



Gender Analysis

Making Policies, Programs and Services Gender-Aware



Department for
Community Development
Office for Women's Policy

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'Equality between women and men is a matter of human rights and a condition for social justice and is also a necessary and fundamental prerequisite for equality, development and peace. A transformed partnership based on equality between women and men is a condition for people-centered sustainable development. A sustained and long-term commitment is essential, so that women and men can work together for themselves, for their children and for society to meet the challenges of the twenty-first century.'

Beijing Declaration and Platform for Action, Fourth World Conference on Women, 15 September 1995, Mission Statement, Chapter 1.



Introduction

Gender equality will be achieved through an active approach to policy, legislation and planning, and with full community collaboration. In this context, the Office for Women's Policy is pleased to introduce *Gender Analysis: Making Policies, Programs and Services Gender-Aware*. This guide to gender analysis not only raises awareness of the gender equality issue but also offers clear and accessible information for applying gender analysis to policy, program and service design.

This guide offers a practical starting point for addressing challenges and implementing sustainable outcomes in the lives of women and men. It is a useful tool for all sectors to apply gender analysis from conception and design to implementation and evaluation of any policy, program, project or service. This will ensure that the issues, concerns and diversity of all women and men, including race, disability or geographical location are visible and are better met; with outcomes that do not disadvantage women or men and are cost effective for organisations.

The booklet supports the work of the Office for Women's Policy in applying gender-based analysis through the:

- provision of training materials and awareness raising information;
- dissemination of useful information, research and case studies; and
- establishment of a support network for practitioners to discuss gender equity issues.

This guide, training materials and other useful resources are available on the Office for Women's Policy website:
<http://community.wa.gov.au/Communities/Women/>

Gender Analysis: Making Policies, Programs and Services Gender-Aware has been developed in consultation with a wide range of key stakeholders, including the University of Western Australia, the Western Australia Police, and the Departments of Community Development, Consumer and Employment Protection, Health, and Local Government and Regional Development.



Maria Osman

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Gender Analysis

Making Policies, Programs and Services Gender-Aware

What is Gender Analysis?

Gender analysis is an innovative process that enables government and non-government organisations to analyse whether proposed and existing policies, programs and services produce equally beneficial outcomes for diverse groups of women and men.

In addition to its advantages for policy, gender analysis can be used for legislation, plans and programs, services, budgets, action plans, reports and research proposals.

What are the Benefits of Gender Analysis?

Gender analysis:

- puts people, with all their diversity, at the heart of policy making;
- enables more precise targeting and maximum outcomes for policies, programs and services;
- ensures policies, programs and services better meet the needs of specific groups of women and men, by being inclusive of all people;

- improves democratic processes by consulting with women and stakeholder groups in the policy making process;
- enables consideration of government commitment to equality in all government business;
- integrates awareness of gender issues into all aspects of public policy formulation and delivery; and
- builds on the strengths and capacities of individuals, groups, communities and organisations.

Why do we Need Gender Analysis?

The goal of gender analysis is to encourage the mainstreaming of gender awareness into the core business of all sectors, in order to improve efficiency and effectiveness. Mainstreaming ensures issues of gender become the concern of every part of an organisation.

What is Required for Effective Gender Analysis?

Gender analysis requires:

- quantitative and qualitative research into the resources, needs and situations of diverse groups of women and men;
- a good understanding of the real life experiences of diverse groups of women and men;
- increased participation of women and constructive consideration of their views throughout the project;
- a statement of government commitment and leadership; and
- adequate resources to accomplish all of the above.

If the realities and voices of half the population are not fully recognised then there will be significant costs for the wellbeing of all people.

Gender equality contributes to substantially improving the wellbeing of women, men, girls and boys.

How can Gender Analysis be Applied?

Gender analysis is put to many uses. Consider some local examples:

- The *Domestic Violence Advocacy Support Central (DVAS)* was established in 2003 as a response to the identified needs of women experiencing family and domestic violence. Statistics show that women experience family and domestic violence at far greater rates than men. *DVAS Central* considered the needs of women experiencing violence and the design of the service was adapted appropriately. As a result, the service has a one stop shop philosophy providing women with a range of accessible domestic violence responses and services from one location, with easy access in a discreet location and child play facilities. An 'off site' service for male victims ensures a sense of safety at the service.
- The Department for Community Development's initiative *Breathing Space*, is a therapeutic residential service for men who use violence in intimate relationships. This service has incorporated programs for men considering modern constructions of masculinity and how these can assist or challenge men's attempts to improve their relationships and reduce the use of violence. The development of *Breathing Space* also enables women and children, as the primary victims of domestic violence, to remain in their homes and community.

