition of Concepts](#)] make gender impacts more visible, ensuring the most relevant questions are asked and appropriate research methods are developed. The [Gender Indicators Online](#) website has been developed to assist.
- Use reports, studies and guides that employ methodologies sensitive to the impact of gender in designing your research⁶.
- Pose research questions that make specific references to women and men and to gender relations to ensure the research addresses the possible impact on those relations.
- When identifying people and groups with whom to consult, consider the different ways communities may be shaped. For example, consultation that aims to involve leaders has often focused on western, formal structures such as local councils. Consider seeking input from informal structures that could be shaped by women, especially Aboriginal and Torres Strait Islander women, which may focus on providing support to families and communities.
- Consider life factors particular to diverse groups of women and men in designing your research [eg. differences in income and education, differences in the rates and sources of violence in the lives of women and men].



6. see Ramazonoglu and Holland, 2002; Gherardi and Poggio, 2002; Smith, 2005

PROMOTING INCLUSIVE AND EQUITABLE PARTICIPATION

- In the consultation process, use a range of presentation methods as well as offer a choice of response methods. For example, consider whether written submissions, oral submissions, or other ways such as the use of art [eg. photographs, performance or artwork] would best express the views of people who may otherwise be excluded.
- Ensure that input is actively sought from women's groups, and women of different ages, in different locations and from different socio-economic backgrounds. It is also important to include women who are under-represented and under-resourced, such as Aboriginal and Torres Strait Islander, culturally and linguistically diverse women and women with disabilities.
- When consulting with Aboriginal and Torres Strait Islander communities, it is essential that women Elders are included. The impact of past government policies and practices must be considered when consulting with the Aboriginal and Torres Strait Islander communities. There are often specific community protocols and research ethics that need to be respected and be explicit in the policy planning process for Aboriginal and Torres Strait Islander communities.
- When consulting culturally and linguistically diverse women, effective communication is critical, entailing steps to ensure that individuals can speak to and understand each other.
- Consider intersecting inequalities, for example, a woman with a disability may also be responsible for other family members, such as children and / or partners. Women with disabilities can therefore tend to be excluded more than men with disabilities. Equitable consultation for people with disabilities includes consideration of practical issues such as time of day, accessibility of venue [including seating arrangements and wheelchair accessibility] and accessible food and beverages.
- Schedules for consultation need to be sensitive to women's and men's diverse lives and needs. Factors such as child caring responsibilities, different work times [shift work, casual work] and access to transport may require you to offer assistance to marginalised and under-resourced community groups being consulted, to ensure they can participate fully in the consultation process. For example, grants or other resources such as childcare services, assistance with submission writing, reimbursement for time and costs associated with travel.
- If you are planning face-to-face consultation, ask the groups you wish to consult when would be the most convenient time of day and day of week for them.

ENSURE CLEAR COMMUNICATION OF CONSULTATION PARAMETERS

- Some communities may not be interested in participating because in their past experience and view there is no evidence that their participation will influence outcomes [Popay 2007].
- Agencies need to be clear about, and to communicate effectively what the consultation is designed to achieve, what can and cannot be influenced and the extent to which results of the participation will be incorporated into policy and how they will be provided with feedback. [Baum 2002]

PROVISION OF BACKGROUND INFORMATION

- Consider the type of background information to be provided to consultation participants – on the topic to be discussed; and about the people and services that would be represented during the consultation.
- Make sure that any previous relevant consultations and reports have been considered.
- Different groups require different methods and types of information. For example, sending out in-depth information to some groups prior to consultation could be potentially alienating and deter people from participation.

EFFECTIVE ENGAGEMENT

- Unequal power relations between government agencies and community groups can affect whether or not communities will engage in consultation.
- To involve Aboriginal and Torres Strait Islander women's groups in your information gathering, it is essential to recognise that Aboriginal and Torres Strait Islander women are among the most economically disadvantaged people in South Australia and that there are high demands on their expertise.
- Recognise the importance of spending time in building relationships with people and communities. This can often be assisted by working in partnership with people and / or organisations that have experience in working with communities and have an understanding of access and communication issues.
- Ensure that feedback is provided to participants on the outcomes of the consultation. This is more likely to encourage participation later.



