

an integrated  
approach to  
policy/program  
development



guidelines for  
**gender  
inclusive**  
analysis



GOVERNMENT OF  
NEWFOUNDLAND  
AND LABRADOR

women's policy office



an integrated  
approach to  
policy/program  
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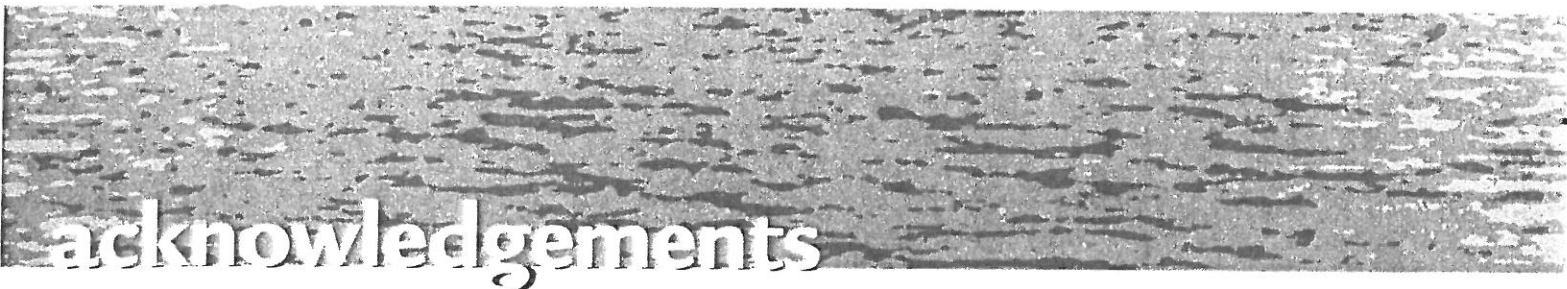
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The development of this guide has involved consultation with provincial and national groups and government representatives regarding their experiences in working to create and promote gender sensitive tools for research and analysis. The content draws from other guides that have been produced by governments in other parts of Canada and in New Zealand (Ministry of Women's Affairs). It made sense to build on the rich offerings of their materials. Specifically we want to credit the provincial governments of British Columbia, Nova Scotia, New Brunswick, and the federal departments of Status of Women Canada, Human Resources Development Canada, and the Canadian International Development Agency. Other materials are referenced at the end of the guide.

A special thanks goes to the researcher and writer of the guide, Cheryl Hebert. As well, we appreciate the work of the Advisory Committee in providing guidance and support throughout the research. Committee members included: Dorothy Robbins, Jennifer Jeans, Carla Woodworth-Lynas, Beth Lacey, and Joyce Hancock.

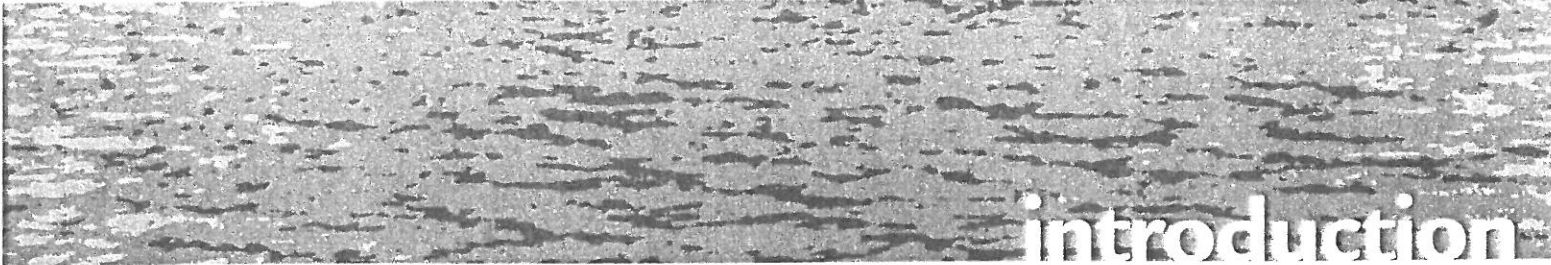
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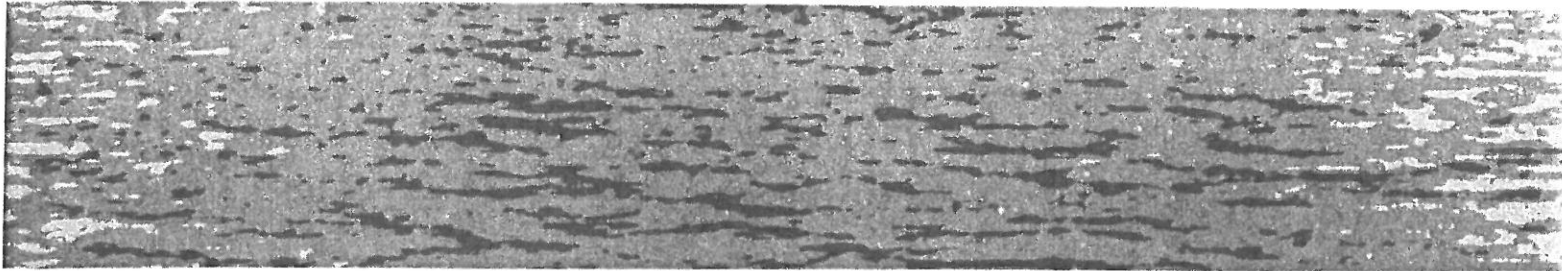


# introduction

The aim of this guide is to help departments, agencies and boards improve the status of women in Newfoundland and Labrador by incorporating gender inclusive analysis into their policy processes. However, we are pleased that many community and advocacy groups have also been using this guide. It is expected that this guide will:

## our aim

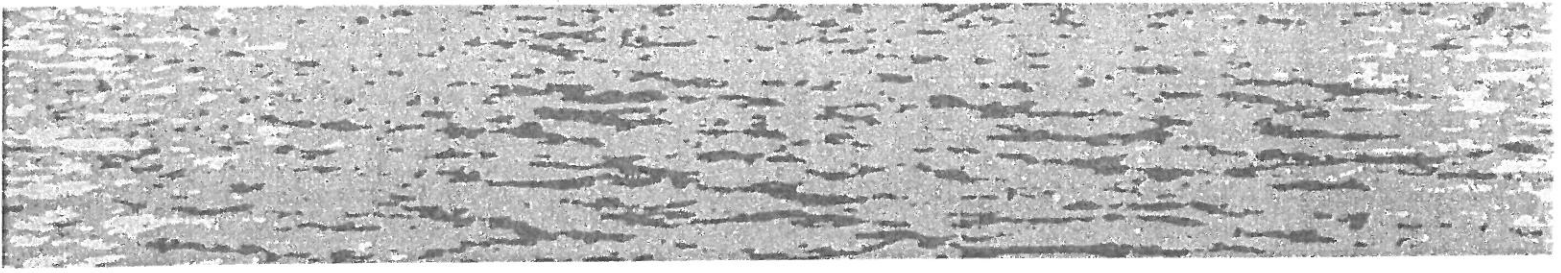
- \* Increase your awareness of the need to consider the impact of decisions on all women inclusive of: age, sexual orientation, colour, race, ethnicity, ability/disability, and socio-economic status.
- \* Increase your awareness of the issues that impact on women and the distinctions in the life experiences of women and men.
- \* Increase the ability of departments and other organizations to identify, at an early stage of policy formulation, matters related to program and policy development for consultation with the Women's Policy Office.
- \* Increase staff's ability to consider the impacts on women as part of the policy development process, analyze different impacts, and mitigate them where possible.



## **the women's policy office**

The Women's Policy Office, which was established in 1985, works with other government departments to ensure that government policies and programs reflect the interests and experiences of women. As a central agency, the Office forms an essential link between women's interests and government decision makers. It is located within Executive Council, and the staff reports to the Minister Responsible for the Status of Women. The Office acts as a Secretariat to the Minister who represents women's interests in all policy debates. Women's Policy Office staff consult on an on-going basis with women's groups and organizations to ensure that their views are considered in policy and program development.

The Office supports departments, agencies and boards in conducting gender inclusive analysis on legislation, policies and programs and can provide assistance through training, advice and access to information. Office staff will monitor and evaluate the effectiveness of this guide in meeting the proposed objectives.



**the  
principles  
underlying  
the guide**

- \* There is a potential human impact for every government policy and program. In assessing this impact, policy makers must consider the lives of both men and women.
- \* Women in our society have not yet achieved equality with men and are under-represented in decision-making processes. Therefore, special measures must be taken to ensure women's voices are heard and possible biases in the system are actively addressed.
- \* Both men and women must be involved in the quest for an equitable society and benefits will accrue to both.
- \* To ensure that effective public policy provides greater opportunities for economic and social development for all people of our province, gender inclusive analysis must become an *integral part* of policy and program work.
- \* An appreciation of gender differences includes an understanding of the different needs, roles, life experiences and economic and social circumstances facing women and men, as well as the nature of relationships between men and women.
- \* A gender inclusive analysis respects and appreciates diversity among women. Some women may be disadvantaged further because of their age, sexual orientation, colour, race, ethnicity, ability/disability, and/or socio-economic status.
- \* Being aware that our values and life experiences shape our perspectives and influence our policy and program work is a critical step in correcting biases in the system.



**using this  
guide &  
additional  
information**

This guide is developed as a “hands-on” document to assist in the implementation of gender-inclusive analysis in all government departments. The publication is designed in two parts. *Section one: Learning About Gender Inclusive Analysis* describes the definition, purpose, and benefits of gender inclusive analysis. *Section two: Applying Gender-Inclusive Analysis to the Policy/Program Development Process* presents a method for applying gender inclusive analysis in policy and program analysis and development.

Although it is expected that you will use this guide to incorporate gender inclusive analysis in your policy and program work, staff at the Women’s Policy Office is available to help you implement this approach. We will work with you to understand the dimensions of gender inclusive analysis and its application within your department.

The Women’s Policy Office has developed a four module training workshop to accompany this guide. You can access additional copies of the guide and referenced resources from our library.

For more information please contact:

The Women’s Policy Office at (709) 729-5009

You can also visit our Home page:

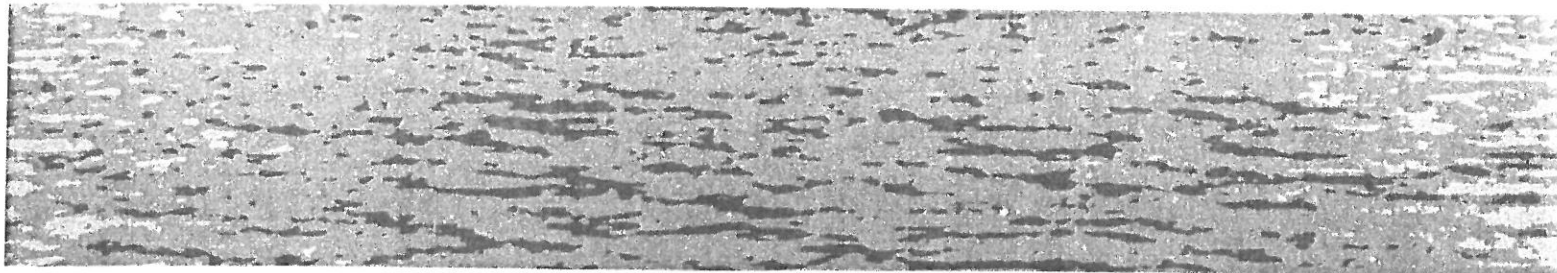
[www.gov.nl.ca/exec/wpo](http://www.gov.nl.ca/exec/wpo)

Gender inclusive analysis:

- \* Examines the differences in women's and men's lives, particularly those that lead to social and economic inequity for women.
- \* Recognizes that not all women are the same by examining the varying perspectives of women according to age, sexual orientation, colour, race, ethnicity, ability/disability, and socio-economic status.
- \* Applies this understanding in an *integrated* and *systematic* approach to policy and program work.
- \* Aims to create "best practices" for government by responding both *effectively* and *efficiently* to the diverse interests of its citizens.
- \* Aims to achieve *equity* rather than equal treatment, recognizing that treating everyone the same may not necessarily produce equitable results because men and women have different life experiences to consider.

The goal of gender inclusive analysis is achieving a society in which both women and men are equally valued and in which people's life choices are not limited because of their gender, ethnicity, social position or non-relevant characteristics.