Consider some international examples of gender analysis:

- Quebec reviewed its health insurance scheme whereby men were required to pay for vasectomies while women could undergo tubal ligations for free. Tubal ligation is a procedure with a higher risk of complications than a vasectomy and involves higher medical expenses. Since 1986, when the Government decided to cover the medical costs for vasectomies, the number of vasectomies outstripped the number of tubal ligations. Men became more involved in family planning and the health system dealt with decreased numbers of medical complications for family planning procedures.
- *The Participatory Research and Gender Analysis Program* works with international and national agricultural research institutes, non-government organisations and academic institutions across the globe, to support the process of establishing scientific partnerships with the rural poor. In order for agricultural research to achieve results that benefit poor people, it is vital that farmers participate directly in technology development. The participation of women is especially important because their access to appropriate technology has a critical effect on household food security and on the well-being of children. Emerging evidence shows that the involvement of users in technology development results in innovations that better suit their needs and improves their livelihoods.

What are the Steps for Gender Analysis?

Gender analysis starts from the premise that no policy, program or service is gender neutral (that is, the same impact on men and women) in its effects without a full gender analysis.

Qualitative studies provide the material for a more comprehensive understanding of the gender and cross-cultural factors that influence statistical trends. The *Women's Report Card (2004)* provides statistical data on factors of health, work, education, employment, leadership, governance and safety. This type of information is useful in the development of policy as it highlights the effectiveness of various policies, programs and services.

Statistics, for example, show that women currently dominate part-time work, that they earn less than men, and are responsible for most of society's care-taking responsibilities. Disaggregated statistics also show that culturally and linguistically diverse, and Indigenous women find it harder to get jobs and earn less once they succeed, and that they have less access to good housing, higher education, safe environments, affordable childcare options and specialist health care.

Health statistics show death rates from heart, stroke and vascular disease are a much smaller proportion of all deaths among Australian males (39%) than among females (45%). Males, however, are more likely to die younger from heart, stroke and vascular disease. Smoking is a critical factor in early cardio-vascular and in many other diseases and young women are taking up smoking at higher rates than young men.

This type of information outlines the key factors that impact on women's and men's lives, which can inform or guide the development and analysis of policies, programs or services.

'No enterprise can have neutral effects when the players do not start as equals. Gender relations themselves affect a project's ability to deliver the outcomes and impact that it proposes.'

Susan Johnson (2000: 89) 'Gender impact assessment in microfinance and microenterprise: why and how', *Development in Practice*, 10(1).



Gender equity can only be achieved through partnerships between women and men.

The Steps

The following questions are among the gender-related considerations that should be kept in mind.

1. Identifying the Issue

- In what ways are both women's and men's experiences reflected in the way issues are identified?
- How are gender and diversity taken into account?

2. Defining Desired/Anticipated Outcomes

- What does the organisation want to achieve with this policy, program or service?
- How does the policy, program or service fit in to the organisation's objectives?
- Who will be affected?
- How will the effects of the policy, program or service be different for women and men, girls and boys?

3. Gathering Information

- What types of gender-specific data are available?
- Are gender-specific data available regarding specific groups (including Indigenous women, women from culturally and linguistically diverse communities, and women with disabilities)?
- How is the input of women's organisations and other equality-seeking groups being pursued?

4. Conducting Research

- How will the research you consult or conduct address the different experiences of gender and diversity?
- If you are conducting primary research, how are gender considerations incorporated in research design and methodology?

5. Developing and Analysing Options

- How will each option disadvantage some or provide advantage for others?
- Does each option have different effects on women's or men's social and/or economic situation?
- How will innovative solutions be developed to address the gender and diversity issues you have identified?
- What are the solutions that affected groups have suggested?

6. Making Recommendations

- In what ways is gender equality a significant element in weighting and recommending options?
- How can the policy, program or service be implemented in an equitable manner?

7. Communicating the Policy, Program or Service

- How will communication strategies ensure that information is accessible to both women and men, and take into account the communication needs of diverse communities?
- Has gender-aware language been used?

8. Evaluating the Analysis

- How will gender equality concerns be incorporated into the evaluation criteria?
- How can this be demonstrated?
- What indicators will you use to measure the effects of the policy, program or service on women and men?

Snapshots of Gender Analysis

Example A: designing a state-funded superannuation scheme.

It would be necessary to pay heed to the following: women typically earn less than men do over their lifetimes, they live longer and they are the principal carers for young and old family members. To the extent that superannuation privileges those in continuous employment women will be the losers, because they more often break employment for unpaid care work.