The Office for Women can assist in linking with women's organisations and advising on consultation strategies. For further information on accessing groups of people with whom to consult contact:

- [Department of Health](#)
- [Multicultural SA](#)
- [Aboriginal Affairs and Reconciliation](#)
- [Disability Services SA](#)
- [Office for Volunteers](#)
- [Office for Youth](#)

BEST PRACTICE - EXAMPLE

Using a gender analysis framework in the development of a community service program for women offenders may involve the collection of quantitative data such as the number of women in the target group [broken down by other relevant categories such as age, ethnicity, number of children]; their location; and education levels. While important, this data is not sufficient on its own. It would be essential to also do qualitative research with women offenders to find out, for example:

- the types of training that they would view as useful for them;
- how they would feel about working alongside male offenders [in relation to past experience of violence from men];
- what their child care needs are; and
- what work hours and conditions would best suit them.

Combining good quality quantitative and qualitative information means that the program would be set up to include gender-specific measures that would seek to bring about gender-equitable outcomes.

stage 4: develop and analyse options

- Seek the perspectives of diverse groups of women and men in developing the options and assessing their costs, benefits, acceptability and practicality.
- Consider how each option may disadvantage or benefit women or men, or influence gender relations, ie, will women be less equal than men by adopting one of the options because it will be easier for men to participate in the program the way it is designed; will another option support more equal participation by both men and women. Consider including gender-specific measures in each option. Consider the specific circumstances of diverse groups of women and men in developing options.
- Examine each option to see whether it reinforces, addresses or challenges 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 situations and to specific gender relations.

BEST PRACTICE - EXAMPLE

- When considering policy settings for the allocation of funding, consideration should be given as to whether the funding options will result in gender equitable outcomes. Will women receive a proportionate amount of the funding that correlates with their participation in the specific activity? Does more funding need to be provided to women to increase their participation in a given activity where they are under-represented? What conditions could be attached to the funding to encourage women's participation and successful outcomes? For example, family friendly, flexible work practices.
- If your options relate to pension policies / programs, the different labour force participation patterns of women and men [eg. the likelihood of women interrupting their careers to care for 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 women will have access to income in retirement since it assumes sharing of intra-family income.

stage 5: 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.

- Include gender equity as a key element in weighing up 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.

BEST PRACTICE - EXAMPLE

- Flexible working arrangements are often recommended as a way to improve work-life balance. Such a recommendation needs to be examined closely for its impact on gender relations. For example, it is important to ensure that part-time workers have access to the entitlements available to full-time workers [eg. access to leave, superannuation]. At the same time it is important to ensure that part-time work is not perceived as an enclave for women. Flexible working arrangements also need to be examined closely to ensure that they genuinely meet the needs of working parents. For example, shift work can be described as 'flexible' work but if it requires workers to be available to work late and long hours, it may well exacerbate work-life stresses.

- The Women's Safety Strategy identified the need for counselling and support for perpetrators who are willing to try and break out of a cycle of violence. However, there are many kinds of perpetrator programs and some are more successful than others. It is important to ensure that resources directed to perpetrator programs do not reduce the resources available to fund shelters and other women-specific programs.

stage 6: communicate the policy / program / project

Communication surrounding a recommended policy / program / project can play a significant role in its acceptance and implementation.

- Use gender-inclusive language, symbols and examples in all materials, for example, the use of chairperson.
- Use communication strategies that will reach both women and men, including women and men from marginalised groups.
- Ensure that communication methods are accessible for people with a disability, Aboriginal and Torres Strait Islander people and people from culturally and linguistically diverse backgrounds. For example, ensure information is available through Aboriginal and ethnic radio stations and also published in a range of formats.
- Highlight the gender implications of the policy / program / project in your communications strategy.
- Develop a communication plan for 'selling' the new policy to the front line staff who will be implementing it.
- Involve community organisations in the communication of policies / programs / projects.

BEST PRACTICE - EXAMPLE

The Community South Network won a grant to increase participation in learning amongst specific groups in southern suburbs communities. Adult males, who were under-represented as users of community centres and neighbourhood houses, became a focus of promotional activities. A discussion program called 'South Talk' was started to facilitate discussion groups on current affairs topics that could be of interest to men.

stage 7: implement the policy or program

- Consider who will be responsible for the implementation. Do they have the appropriate skills and experience to ensure gender equity objectives are achieved? Is gender analysis training needed?
- Ensure that clear indicators are established to facilitate monitoring and evaluation.

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 gendering implications of programs under consideration.

- Ensure that beneficiaries are involved in the evaluation process. Involve those groups and individuals consulted at various stages in the development of the policy / program / project.
- Ensure that the evaluation addresses all the objectives and goals of the policy / program / project. Ensure there is scope to identify unintended positive / negative impacts.
- Ensure that the impact of the policy / program / project on gender relations is an explicit part of the process. Consider the possible impacts for diverse groups of women and men.
- Ensure that those undertaking the evaluation are aware of gender analysis methods.
- Consider whether the outcomes advance the Government's commitment to gender equity.