**what is  
gender  
inclusive  
analysis?**



*Gender analysis seeks answers to fundamental questions such as who does or uses what, how and why. The purpose of gender analysis is not to create a separate body of social knowledge about women, but to rethink current process – such as natural resource use and management, economic adjustment and transformation, or demographic changes – to better understand the gender factors and realities within them.*

(SD Dimensions, 3/7/98).

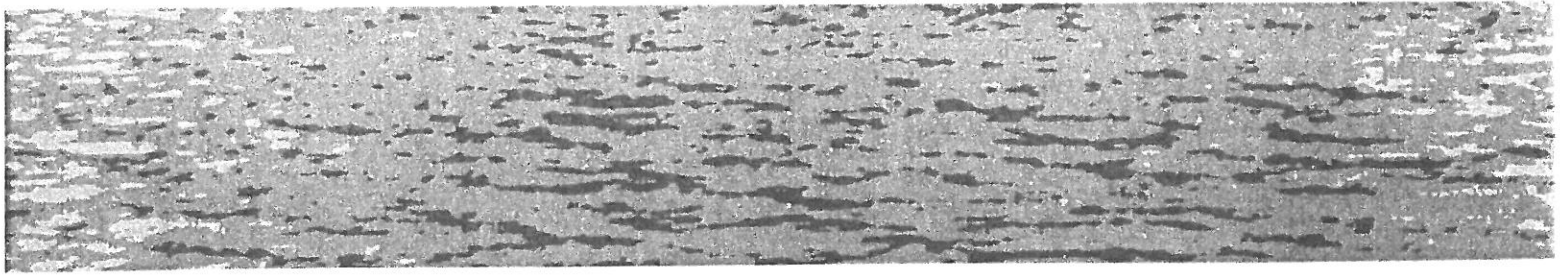
## what do we mean by gender equity?

Gender equity is the process of being fair to women and men. To ensure fairness, consideration must be given to the distinctions in women's and men's lives including their roles and responsibilities and access to resources. Measures must also be taken to address historical and social disadvantages that have led to inequities. *Equity leads to equality.*

In the area of training, for example, we have found that opening up programs to women which may formerly have been available only to men, does not ensure equitable representation. Women continue to be seriously under represented in apprenticeships. Special measures may be necessary in order to address women's specific needs. Child care concerns may need to be considered and negative attitudes and stereotypes among co-workers addressed (Wismer and Lior, 1994).

## what about men?

The question is often asked whether gender inclusive analysis also applies to men's lives? Although it is a tool developed to correct inherent policy and program biases toward women, it can certainly detect issues that may be of particular concern to men. For example, in Newfoundland and Labrador the percentage of injuries that limit normal activities is almost twice as high for men than for women. Also, more men than women die of diseases of the circulatory system in all health regions of the province.



## why carry out gender inclusive analysis for policy and program work?

### Government Commitments to Equality

While women have made significant advances in the past 25 years, they do not have equal status with men in society. In Canada and other countries, governments have increasingly recognized the importance of developing policies and programs that promote equity. For example:

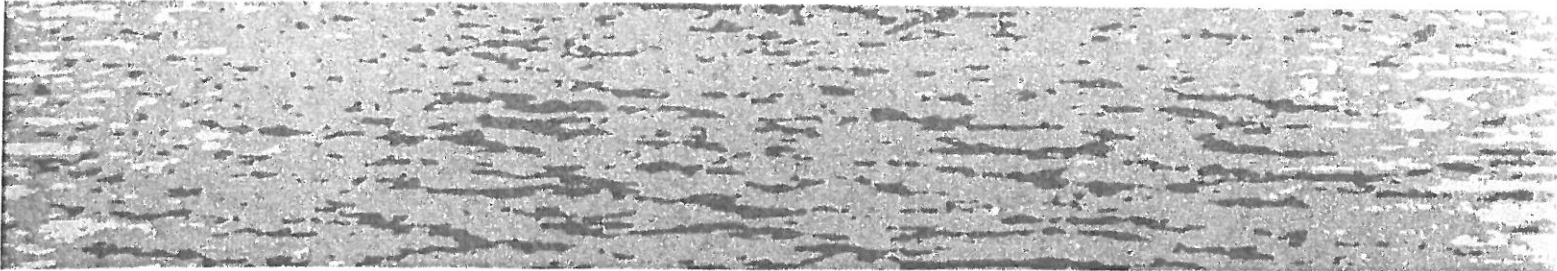
\* At the international level, in Beijing in 1995, Canada endorsed the "United Nations Platform for Action for Women". Gender analysis of government policy is a keystone of that document.

\* Nationally, in May of 1996 at their Annual Meeting, Provincial/Territorial Ministers Responsible for the Status of Women agreed "that in order to achieve gender equity, gender-based analysis must become an integral part of policy planning and development" (Provincial/Territorial Ministers Responsible for the Status of Women, p. 1).

\* Provincially, the Government of Newfoundland and Labrador understands that seeking women's perspectives on issues and choices which confront us will assist in the development of inclusive, balanced approaches to policy development. Women and men may require different solutions to achieve the same goal. One of the goals of the development of a social strategic plan of the Government of Newfoundland and Labrador is "to find a balance between what still needs to be done to ensure women's full participation in society and what we can afford to do" (Strategic Social Plan Consultation Paper, Government of Newfoundland and Labrador, June 1996, p. 19).

*Women can help forge the links between economic and social development. Women's perspectives often focus on the impact strategies might have on family, on children, on the social health of the community, and on the environment. Their contribution can lend a 'balance' to a strategic plan, and ensure that the community's most valuable goals are met.*

*(Julie Bettney, MHA Minister Responsible for the Status of Women and Judy Foote, MHA Minister of Development and Rural Development, in Towards Gender Equity in Regional Economic Development, July 1996).*



## considering differences in the lives of women and men

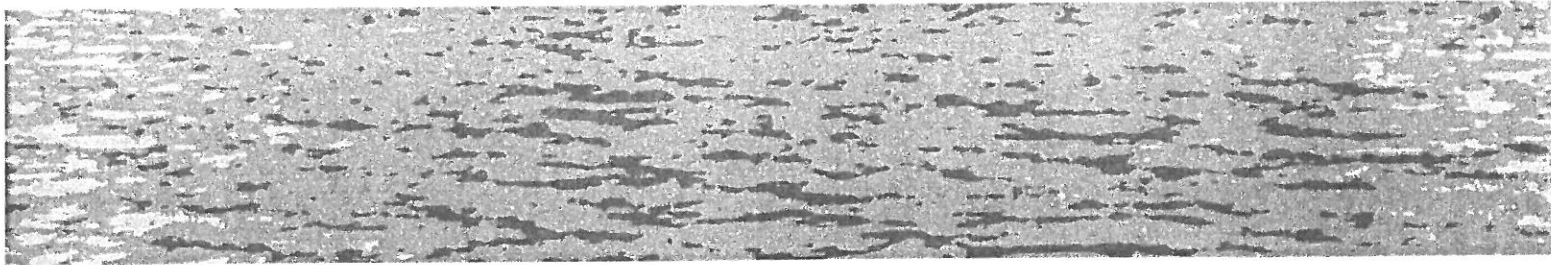
Applying a gender-inclusive analysis to policy and program work requires an awareness of the factors that influence women's lives. An examination of key issues and trends in our province demonstrates some of the economic, social, demographic, technological, and political distinctions between women and men. Although the trends show many positive changes, there is still evidence of systemic discrimination in many facets of women's lives. An examination of these issues and trends is important in understanding the current context for women in our province. A summary of some of the key factors are described below.

*When women were asked to rank concerns as workers in the province, the issue which was ranked the highest was balancing work and family. The majority of respondents (52%) were "very concerned" by this.*

*(Priorities and Concerns of the Women of Newfoundland and Labrador, A Survey by Women's Policy Office, March 1997)*

### Family Structure

Major changes have occurred within families in the past few decades. Some of these changes are due to the increase in the divorce rate, fewer people getting married, and the increase in the number of common-law families. In Newfoundland and Labrador changes have also been occurring due to out-migration and relocation to urban centres to find work and in some cases to move closer to personal care and health facilities. These changes have a tremendous impact on women. For example, most lone parent families in the province are headed by women. With the increase in our aging population, more women have the added responsibility of caring for elderly parents. These and other family responsibilities continue to place restrictions on the type of work women do, access to training, attachment to the labour force, and mobility.



## Economics

Major differences still occur between women and men when we examine types of employment, income levels and labour force trends. Women's income has become essential to families and more women have entered the labour force. Although poverty and unemployment are major issues for many people in our province, women are particularly vulnerable during difficult economic times. The 1996 Census showed that women who work full time, all year in Newfoundland and Labrador, earn approximately 65% of the employment income of their male counterparts. Differences in wages are due to the types of work that women do, which are still clustered in clerical, sales and service occupations where wages are relatively low. Fewer employed women are covered by employer sponsored pension plans than men and the proportion of women contributing to a Registered Retired Savings Plan is also lower. This has led to poverty among many senior women.

*Jobs requiring evening/ weekend work and extensive travel are not an option for female engineers with families. These types of jobs include the construction and consulting sectors. This limits me to careers in engineering related to educational institutions, business, etc.*

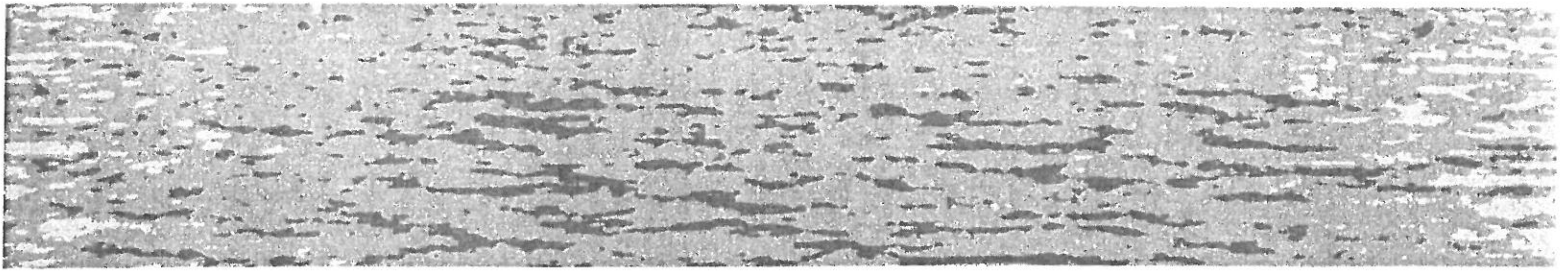
*(Engineer, NFLD and Labrador in WITT Newfoundland and Labrador, March 1998).*

## Violence

Women are more likely to experience violence than men. *The Canadian Panel on Violence Against Women* reported that violence against women is the outcome of social, political, economic, and cultural inequality. Although most violence is perpetrated by men known to them, violence or the threat of violence has become a part of most women's lives. Studies show that most women fear walking alone at night. Some groups of women are particularly vulnerable, such as, aboriginal women, women of colour, women with disabilities, and lesbians. Aboriginal women recognize the particular challenges they face in addressing violence in their lives. Pauktuutit, an Inuit Women's group, noted that reasons for the increase in violence in Inuit society may be "Confusion over traditions, one's place in society and the resulting lack of control people have over their lives" (1991, p. 29).

*School playgrounds and corridors are often arenas for homophobic harassment and violence. Within their peer group, lesbian and gay teens are exposed to verbal, and sometimes even physical abuse.*

*(Shortall, 1998, p.40)*



*People with disabilities, about 15% of the population of Newfoundland and Labrador, experience all the social problems of poverty, housing, unemployment, access to education and training . Just over 58% of all disabled females report moderate and severe disabilities as compared to 49% of males. Due to restrictions in ability women may find it more difficult to find work and more challenging to be independent*

(Harvey, a99, p.5, 1.)

*In the House of Assembly, women made gains in the 1996 election and the 1997 by-election. Eight of the 48 MHA's are female (16.6%). In 1997 women were 25% of Cabinet members*

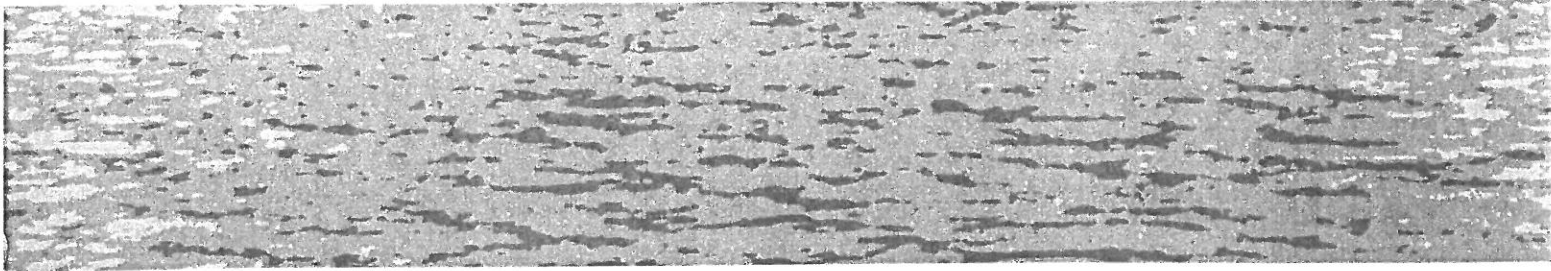
(Women's Policy Office, 1998).