Example B: planning an anti-smoking campaign.

Canada used gender analysis to show that teen girls report twice the stress of teen boys, and that teen girls express a concern for weight loss as one of their main reasons for smoking. Programs, brochures and counselling targeting girls, therefore, were more effective than blanket one-size-fits-all health warnings.

Example C: addressing the falling birthrate.

The problems of Australia's disproportionate ageing population could be addressed through changes to the taxation system, quality affordable child care and an appropriate system of paid leave (as in Sweden), which could encourage women and men in dual-earner couples to combine paid work with parenting.

Ask what effect these strategies would have on diverse groups of women and men. Some Indigenous women, for example, who have had generations in which their children were removed from their care, might say institutionalised childcare is not the answer. Instead they may find quality time with their children alongside a reasonable standard of living more desirable.

Example D: developing a policy to improve school retention rates.

Strategies to increase retention rates for young women and men at school need to take into account the actual patterns of attendance and drop out rates. Analysis of retention rates based on gender as well as Aboriginality, disability, ethnicity and geographic location provides insight into the differences between young women and young men.

'Gender-based analysis acts like a camera lens, filtering distortions and inaccuracies that are not immediately obvious.'

Lissa Donner (May 2003: 7) *Including Gender in Health Planning - A Guide for Regional Health Authorities.*

'The Government needs to tackle these gender inequalities and take into account the impact of the patterns of difference in the lives women and men lead in order to extend equality of opportunity, to address poverty and social exclusion and to achieve their vision.'

Office of the First Minister and Deputy First Minister (2005: 7).
Gender Matters: A Consultation Document. Available online:
<http://www.genderequalityni.gov.uk/finalconsultation.pdf>



Quick Tips in Implementing Gender Analysis

- Prioritise gender analysis when considering policy directions.
- Integrate gender analysis throughout the entire cycle.
- Build community consultation into the project.
- Obtain contributions from researchers in the field of gender relations (treating women and men in relation to one another and not in isolation).
- Avoid the trap of viewing gender analysis as a counting exercise or a 'balancing out' exercise.
- Include a full discussion of what people normally assume about the social roles and expectations of women and men.
- Ensure that the full diversity of women's and men's experiences are captured in the analysis.



- Double check your analysis by asking the following three questions:
 - What benefit (financial and human) will the policy, program or service bring to diverse groups of women and men?
 - What will be the financial and human costs of the policy, program or service for diverse groups of women and men?
 - How do both male and female stakeholders perceive the policy, program or service in terms of its costs, benefits, acceptability and practicality?

'Blunt, across-board solutions often miss the mark and waste money. Gender analysis allows policy makers to target health dollars.'

GPI Atlantic (2003) "Gender-Based Analysis and Indicators of Women's Health in Canada", *Health Canada Policy Forum*.
<http://www.gpiatlantic.org>

Frequently Asked Questions

What is Gender?

Gender refers to socially constructed roles of the relations between women and men, in which power plays a role. It shifts the focus from the individual to the institutions of family, work, education and governance. It is not a synonym for sex nor for women.

What About Men?

Men are an important part of a gender analysis approach. The focus is on the various outcomes of women and men as individuals, living together, in families, and in communities.

What About Diversity Issues?

Gender analysis is based on the recognition that neither women nor men are homogeneous groups. So race and gender are equally important to enable decision-makers to adequately address inequalities among a range of different groups in society. Disaggregated statistics will identify specifically Indigenous women, culturally and linguistically diverse women and women with disabilities.

What Gender Analysis is Not

Gender analysis is not the same as equal opportunity, which is about improving women's access to existing jobs and positions. Gender analysis aims to reshape services, programs, policies, laws and organisational structures to ensure that women and men benefit equally.

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Conclusion

The Office for Women's Policy has produced this booklet as a guide to gender analysis. It is envisaged that this will be a useful tool for all sectors to achieve a planned approach to policies, programs and services that will provide better outcomes for women and men.

Readers are invited to provide feedback and offer comments and suggestions via email to: wpo@dcd.wa.gov.au or in writing to:

**Office for Women's Policy,
Level 1, 141 St Georges Terrace,
PERTH WA 6000.**

An electronic version of this document is available at

<http://community.wa.gov.au/Communities/Women/>

Further Resources for Effective Gender Analysis

British Columbia for Women's Equality (1995). *A Gender Lens for Program Evaluation*. Victoria: British Columbia Ministry for Women's Equality, Research and Evaluation Branch.