BEST PRACTICE - EXAMPLE

An annual review of traineeship / apprenticeship funding policy examined how many women and men begin traineeships and apprenticeships and how many complete them. Completion rates in different industries and the barriers preventing completion in areas of skills shortage and jobs growth were looked at. The child care sector was identified as having a low uptake of traineeships, yet it was expanding to cater for increased workforce participation and struggling to meet its regulatory requirements for qualified staff.

Special up-skilling programs were developed to enable existing workers in the child care sector to access Diploma level traineeships. Strategies included engaging the child care sector in program development, and changing policies to reduce the minimum hours of paid employment and training for traineeships in Out of School Hours Care and to provide training subsidies for Diploma level traineeships.



definition of concepts

The following definitions assist in understanding Inclusion Matters - A Public Guide To Gender Equity.

GENDER is culture-specific and therefore varies according to history and country. It shifts the focus from the individual to the interactions between people and groups. It is not a simple property of an individual, but rather a principle of social organisation. Women and men have gender roles ascribed to them by the culture and community in which they live and these gender roles change over time and between cultures.

GENDER RELATIONS are the social interactions between women and men, between groups of women and men; between men; and between women. They define the way in which responsibilities and social expectations are represented and the way in which each is given a value. How men treat men and women; and how women treat each other and men, often reflect gendered expectations and norms.

Gender relations vary according to history and country and between different groups of people. That is, they vary according to other social relations such as class, race / ethnicity, disability, age and culture. Thinking about gender in relational terms facilitates analysis of the ways in which other social relations intersect and influence gender relations and one another. This kind of analysis is a central feature of the South Australian approach to gender analysis [refer to: 2.3. to ensure respect for culture informs policy and program development].

A gender relations approach to policy means understanding the interactions between diverse groups of women and men and the unbalanced power relations that exist. The circumstances under which they interact are relevant to policy development.

GENDER EQUALITY means an equal visibility, empowerment and participation of both women and men in all spheres of public and private life. 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]. This understanding of equality establishes men and their conditions as the norm. For example, Sex Discrimination law requires an exemption to ‘equal treatment’ to accommodate reforms like maternity leave. If women’s needs were included in the legislation, this exemption would be unnecessary. 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 [see Gender Equity below].

GENDER EQUITY is the outcome of being fair to both women and men. To ensure fairness, measures must be available to address and redress factors that contribute to inequality. A society that fosters gender equity benefits everyone in the long term. Measures must reflect fundamental human rights, particularly for Aboriginal and Torres Strait Islander women and include community based responses to issues.

GENDER-NEUTRAL ANALYSIS assumes that policies and programs will affect all people in the same way, or that a policy or program will have a neutral impact on people. Such an assumption is often called 'gender blind' – the policy or program has not taken into account the differences in men's and women's roles which will inhibit or facilitate their participation. Gender-neutral analysis will only result in equitable outcomes for women and men by accident, not design, if there is no gender analysis to inform the policy and program development. A gender-neutral (or gender blind) approach will unintentionally perpetuate existing inequities in the lives of women and men.

SEX-DISAGGREGATED DATA is data that has been broken down by sex, or where sex is one of the variables in a study. It is important to note that such data needs to recognise sub-groups of women and men. Such data can provide the starting place for analysis but needs to be accompanied by grounded empirical research [qualitative research].

GENDER-DISAGGREGATED DATA is data that considers culturally defined gender roles and responsibilities. Gender disaggregated data involves applying a gender lens to sex-disaggregated data, plus asking deeper gender-oriented and other equity questions, for example, about class and poverty and gendered roles in society.



further information

Inclusion Matters - A Public Sector Guide Towards Gender Equity has drawn upon the following documents. They are recommended to those seeking additional information.

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links + resources

- [Office for Women](#)
- [Department for Families and Communities](#)
- [Working Women's Centre](#)
- [Women's Health Statewide](#)
- [Relationships Australia](#)
- [Department of Premier and Cabinet - Aboriginal Affairs and Reconciliation Division](#)
- [Aboriginal Family Support Services](#)
- [Council on the Ageing](#)
- [Child Support Agency](#)
- [Department of Employment and Workplace Relations](#)
- [Domestic Violence Helpline](#)
- [SHine Sexual Health Service](#)
- [Gay and Lesbian Counselling Service](#)





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