## Health and Social Issues

The definition of health has been changing to include more than just physical well-being. The major determinants of health include such factors as income, social status and education. Reproductive health, struggles with poverty, and the trauma of violence lead to unique health considerations for women. For example, there are still a significant number of births to unmarried teenagers. Statistics Canada reported 9.5% of all live births in Newfoundland and Labrador in 1995 were to women aged 19 and under. The fact that women can expect to live approximately 6 years longer than men, during a time of an aging population, poses particular challenges. For example, more women than men are residents of long term care facilities in the province. In 1996 the Department of Health reported that 69% of the residents of these facilities were female.

## Legal and Political Implications

Most instances of overt discrimination have been eliminated in our province and we have a mechanism through the Human Rights Commission to deal with individual complaints. However, gender biases still occur in policies and legislation and in the interpretation, application, and enforcement of laws. Many laws and policies are drafted and programs are developed without the input of women, thereby possibly overlooking their unique experiences. As a consequence they can unintentionally discriminate against women. Changes in legislation and policy have made important strides for women. For example, in December 1997 the Newfoundland Government passed Bill 21, an act to amend the provincial Human Rights Code to include sexual orientation as a prohibited ground of discrimination. Gender equity is recognized as a principle in the membership of Regional Economic Development Boards.



## considering diversity in women's lives

The experiences, values and views of women differ based on their age, sexual orientation, colour, race, ethnicity, ability/disability, and socio-economic status. Aboriginal women, women with disabilities, and visible minority women face particular barriers that have implications for policy and program work. In addition senior women, women living in poverty, young women (18-24 years), lesbians, and women living in rural and isolated areas experience barriers that can affect access to programs and services. Recognizing these distinctions can prevent stereotyping and treating women as if their needs and priorities are all the same.

## what are the benefits of gender inclusive analysis?

Gender inclusive analysis, as an integrated approach, adds value to policy and program work. The value added can be described in economic and social terms for both women and men in our province. For government, the value lies in producing results that are in the best interest of people in our province in the most efficient and effective way.

### Economic Benefits

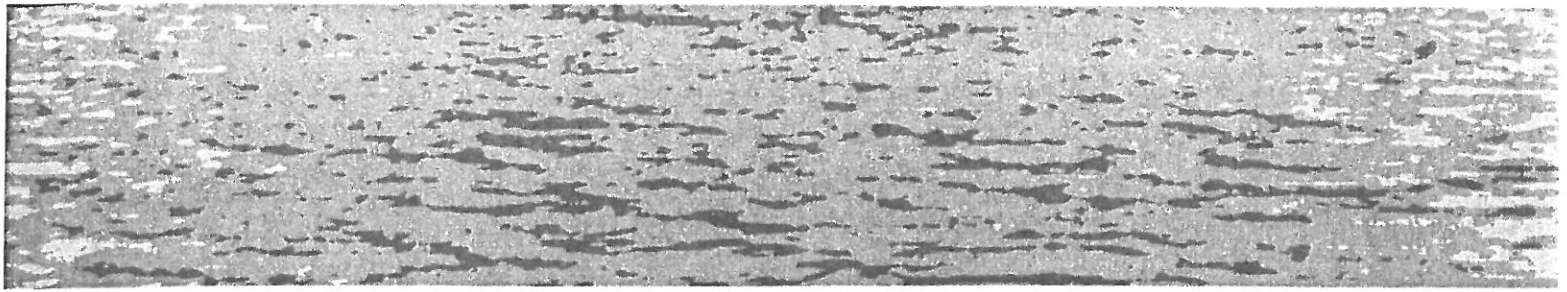
Women contribute to the growth of our economy as workers, taxpayers, and volunteers. Female entrepreneurship is a significant economic development opportunity. Women have a higher survival rate for businesses than men. Women-led businesses have thrived in craft and service industries that fill an important niche in our economy. Gender inclusive analysis can help government identify potential partnership opportunities and determine the type of support needed to increase women's involvement in all economic sectors.

*Inuit women are the custodians of Inuit culture and the primary caretakers of Inuit children. The profound commitment on the part of women to preserve their language and their culture comes out most strongly in the discussion of child rearing. They see the benefits of providing their children with a good education and have accepted the fact that a great deal of time is spent in school, but equally, they see the need to pass on the language, values, and traditions of Inuit society.*

*(Pauktuutit, 1991, p. 21)*

*One method of promoting fiscal stability, while maintaining or reducing the level of taxation, is to have more tax contributors. "Through gender analysis, it is possible to better understand and diminish the obstacles that impede women's participation in the labour force."*

*(N.S. Advisory Council on the Status of Women, 1996, p.3).*



*Investing in People – the economy and spirit of this province will be strong only if the people are strong.*

(Social Policy Advisory Committee, 1997).

*In the public sector, as much as in the private, the heightened focus on service and results supports movement away from monolithic, bureaucratic structures to more flexible and responsive forms of organization. Ideally, governments will work efficiently and effectively to meet the needs of their citizens, within a context of wider democratization and citizen involvement*

(Dechman & Neumann, March 1998, p.1).

## Social Benefits

Women and their children comprise a large portion of the province's poor. Women are usually the primary caregivers within families and contribute greatly to their communities in paid and unpaid work. A heightened awareness and sensitivity to the diverse needs and concerns of women can reduce the risks of further marginalization and enhance the well-being of women and their children.

## Responsive Government

'Best practices' of government means following procedures that produce desirable results. Paying attention to the needs of women in policy and program development is another step in helping women achieve full participation and reach equal status in society. Because gender inclusive analysis helps identify any negative impact the policy might have on women, it leads to more *effective* public policy – 'doing the right thing'. As well, it enhances *efficiency* by avoiding possible mistakes which consume much time and energy – 'doing things right' (Dechman and Neumann, 1998). Gender inclusive analysis does not offer instant solutions, but is a different way of doing policy and program work that is in keeping with today's challenges and is very much on the leading edge of policy formation.

There are many approaches to analyzing and developing policy and programs. Conducting good quality policy and program work usually requires following a sequence of stages or steps. For many people applying these steps is a regular part of their routine work but may not be clearly articulated or documented. This guide uses six steps that can be followed sequentially, and/or revisited with the emergence of new information or perspectives:

**what is the  
policy/  
program  
development  
cycle?**

STEP 1: Identify the Issue

STEP 2: Define Desired Goals and Outcomes

STEP 3: Research and Consultation

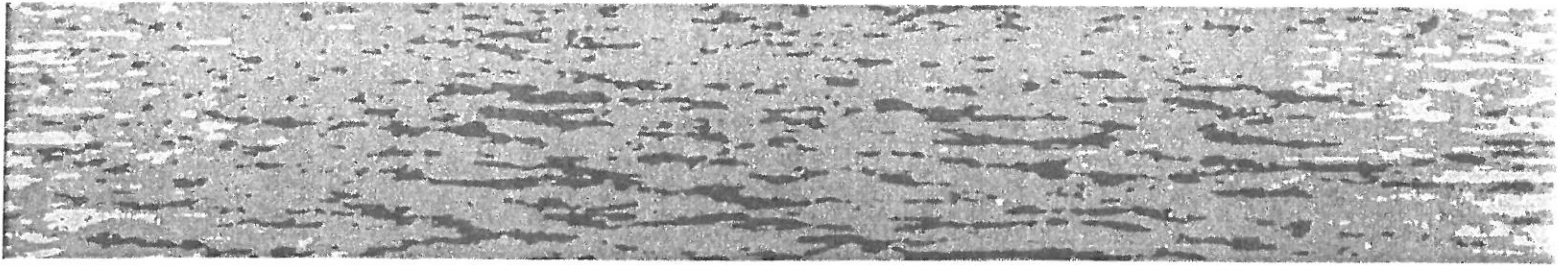
STEP 4: Analyze Options and Make Recommendations

STEP 5: Communicate the Policy/Program Decision

STEP 6: Implement and Evaluate the Policy/Program

There is a series of questions and a case example included with each step. The questions are intended to help guide the process but are not exhaustive; other questions might be more relevant or some may not be necessary. The examples, which aim to illustrate the key components in the step, are based on current and relevant policy and program areas. Some of the examples are hypothetical.

<sup>1</sup>This section has been adapted from guides produced by the British Columbia Ministry of Women's Equality, Status of Women, and Ministry of Women's Affairs in New Zealand.



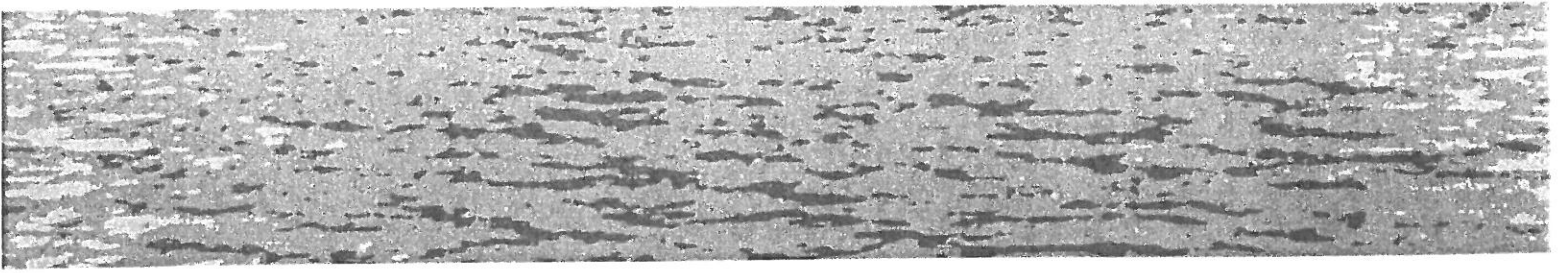
**how gender  
and diversity  
fit into the  
cycle.**

Gender and diversity need to be included as an integral part of the whole policy and program cycle, not simply an add-on at the end of the process. In some cases gender issues may appear central, such as the examination of child care policy. In others, the gender implications may not be obvious at first glance but may emerge later in the policy cycle. For example, rent increases to low rental housing units may appear to have a similar impact on all renters who are recognizably low income. However, in examining the data it becomes clear that a significant percentage of residents are elderly women who are on fixed income and will be particularly impacted upon by this change. As well, they are a group of people who are not highly visible and their input may be overlooked.

**the  
importance  
of value  
clarification  
and  
responding  
to our gender  
and cultural  
biases.**

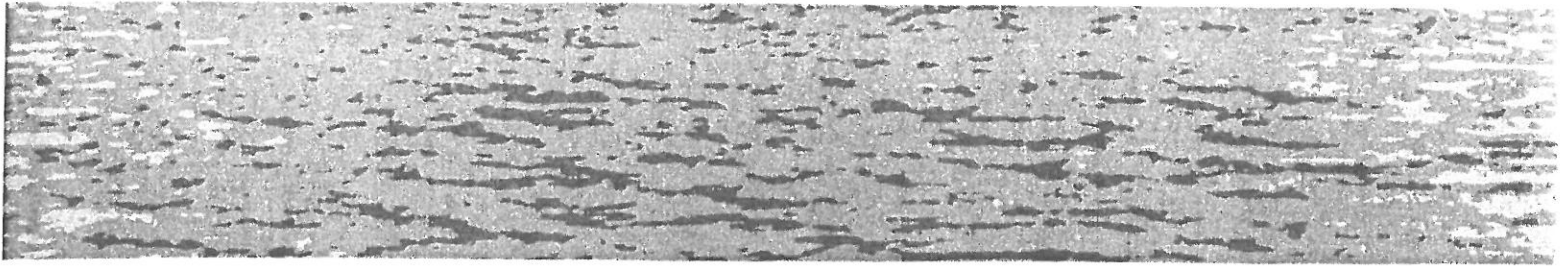
We all have values and life experiences that have shaped our views of what is important in analyzing and developing policy and programs. These experiences can be a valuable source of knowledge in helping us understand certain issues but may also bias our perspective and actions. Bias means making a pre-judgement about a person or situation based in the absence of information or factual evidence. We all have acquired some biases and it is important to understand how they might get in the way of fair and equal treatment of particular groups or individuals.