Canadian International Development Agency (CIDA) (2000). *CIDA Evaluation Guide*. Ottawa: CIDA. Available online: <http://www.acdi-cida.gc.ca>

International Labour Organisation (ILO) (1995). *Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects*. Geneva: ILO. Available online: <http://www.ilo.org/public/english/bureau/program/eval/guides/gender/>

Japanese International Cooperation Agency (JICA) (1999). *Evaluation Bulletin (November 1999): A Milestone in Gender Mainstreaming of JICA's Cooperation*. Tokyo: JICA. Available online: <http://www.jica.go.jp>

McLaren, J. (2000). *Evaluating Programs for Women: A Gender-Specific Framework*. Winnipeg: Health Canada Prairie Women's Health Centre of Excellence. Order this publication online: <http://www.pwhce.ca>

New Zealand
www.mwa.govt.nz/pub/gender/whatisga.html

Odame, H. (2000). *Engendering the Logical Framework*. Netherlands: International Service for National Agricultural Research (ISNAR).

Office of the First Minister and Deputy First Minister (2005). *Gender Matters: A Consultation Document*. Belfast. Available online: <http://www.genderequalityni.gov.uk/finalconsultation.pdf>

Peck, L. (1998). *Evaluating Gender Equality - Policy and Practise: An Assessment of Sida's Evaluations in 1997-1998*. Stockholm: Swedish Agency for Development Cooperation (SIDA).

Status of Women Canada (2003). *Gender-Based Analysis (GBA): Performance Measurement of its Application*. Available online: http://www.swc-cfc.gc.ca/pubs/gbaperformance/index_e.html

Verloo, Mieke, and Connie Roggeband (1996). 'Gender Impact Assessment: The Development of a New Instrument in the Netherlands.' *Impact Assessment*. Vol. 14(1), March 1996, pp. 3-20.

World Bank, Operations Evaluation Department (1999). *Approach Paper - An Evaluation of the Gender Impact of Bank Assistance*. Washington, D.C.: World Bank, 1999. Available online: <http://www-wds.worldbank.org>

Evaluation Tools and Resources

Barbarie, Alain (1998). *ECD Working Paper No. 3: Indonesia's National Evaluation System*.

Washington, D.C.: World Bank. Available online (pdf file):

<http://wbln0018.worldbank.org/oed/oeddoclib.nsf/ae4e28c9568f3c6285256808006a0027/DCF9E7D835B6D936852567FC005209F9?OpenDocument>

Digma: a data base

http://www.dbscape.be/cgi-bin/amit/cgint.exe?1&ulang=EN&frames=1&tmpl=top&GLB_BASE=digm

Estrella, Marisol, and John Gaventa (1998). *Who Counts Reality? Participatory Monitoring*

and Evaluation: A Literature Review, Working Paper 70. Brighton: The Institute of Development Studies.

Order this publication online: <http://server.ntd.co.uk/ids/bookshop/details.asp?id=421>

Genuine Progress Index for Atlantic Canada. Available online: <http://www.gpiatlantic.org>

The Institute of Development Studies (1998). *Participatory Monitoring & Evaluation: Learning From*

Change, IDS Policy Briefing Issue 12. Brighton: The Institute of Development Studies. Available online:

<http://www.ids.ac.uk/ids/bookshop/briefs/brief12.html>

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Monitoring, Evaluation and Reporting System (MERS). Geneva: ILO.

Mackay, Keith (1998). *ECD Working Paper No. 4: Australia - The Development of Australia's*

Evaluation System. Washington, D.C.: World Bank. Available online (pdf file):

<http://wbln0018.worldbank.org/oed/oeddoclib.nsf/ae4e28c9568f3c6285256808006a0027/c01fcb333a36cc3c852567fc005344a7?OpenDocument>

Population Health Directorate, Health Canada (1996). *Guide to Project Evaluation:*

A Participatory Approach. Ottawa: Health Canada. Available online: <http://www.hc-sc.gc.ca>

United Nations Children's Fund (UNICEF) (1990). *A UNICEF Guide for Monitoring and*

Evaluation - Making a Difference? New York: UNICEF. Available online: <http://www.unicef.org>

United Nations Development Programme (1997). *Office of Evaluation and Strategic Planning,*

Results-oriented Monitoring and Evaluation: A Handbook For Programme Managers.

OESP Handbook Series, New York: UNDP.

United Nations High Commissioner for Refugees, Inspection and Evaluation Service (1998). *Planning*

and Organizing Useful Evaluations. Geneva: UNHCR. Available online (pdf file): <http://www.unhcr.ch>

World Bank (1994). *Operations Evaluation Department, Building Evaluation Capacity, Lessons and*

Practices Paper No. 4. Washington, D.C.: World Bank. Available online: <http://www.worldbank.org>

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