Because biases or prejudices are learned they can be unlearned. For example, in our society, there has long been a bias toward women drivers. This view has been changing though as statistics show that young men, in particular, have more accidents. Based on these figures, insurance companies consider young males as a higher risk group than young females and set rates accordingly.



You can add a balanced and comprehensive quality to policy by sharpening your awareness of your values and perceptions. This process, known as value clarification, involves asking such questions as:

- \* How do my values and experiences influence my thinking on this issue?
- \* In what way might these views cloud my vision or prevent me from asking questions and hearing answers?
- \* How do values – my own, those of the system, and those of society – limit the range of policy options offered?
- \* How can I ensure that the policy options consider and reflect the broad range of values and experiences of the people that government represents?



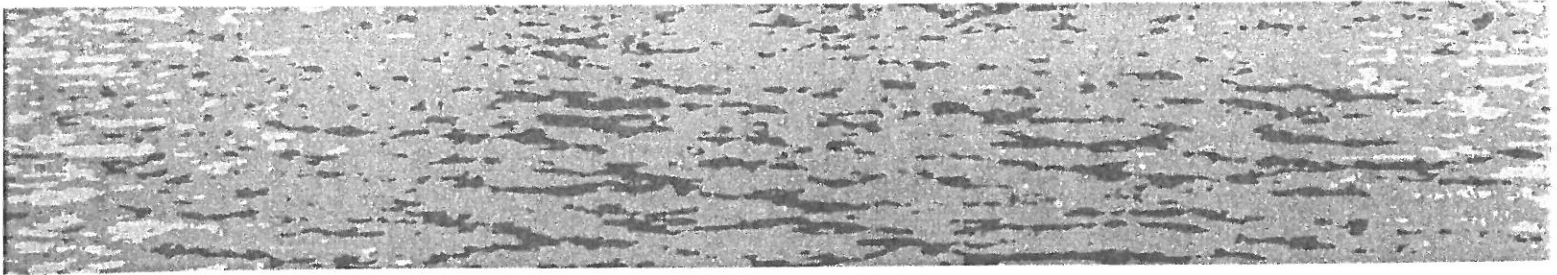
## the policy/ program development cycle

### step 1 identify the issues

Policies/programs generally respond to an issue or need identified within government or the community. This stage involves determining the nature, scope and importance of the issue for the people affected within the context of the current policy environment that warranted placing it on the agenda. It is a critical stage because how you see and define the issue can affect your analysis and response throughout the policy/program development cycle.

#### questions to ask

1. What is the issue(s)?
  - \* Examine how your own gender, experiences, values, beliefs, assumptions and circumstances affect your understanding of the issue.
2. Who says it is an issue(s)?
  - \* Examine the groups that are most likely to be affected by the issue so that the diverse and different experiences of women and men are taken into account.
3. What factors are influencing this issue(s)?
  - \* Consider how factors such as age, sexual orientation, colour, race, ethnicity, ability/disability, and socio-economic status may modify the different experiences of women and men.
4. Is there a history with this issue(s) and if so how might that influence the current situation? Why has it become an issue for the people at this time?
  - \* Consider past major events such as the Ocean Ranger disaster or political decisions such as the cod moratorium. Have such events precipitated the issue?



- \* Consider any factors that may be considered root causes, such as an unequal distribution of resources. Have they perpetuated the issue?
5. Does this issue(s) require further action and if so what are the next steps?
- \* Seek the input of both women and men and others who have a vested interest in the issue.
  - \* Consult with researchers and policy analysts (such as the Women's Policy Office) who can provide guidance on the gender/diverse components.

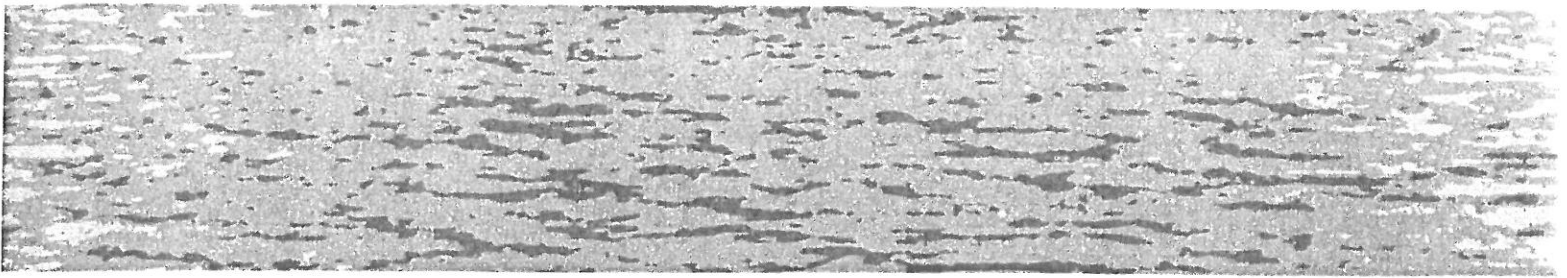
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#### case example

##### Employment in Resource-based Industries

High unemployment is a critical issue in Newfoundland and Labrador. Major potential for work exists in resource-based industries with Hibernia and other oil and gas projects, Voisey's Bay and other mining operations, and hydro-electric power projects. Many groups are lobbying government to ensure they will benefit from such projects. People want to ensure that jobs go to Newfoundlanders and Labradorians. Women's groups are among those who want to be included and consulted with respect to employment opportunities. Aboriginal groups have a stake in securing jobs with Voisey's Bay.

The issue is the need for a human resources development plan for resource-based industries that gives consideration to the diverse needs of the people of our province.



## considerations

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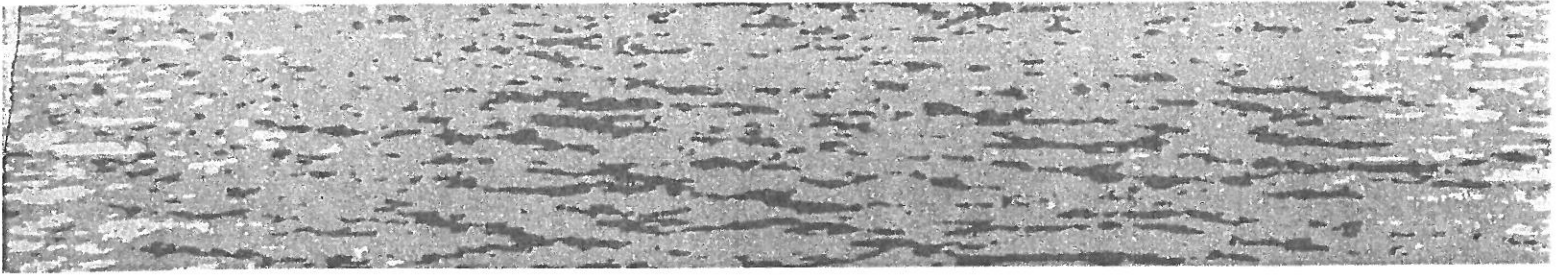
There are possible biases that could influence which groups of people receive priority for work. For example, some sectors of society believe that men should be granted first choice for jobs in the resource industries because they have families to support financially and the type of work is more suited to males.

There are key gender factors to consider:

- \* The statistics show a major gap between women's and men's income in the province and that female lone parents have the highest incidence of low income of all family types in the province.
- \* Women have been seriously underrepresented in the natural resource sectors and yet many women are very interested in and capable of performing in these fields.
- \* "There are barriers which limit the degree to which women interested in construction work engage in and complete appropriate training; seek, are hired for, and are integrated into the labour force" (Grzetic, et.al. 1996).
- \* Aboriginal women have special concerns regarding their participation in Voisey's Bay development.

There is a history that is also important to consider:

- \* In the 1985 Federal/Provincial Atlantic Accord, Newfoundlanders received preference for employment (and project-related training) on the Hibernia project (Grzetic, et.al. 1996).
- \* Equitable hiring policies and initiatives were put in place through the HRDC Designated Groups Policy and NODECO'S Equitable Hiring Policy.

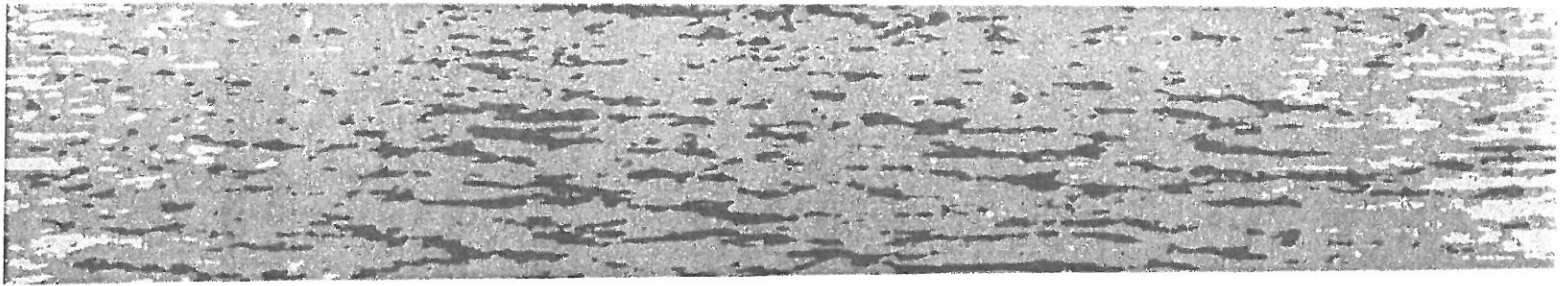


- \* A Special Project Agreement enabled construction trade unions to have control over training and referral to work on the site, "despite strong indications that many of these unions had been unwelcoming to women in the past" (Grzetic, et.al. 1996, p. 47).
- \* As a result women were poorly represented in both training and total workforce figures. For example, at its peak 200 women (4% of the total workforce) worked on the Hibernia Construction Site, mainly in clerk and camp attendant positions (Grzetic, 1998, p.18).

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#### action

- \* You articulate the need for a human resources development plan with consideration to the participation of women in resource industries as clearly an issue for government.
- \* You contact Women in Trades and Technology (WITT), the Women's Policy Office, the Provincial Advisory Council on the Status of Women and the Labrador and Aboriginal Affairs Secretariat to begin discussions on how to address the issue.

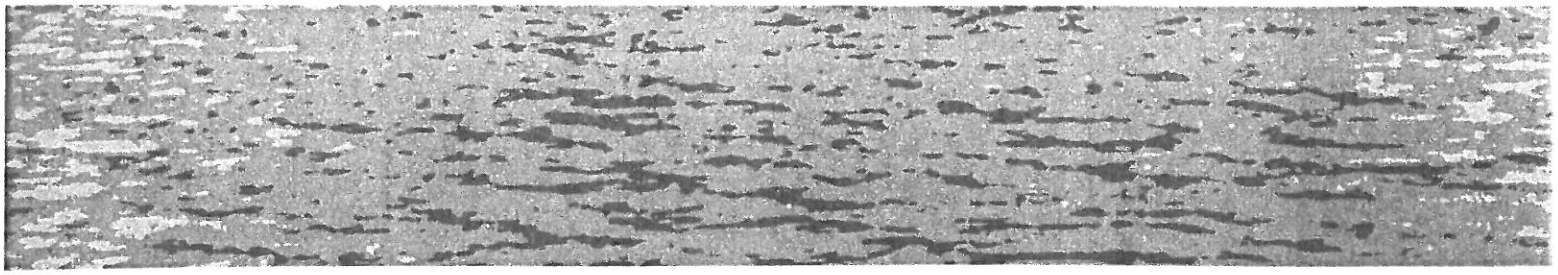


## **step 2** **define desired goals and outcomes**

Once you have defined the issue(s) and determined that action is desirable and possible you will begin the process of identifying desired goals and outcomes for a policy/program to address the issue(s). In a results-based planning approach this is really the first step in the cycle. A clear path or direction is charted and any issues that arise are considered in relation to the desired goals and outcomes. An analysis of both intended and unintended outcomes also considers the degree to which the policy can meet or hinder other policies or government objectives. The tasks involve setting outcome indicators, establishing monitoring processes for accountability, and identifying partners in defining outcomes. It is at this stage that you begin to design the evaluation process, an important part of ensuring accountability for the results.

### **questions to ask**

1. Who is the policy/program intended to benefit?
  - \* Consider whether some groups of women will be more impacted than other groups.
2. What goals and outcomes does government want to achieve with this policy/program?
  - \* Analyze the expectations for outcomes (from government, the public, other stakeholders) to ensure they take into account both women and men, and they do not unintentionally incorporate existing stereotypes or biases.
3. How do your goals and desired outcomes fit with other government values, goals or policy directions?
  - \* Consider the 'big picture', for example, strategic plans developed by government.



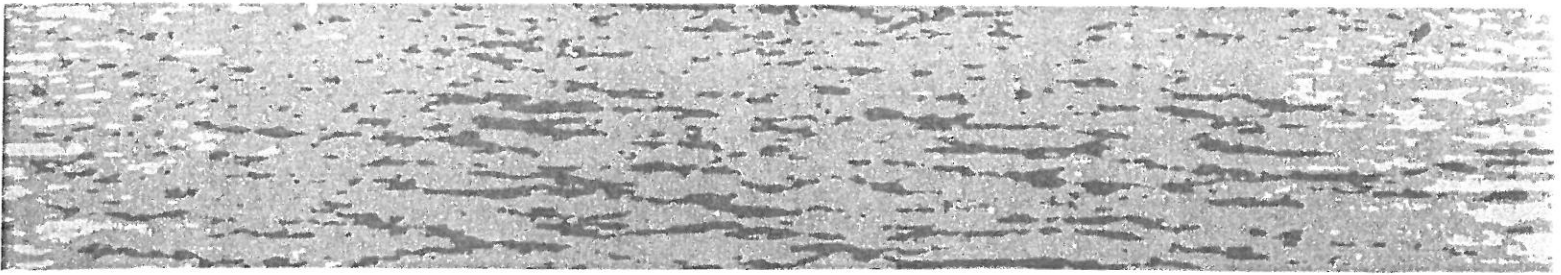
- \* Determine how established outcomes could break down societal barriers or ameliorate current inequitable situations between women and men.
4. What outcome indicators should be identified?
    - \* Consider that multiple indicators may need to be identified to take into account the effects of gender and/or other aspects of diversity on policy implementation.
  5. What monitoring and accountability processes are needed to support the attainment of goals and outcomes?
    - \* Consider that different measures may be required for outcomes to be equitable for both women and men (identical treatment does not necessarily assure equality).
  6. What factors/forces could contribute/detract from the outcomes?
    - \* Consider gender-specific factors that could modify the possibilities of achieving the outcomes; for example, pregnancy, harassment in the workplace, lack of child care, care-giving for elders.
    - \* Consider possible negative outcomes that could be mitigated.

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#### case example

##### Employment Support Program for People on Social Assistance

You have been asked by your department to design a program for people on social assistance to promote basic skills training and job search skills. The ultimate goal of government is to foster the independence of people on social assistance.



## considerations

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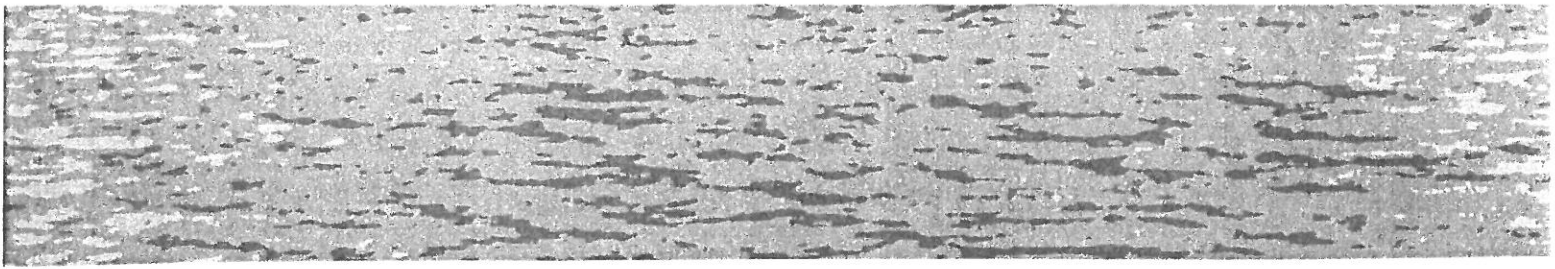
You may want to determine:

- \* Who the groups of people are that will most likely benefit from the program. You know that women who are lone parents comprise a large percentage of the people on social assistance.
- \* What government expects to achieve in the short term to realize the long term goal. For example, what percentage of people can be expected to be employable at the end of the training?
- \* How this initiative fits with other commitments to reduce unemployment.
- \* What success will look like, for example, enrollment and completion rates. Are there also qualitative measures that must be considered, such as increases in self-esteem and independence?
- \* What issues or factors may impede participation in the program, such as lack of available child care and transportation.
- \* What incentives may improve participation in the program, such as flexible hours and work placement time.
- \* What methods will be used to monitor and evaluate the program.

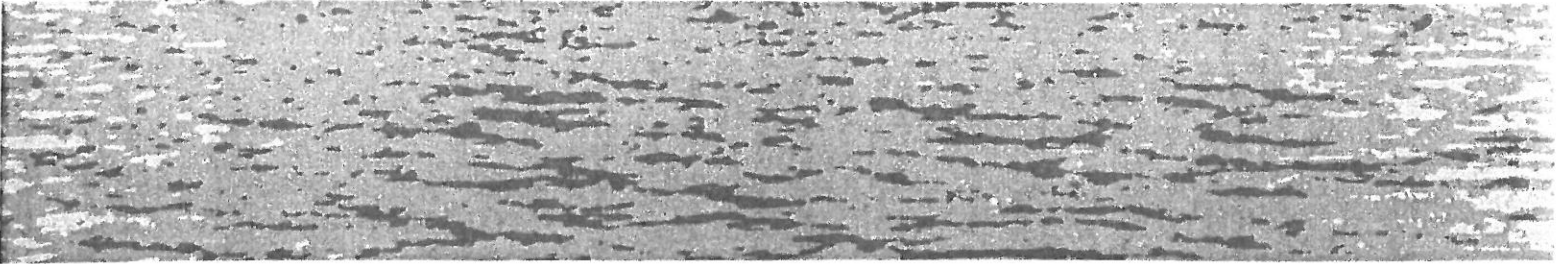
## action

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- \* Examine the demographics of the people on social assistance. You may want to look more closely at statistics related to gender, age, numbers of children, age of children, education levels, and work history.



- \* Establish criteria for selection of target groups such as level of interest and readiness. For example, women with infants may not be a prime target group at this time.
- \* Document factors that may impede or support participation. You may want to conduct further research on these factors (see next step).
- \* Establish outcomes for the program based on government priorities, policy directions, and public concerns. For example, the Consultation on the Strategic Social Plan identified particular needs regarding training.
- \* Establish outcome indicators that will demonstrate when success has been achieved. You may want to set different indicators related to the participation of women and that of men that takes into account their distinct roles, responsibilities and life circumstances. For example, for women who are single parents, an indicator of success may be the security of child care arrangements so they can participate fully in the training and be available for subsequent work.
- \* Establish a system for monitoring the program to ensure the outcomes are being met. You may want to build in a form of direct feedback from participants to track how they are viewing the program and to assess if there are any particular barriers for either the women or the men.



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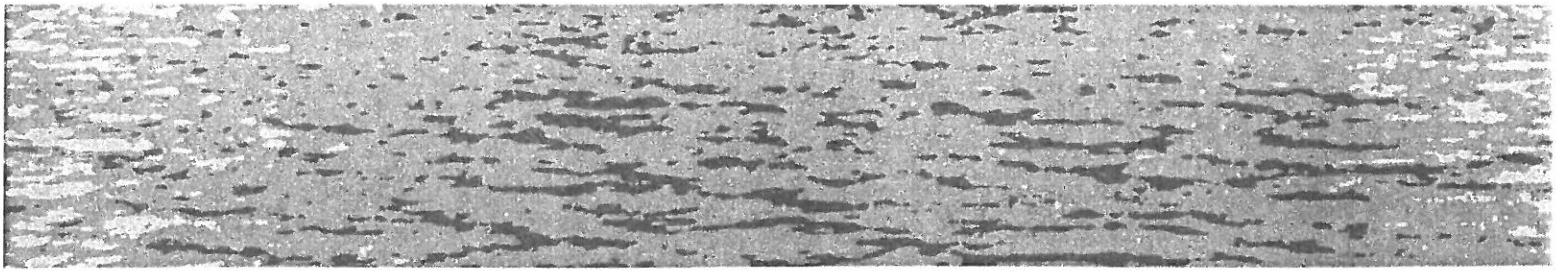
### **step 3** research and consultation

This step looks at what knowledge is needed to inform the decision making process. It also helps you to refine the goals and outcomes you developed in Step 2. Available and relevant data sources, and partners in data gathering and analysis are identified.

#### **questions to ask**

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1. What information is required to ensure that all perspectives will be taken into consideration? What are the research questions and who determines them?
  - \* Request information from community-based organizations. The Women's Policy Office maintains mailing lists of women's organizations in the province.
2. What is the analysis seeking to determine?
  - \* Consider for example: cost/benefit, social impact, effect on government priorities.
3. Is the available information sufficient and appropriate to define the policy/program? Do you need to generate primary data?
  - \* Break data down by gender – including data on aboriginal people, people with disabilities, visible minorities, and any other affected groups.
  - \* If you cannot locate gender-specific data, seek information in the form of case experience or administrative data.
4. Who will be partners in information gathering/provision? How will you ensure these partners are able to participate fully?
  - \* When seeking the input of community groups, take their operational realities into account – women's organizations



generally have limited funds, rely almost entirely on volunteers, and often reach decisions by consensus.

5. What information sources are available?

- \* For example, consider guides by Status of Women Canada and the Women's Policy Office on statistics sources and statistical compendiums (listed in the reference section).

6. Is the scope and nature of the research design appropriate for this policy/program issue? What methodologies will be used?

- \* Determine whether the research approach is sensitive to such factors as gender, age, culture and education level. For example, including qualitative methods with quantitative will enable people to describe their experiences in their own words and help identify issues of gender and diversity.
- \* Construct your design to allow for the collection of disaggregated data.

7. What type of analysis of the data will be done?

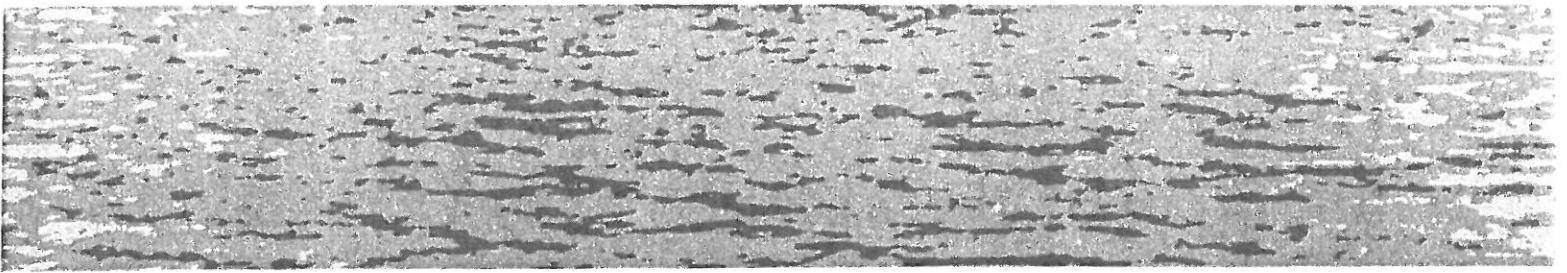
- \* Consider consulting with appropriate community groups to check on your interpretation/analysis of the data.

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**case example**

**Aquaculture Farm**

You have been asked by your department to do a review of an aquaculture farm for a region of the province hard hit by the cod moratorium to determine its feasibility as an economic diversification project.



## considerations

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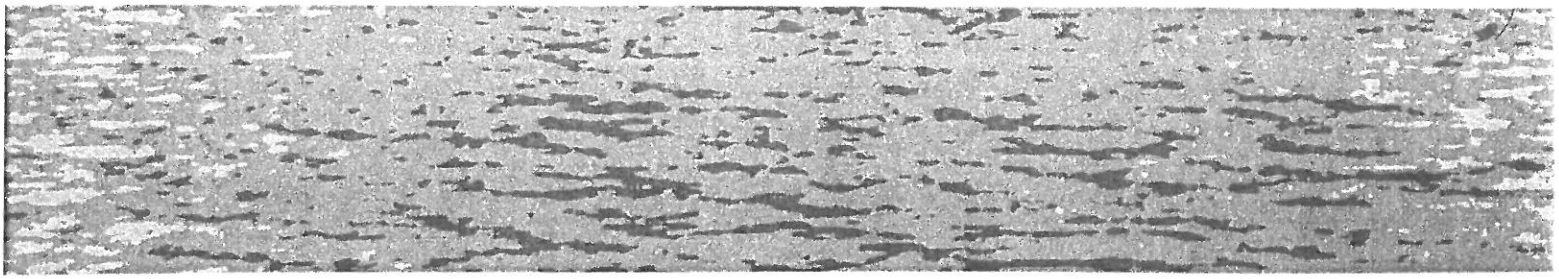
You may want to:

- \* Examine the gender breakdown of displaced workers in that region due to the cod moratorium. You know that a major fish plant closed down and many of the workers were women.
- \* Determine to what extent environmental impacts have been assessed.
- \* Assess how many and what types of jobs will be generated from the venture and whether people currently unemployed in the region will benefit.
- \* Assess the training needs of people to assist with the transition to a new industry. Are there any unique needs for women?

## action

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- \* Conduct a data analysis of the region: number of people unemployed; number of people displaced from the fishery; demographics including age, gender, and level of education.
- \* Conduct an analysis of the proposal to determine if environmental requirements have been addressed.
- \* Conduct an analysis of cost effectiveness to determine benefits to the region such as number of jobs created, and regional economic development.
- \* Consult with local groups such as the regional economic zonal board to determine whether studies have been conducted regarding the economic viability of aquaculture farming in the region.
- \* Consult with local groups such as women's groups, unions to determine training needs to make the transition to the new industry.



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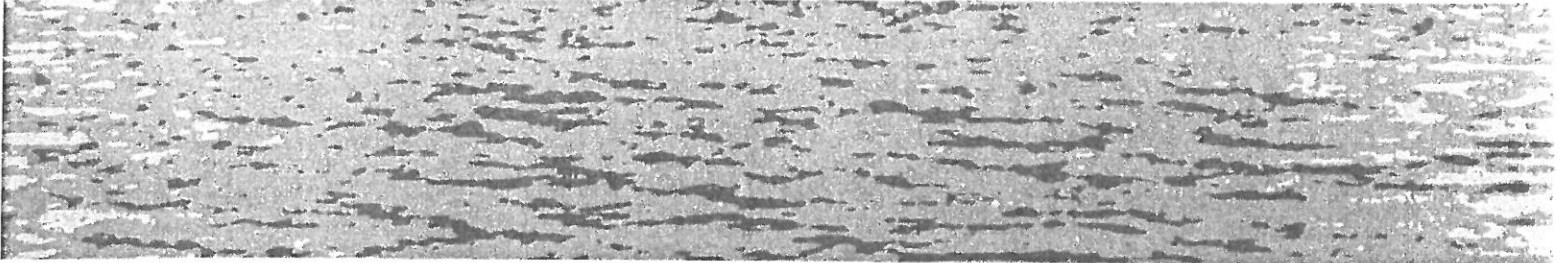
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| <b>step 4</b> | <b>analyze options and make recommendations</b> |
|---------------|-------------------------------------------------|

At this stage, you will develop and refine policy/program options and or define factors indicated by the research results. The relationship of options to, and their impact on, existing policies, programs and legislation are also studied. The recommendation of options is often a collaborative effort and sometimes draws directly on public input and consultation. Implications and outcomes of options are identified and analyzed including requirements for implementation. The recommendation is presented in terms of its favourable and unfavourable impacts ('pros' and 'cons').

---

**questions to ask**

1. What options are indicated by the data/information/research? How are the options directly related to the desired outcomes previously identified (see Step 2)?
  - \* Seek the perspectives of both women and men in analyzing the options and assessing their costs, benefits, acceptability and practicality.
  - \* Include gender-specific measures in each option.
2. How do each of the options help or hinder existing policies, programs or legislation?
  - \* Consider how each option may benefit or disadvantage both women and men and whether it reinforces, challenges or addresses factors which limit opportunities of women and diverse groups. For example are the options in keeping with a gender equity policy and other impact analyses such as environmental.
  - \* Consider what factors could positively or negatively impact implementation.



3. What are the direct and/or indirect implications of each option? Could there be unintended outcomes if that option were chosen?

- \* Identify the consequences of not adopting gender-inclusive options for government and for women and diverse groups for both the short and long term.

4. Who would implement each option and what resources are required?

- \* Determine how any differential consequences based on gender, and their social and economic costs, will be communicated to decision-makers.

- \* Outline methods to ensure that the policy is implemented in an equitable manner taking gender and diversity into account.

5. On what basis will the recommendation(s) be made and who will be involved in choosing the option recommended?

- \* Explain the consequences of the recommended option in relation to government's commitment to gender equity, and other strategic objectives of government.

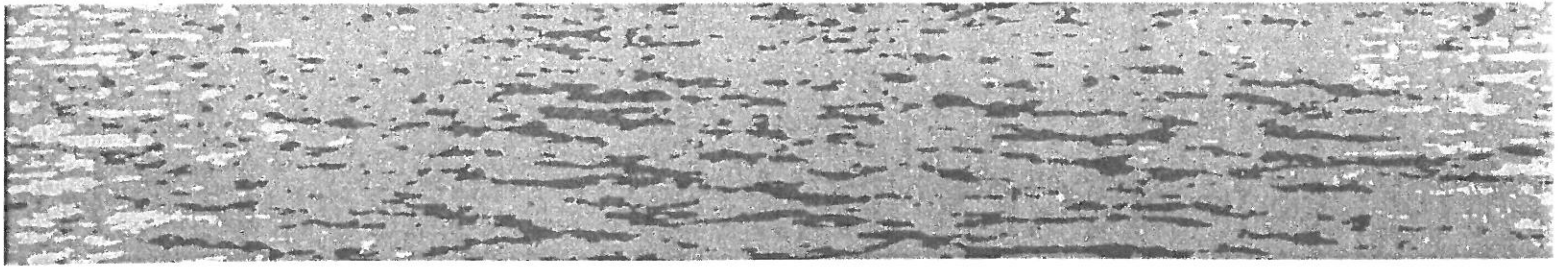
6. What are the underlying assumptions and values implicit in the option being recommended?

- \* Include gender equity as a key element in weighing and recommending options – not simply as an 'add-on'.

7. Is the recommended option free from unintended outcomes and/or restraints (legal, economic, social, cultural, environmental, etc.)?

- \* Identify any legal, economic, social or cultural constraints to gender-equitable participation and propose mitigating measures.

- \* Consider aspects of the policy environment (fiscal, government strategic priorities, other policies, current public opinion, government commitments, etc.) that might impinge on the recommendation.



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## case example

### Canada Pension Plan

You have been asked by your department to do a review of the Canada Pension Plan to determine options for reform.

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## considerations

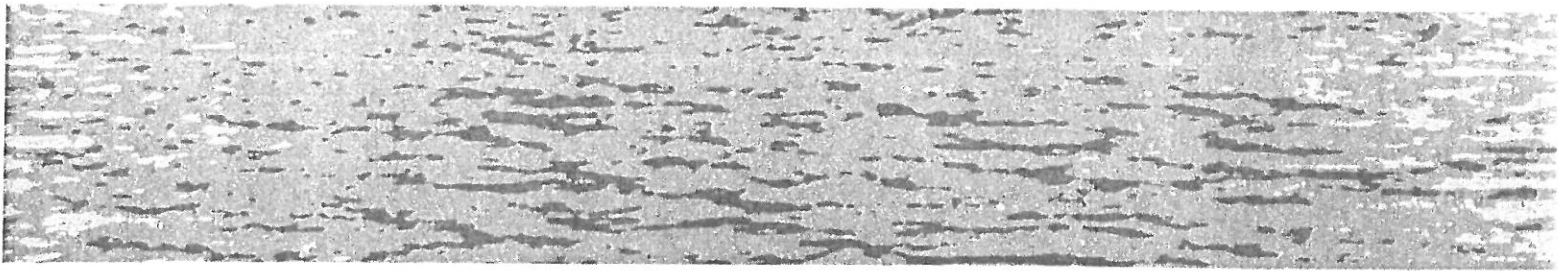
You will want to review and highlight the special importance of the CPP to women in relation to labour market, family and demographic issues. For example:

- \* Women are more likely than men to work in 'non-standard' jobs such as part-time work, temporary work or be self-employed.
- \* Women are less likely to contribute to RRSP's. RRSP's are tax deductible and therefore of more benefit to higher income earners.
- \* Women have more access to their husband's CPP benefits than is possible in most private pension plans.
- \* Women have a longer life expectancy than men.
- \* The CPP has many features that make it advantageous to women such as its coverage of all workers in all sectors, portability, being fully indexed to inflation, and sharing between spouses at retirement, divorce or death.

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## action

- \* You review the data from the research and document the factors of special consideration to women.
- \* You conduct an analysis of each of the proposed options to determine the general impact, impact on costs, as well, as the impact on women.



- \* You consult with women's groups and seniors to gain their input on the proposed options and others that may offer improvements for women.
- \* You examine the options within the current policy environment including: relation to government's commitment to gender equity and other strategic objectives, other policies and priorities, and public opinion.
- \* You make a recommendation based on the results of your research and analysis.

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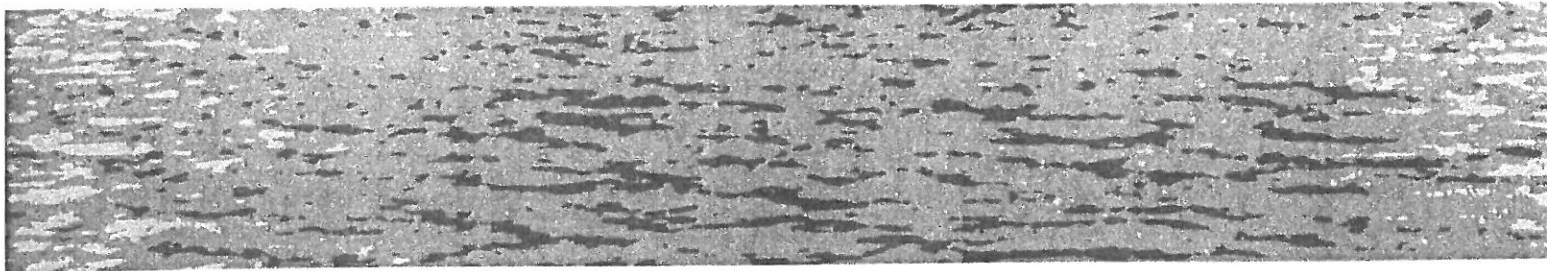
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| <b>step 5</b> | <b>communicate the policy/ program</b> |
|---------------|----------------------------------------|

The participation and acknowledgement of partners and consulting groups can be a key part of communicating policies inside government and to the public. Timing, choice of media, language, and public involvement are important to ensure that government intent and the impacts of the policy, program and legislation are understood. The way the recommended policy/program is communicated can play a significant role in its acceptance and implementation.

**questions to ask**

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1. What is the message you want to communicate and to whom?
  - \* Highlight the gender implications of the policy/program in your communications products.
2. How will the policy be communicated? What information will be given to whom? How?



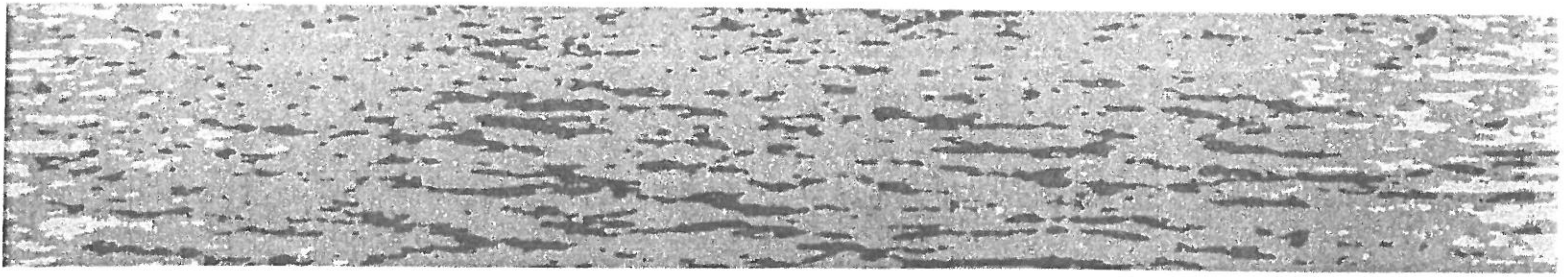
- \* Use gender-inclusive language, images and examples in all materials developed to communicate policies/programs.
  - \* Distribute communication materials in an appropriate format (language, braille, tape). Plain language is an important consideration for people with low literacy skills.
3. What measures will be taken to communicate the policy, program and legislation to those who participated in its development and to those who will be affected by it?
- \* Use communication strategies that will reach women and men, including women and men from equity groups. Consider involving equality-seeking organizations in the communication of policies/programs.
  - \* Acknowledge the participation and contributions of both men and women in the policy/program development and analysis process.

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#### case example

##### Provincial Strategy Against Violence

You have played a lead role in the development of a comprehensive provincial strategy to address violence against women, children, elderly, and dependent adults. The research process involved the active participation of these key target groups. They have not seen the final report. Many of their recommendations were taken into consideration although the budget may fall short of expectations. It is now time to publicly release the report and policy directions for the strategy.



## considerations

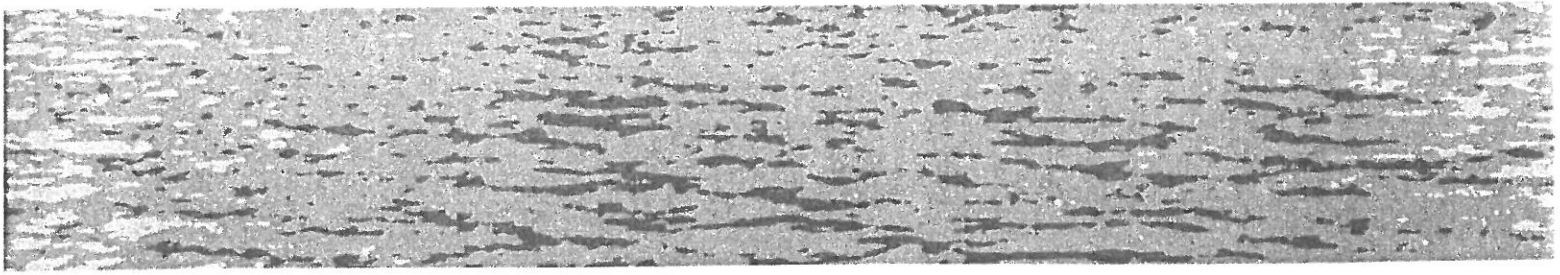
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- \* The groups who actively participated and gave so generously of their time may want special consideration and recognition.
- \* A number of people with a visual disability took part in the consultation process and requested the results in braille and audio tape.
- \* A number of young women in one community raised concerns during the research phase that not enough attention was being given to the needs of youth.
- \* At some of the consultations men were very vocal that the problem was more than a women's issue and expressed genuine desire to play an active role in prevention strategies.

## action

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- \* You hold a press conference and invite participating groups and ensure copies of the report are available for them.
- \* You have available a copy of the report in braille and audio tape and notify the Canadian National Institute for the Blind and the Consumer Organization for the Disabled of its availability.
- \* You ensure that the interested youth group is notified.
- \* In your message to the public you express clearly that it is women who are most vulnerable to violence and you recognize other vulnerable groups.
- \* You commend the work of women's groups in bringing the issue forward.
- \* You discuss the importance of involving youth in seeking solutions.



- \* You acknowledge that men have an instrumental role in finding solutions and encourage their participation.

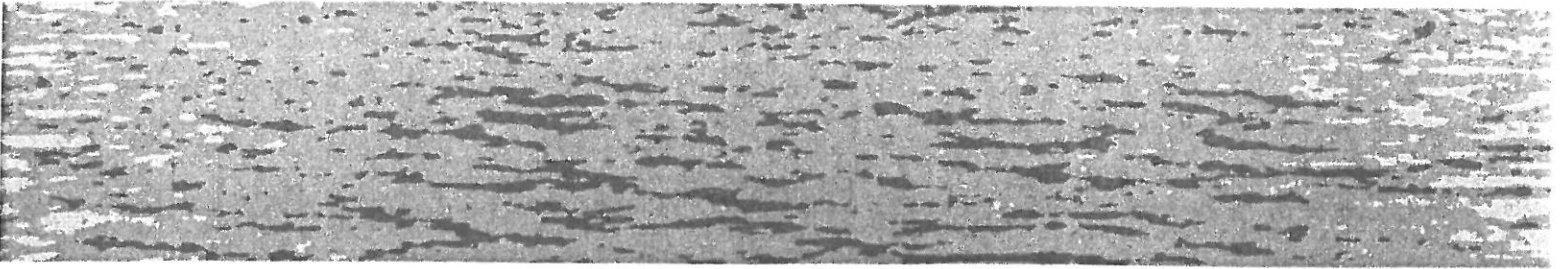
## **step 6** **implement and evaluate the policy/ program**

At the implementation stage it is critical that the key elements of the policy decision are maintained. On-going evaluation (process) will help to determine how well the policies and programs are attaining their goals and provide opportunities to make improvements. Evaluation (outcome) is also important to ensure accountability for results. Gender inclusive program evaluation provides information and techniques which help you design, implement, and interpret evaluations in a manner which improves awareness of the implications for targeted groups of the policies and programs under consideration.

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### **questions to ask**

1. How will you ensure the key elements of the policy decision are maintained?
  - \* Consider the factors from the gender inclusive analysis during implementation.
2. How will you know the impacts and effects of your policy/program?
  - \* Create a plan to monitor and evaluate the impact of your policy/program that includes provisions for on-going consultation and enables opportunities to make changes based on this input.
3. Who needs to know the results and when?
  - \* For example, are the results necessary to determine changes in policy or program decisions and what is the time frame for the decision making?

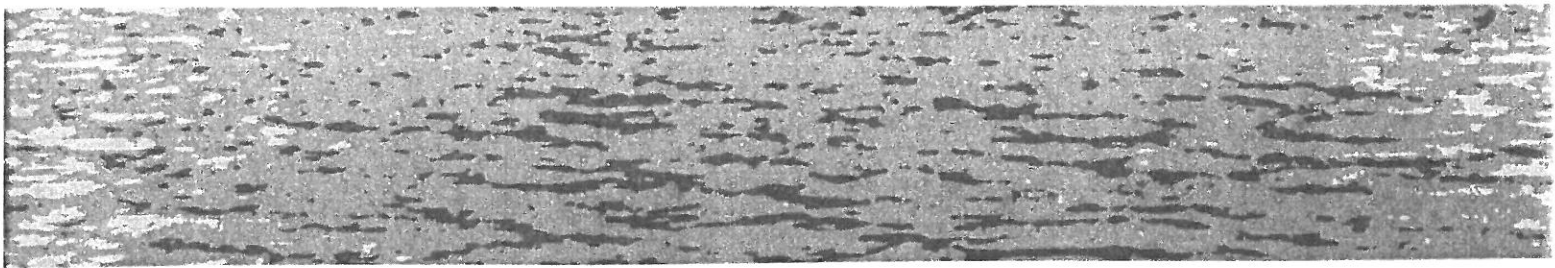
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4. What resources are available to conduct the evaluation? Will it be internal/external or both?
    - \* Include the target groups in the design and implementation of your evaluation research.
  5. Who will establish the criteria including the indicators, data sources and measures? See Step 2.
    - \* Consider the factors that may influence your design such as gender, age, culture, and education level.
    - \* Determine whether the research approach is sensitive to these factors. For example, including qualitative methods with quantitative will enable people to describe their experiences in their own words and help identify issues of gender and diversity.
    - \* Construct your design to allow for the collection of disaggregated data.
  6. Who will report it and how?
    - \* For example, will the policy/program be transparent and easily understood by the public?
  7. How will the evaluation results/recommendations get translated into action?
    - \* For example, how will recommended changes to a program be implemented?

#### case example

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##### Participation of Women on Regional Economic Development Boards

The Province of Newfoundland and Labrador began a process of implementing the development of twenty zones of economic planning. One of the established outcomes was to “ensure approximately equal representation of males and females on all boards in the zones” (Women’s Policy Office, 1996, p.1). It was agreed prior to implementation that an evaluation would be done to assess progress in this area.

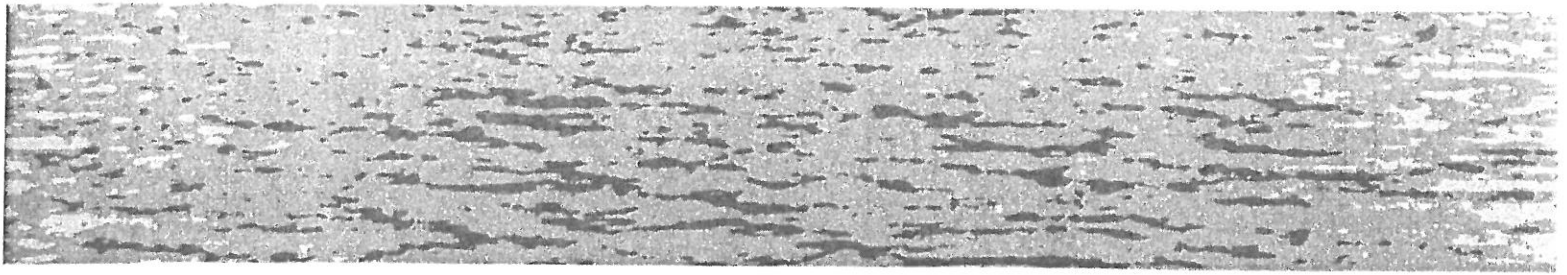


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## considerations

You may want to:

- \* Establish an agreed upon targeted participation rate for women; for example 45% to 50%.
- \* Conduct on-going monitoring in all regions of the province to determine participation rates by gender.
- \* Determine a mechanism for consultation that allows opportunities to assess progress and develop strategies for improvement.
- \* Establish a system for data collection that includes demographic factors such as age and ethnic background of women participating.
- \* Establish success indicators that are qualitative to gain a complete analysis of women's participation (for example, ability to express their views).
- \* Determine to what extent women's participation on the board is moving toward realizing the long range goal of participation of women in regional economic life. For example, does the Regional Economic Development Board's Strategic Plan include gender diversity considerations?



## action

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- \* You hire a researcher to conduct:
  - 1) focus groups with a sample of women from the Boards to discuss their experiences regarding participation;
  - 2) interviews with chairs/managers of the boards to look at their strategies/approaches to solicit women's participation; and
  - 3) a review of strategic plans to examine gender diversity considerations.
- \* You request an analysis of the data on representation to determine the composition with respect to diversity.
- \* You establish a plan for reporting results to ensure meaningful feedback to government, boards, women's groups, and other interested community groups regarding progress to date and recommended improvements.

**gender-disaggregated data:** Data divided and categorized according to gender. In most cases this means that data will be shown for male and female respondents. As well, disaggregation by age, ethnicity, and socio-economic grouping, and other categories may be desirable.

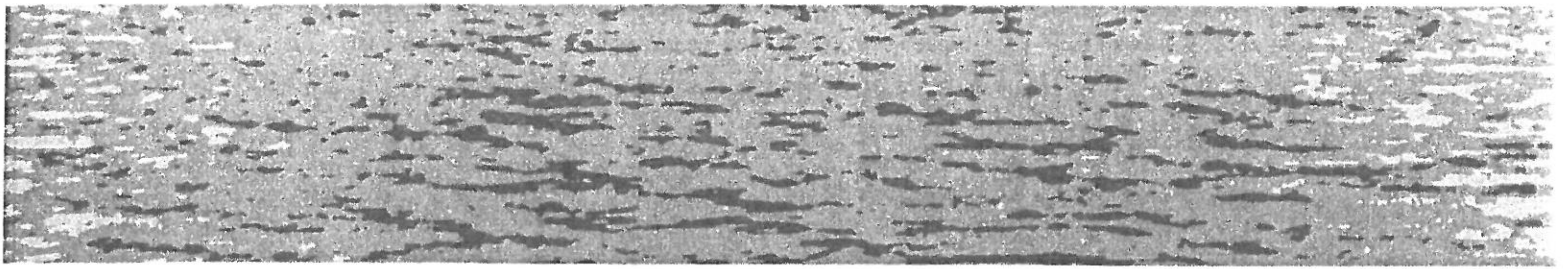
**gender vs. sex:** Sex refers to the biological differences between women and men. Gender refers to the the socially constructed roles and responsibilities of women and men. The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviours of women and men (what it means to be feminine and masculine). These expectations vary across time, economies and societies.

**gender inclusive analysis:** recognizes that to the extent a policy has an impact on people, it will very likely have different impacts on women and men because they have different roles in society and different life experiences. Gender-inclusive analysis identifies differences arising out of the gender division of labour, and out of unequal access to power and resources, and assumes that these differences can be changed.

**gender neutral analysis:** assumes that all people are affected by policies/programs in the same way or that there is a neutral impact on people as a result of a policy/program. Gender-neutral analysis does not necessarily result in equitable outcomes for women and men. If you adopt a gender-neutral approach to policy/program development, you may unintentionally perpetuate existing inequities in the lives of men and women.

**gender equality:** the concept of equality has evolved over time. Initially, gender equality focused on rights, and meant treating everyone the same, regardless of their individual or group circumstances ("gender neutral" approaches). Over time, gender equality has evolved to reflect a concern for arriving at equitable outcomes for women and men and rather than treating women and men as if they are the same.

<sup>2</sup>This section has been adopted in part from the guide "Gender Lens" by the British Columbia Ministry of Women's Equality.



**gender equality indicators:** indicators point out directions for action and are important 'signposts' for tracking progress. Gender equality indicators provide a composite measure of women's advancement toward the goal of economic and social equality. For example, the total workload index (in the "Economic Gender Equality Indicators") combines different types of economic activity including paid and unpaid work.

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

**quantitative versus qualitative research:** Quantitative research limits data collection to certain predetermined responses or analysis categories based on a standardized framework. For example, the experiences of people in programs and the key variables that describe program settings are fit into standardized categories to which numerical values are then attached. By contrast, the researcher using a qualitative approach seeks to capture people's experiences in their own words. Methods such as focus groups and open ended questions aim to understand people's views in some depth.

**systemic discrimination:** is caused by policies and practices that are built into systems that have the effect of excluding women and other groups and/or assigning them to subordinate roles and positions in society. Often a mixture of intentional and unintentional discrimination is involved. Although discrimination may not exclude all members of a group, it will have a more serious effect on one group than on others. The remedy often requires affirmative measures to change systems. Employment equity policies are an example of attempts to address systemic discrimination against women, aboriginal people, visible minorities and people with disabilities.

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The following resources were used in the development of the guide. Most documents are available in the library at the Women's Policy Office. As well, many other relevant materials are also available for further research.

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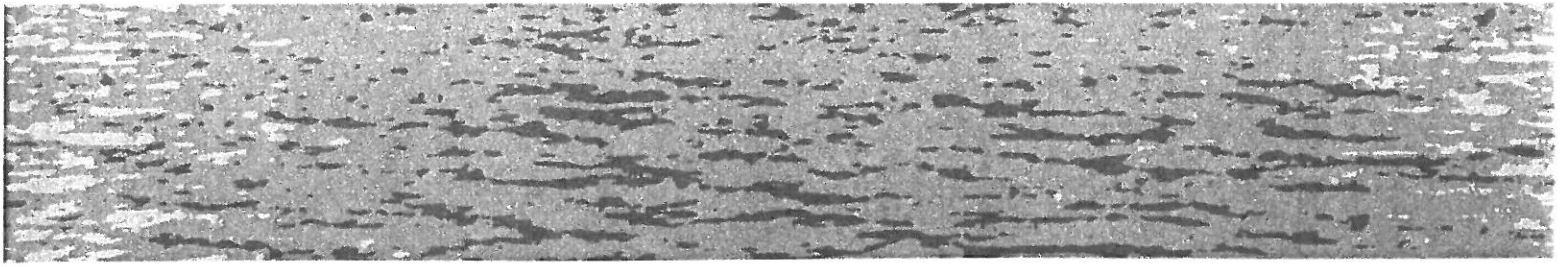
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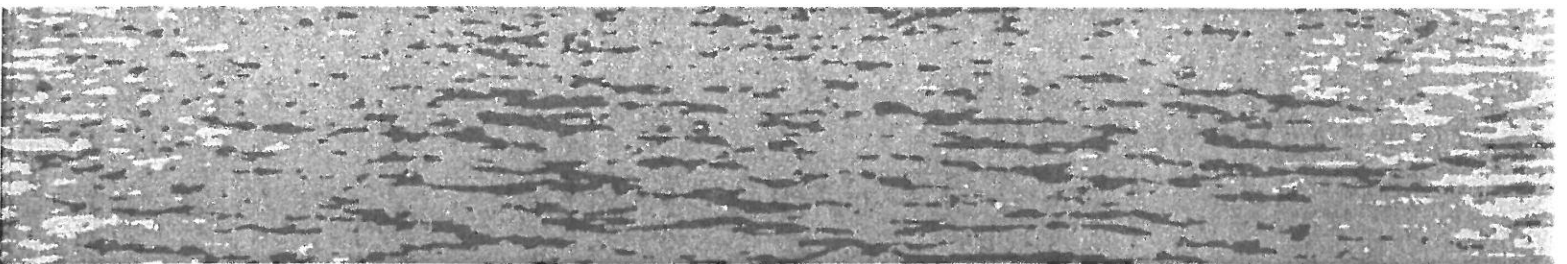
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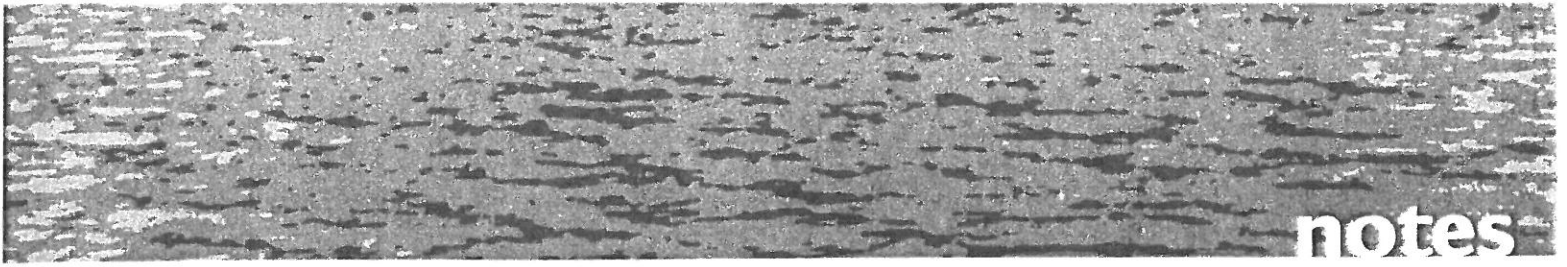
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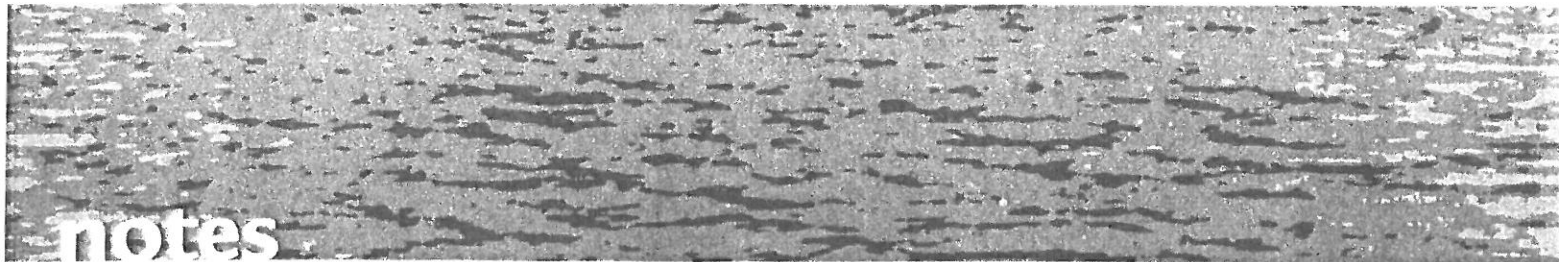
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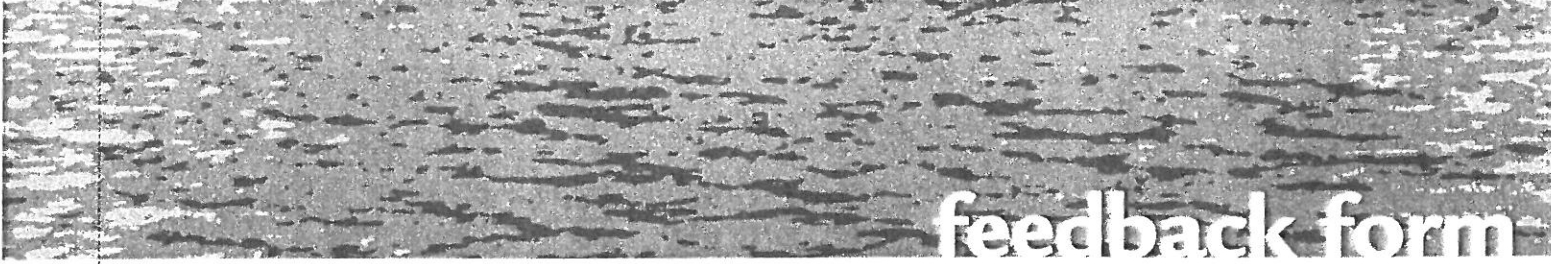
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# feedback form

Please take a few moments to respond to the following questions.  
Your comments are greatly appreciated.

## gender- inclusive analysis guide

Name of Government department, board, agency or  
organization

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What did you like most about the guide?

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Suggested improvements?

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Other comments.

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Please return to: Women's Policy Office  
Government of Newfoundland & Labrador  
Confederation Building,  
4th Floor, West Block  
P.O. Box 8700, St. John's NL A1B 4J6  
Fax: (709) 729-2331



# guidelines for gender inclusive analysis

## step 1

### identify the issue

Clarify values to determine possible stereotypes or biases that could influence the analysis throughout the cycle.

Determine the nature, scope and importance of the issue for people affected.

Examine the current policy context that warranted putting it on the agenda.

Consider critical factors that influence the issue – gender, age, sexual orientation, colour, race, ethnicity, ability/disability and socio-economic status.

Consider the history and any root causes such as unequal distribution of resources.

Determine if further action is needed and consult with people who can provide guidance on gender/diversity components.

## step 2

### define desired goals and outcomes

Critical step in results-based planning to chart a clear direction and set the foundation for evaluation.

Determine the key groups of people who will be affected and whether some groups need special consideration.

Determine the expectations for outcomes from all stakeholders to ensure inclusion of diverse views.

Consider the “big picture” such as strategic plans developed by government.

Establish outcome indicators to determine success and consider multiple indicators to account for effects of gender/diversity.

Consider what gender/diversity factors could interfere with achieving the outcomes and make necessary modifications.

## step 3

### research and consultation

Critical step in building knowledge to refine goals and outcomes and inform decision making.

Consider what information is required to ensure inclusion of all perspectives.

Determine what type of analysis is needed such as social impact or cost/benefit.

Consider input from community groups when determining the partners/sources in information gathering/provision.

Determine the scope and nature of the research design with sensitivity to factors related to education, culture, gender, etc.

Construct the research design to allow for the collection of disaggregated data and consider both qualitative and quantitative methods.

# reference guide

## step 4

### **analyze options and make recommendations**

Revisit the desired outcomes when analyzing the options indicated by the research and consultation.

Study the relationship of options and their impact on existing policies/programs/legislation.

Consider the implications of each option if implemented and identify any possible unintended outcomes.

Determine any differential consequences based on gender and their social and economic costs.

Consider mitigating measures where possible.

Include gender equity as a key element in weighing the "pros" and "cons" – not simply as an "add-on".

## step 5

### **communicate the policy/program**

Communication of the policy/program can play a significant role in its acceptance and implementation.

Consider communication strategies that will reach women and men as well as diverse groups of the population.

Consider the participation of partners and consulting groups and acknowledge their contribution.

Highlight any gender implications of the policy/program in the communication products.

Use gender-inclusive language, images and examples in all materials developed.

Use plain language and the appropriate format (language, braille, tape) in the distribution of materials.

## step 6

### **implement and evaluate the policy/program**

Critical step to ensure that key elements of the policy decision or program plan are maintained.

Establish a plan to monitor and evaluate to assess impacts and effects.

Consider who needs to know the results and when as well as necessary resources – internal and/or external.

Consider the factors that may influence the design – gender, age, culture, etc.

Construct the design to allow for the collection of disaggregated data.

Determine how results will get translated into action including recommended changes.

