



Department for Women

Applying a Gender Lens

A practical guide to gender analysis for NSW government agencies

2003

Acknowledgements

This guide has been developed by the NSW Department for Women in consultation with the relevant government departments. The Department for Women appreciates the generous assistance provided by these agencies and by all those who contributed to this publication.

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PART ONE

Aim of this guide

This guide has been developed to assist people working in NSW Government Departments to identify and address the specific experiences and needs of women more effectively in their everyday work. It provides practical demonstrations of how a gender lens can be applied (gender analysis) in public sector work (as well as in the private sector and community sector).

About the guide

The first section “How to conduct a gender analysis” (or “how to apply a gender lens”) provides a practical framework from which to start the process.

The guide includes six case studies to illustrate gender analysis in practice in the NSW public sector. Case studies have been used because:

- They are a particularly good way of showing how principles that can seem fairly abstract can be applied.
- The examples complement the more general and conceptual guides that are available elsewhere and show how agencies have applied the principles of gender analysis.
- The case studies cover a range of public service work, including legislative reviews and program development.

This guide also includes contacts, references for learning more about gender analysis and a link to a comprehensive annotated bibliography on gender analysis.

The guide acknowledges the constraints and limitations within which public service work occurs. It presumes that those attempting gender analysis will often have limited time, limited information and limited ability to influence the project.

Many of the people we worked with on these case studies commented that gender analysis just seemed like common sense, once the partnership work was underway. They considered the projects had been improved by the gender analysis and found the techniques and insights valuable.

What is gender analysis?

Gender analysis involves looking through a “gender lens” to focus on women’s needs and circumstances, just as it is possible to look through a “disability lens” to focus on the specific needs and circumstances of people with disabilities or look through an “indigenous lens” to identify issues relevant to indigenous peoples.

Gender analysis is a process of examining policies, practices, programs and legislation to see what impact they might have for women, considering women’s particular needs, priorities, resources and experiences.

In general, women and girls have different experiences in many areas of life and are often treated differently to men and boys. This can be a source of inequality. For example,

there are many more men than women in parliaments and local councils and in decision making positions in both the public and private sectors. Gender analysis involves acknowledging the historical and social disadvantages that women face, and designing policies and programs to meet the differences in women's and men's lives. This includes considering women's particular experiences and responsibilities, and taking into account their generally lower level of access to resources and decision-making processes.

Gender analysis aims to address inequalities for women by:

- Acknowledging that issues can affect women differently to men
- Acknowledging that the differences in women's and men's lives mean that women's needs are often different to men's.
- Seeking and articulating the viewpoints of women and increasing women's input into decision making processes.
- Investigating the specific needs of women and the likely effects for women of policies and programs.
- Recognizing that policies and programs can have a differential impact on women and men.
- Ensuring that the needs and issues of women are clearly identified and addressed through each step of the process of planning, implementing and evaluating policies and programs.
- Promoting understanding that while treating everyone in the same way may help make some things more equal, this is not sufficient to meet the specific needs of women.
- Promoting more informed, equitable and effective responses.

In the international development field there has been a growing consensus that development requires an understanding of both women's and men's roles and responsibilities within the community and their relations to each other. This is known as the Gender and Development (GAD) approach. "Improving the status of women is no longer seen as just a women's issue, but as a goal that requires the active participation of both men and women."¹

International organisations such as United Nations agencies, the World Bank and the International Labour Organisation and national, state and regional governments around the world use gender analysis in their work, in recognition that unless women's experiences and needs are addressed, projects and policies may not meet their objectives and can unintentionally make the position for women worse.²

¹ AusAID Guide to Gender and Development p5 www.USAID.gov.au

² See Appendix 1 for an example of the affects of not considering women's experience and needs in an international development program.

Why is gender analysis necessary?

- **The NSW government is strongly committed to removing barriers to women's full participation in society.**
The government is committed to improving the economic and social wellbeing of women, and endorses the principles of gender equity and the use of gender analysis as a means of achieving this.

In some areas of social life women have different experiences and needs from men. Gender equity aids both men and women. It builds stronger families and communities by supporting everyone's capacity to develop, to participate and to contribute.

[The NSW Government has a] continuing commitment to listen to women speak about their lives, to work in partnerships through the community and to use the resources and powers of Government to help improve the position of women, now and through future generations.

The Hon. Bob Carr, MP,
Premier of New South Wales³

- **NSW and Commonwealth legislation prohibits sex discrimination**
 - The Anti-Discrimination Act 1977 (NSW)
 - The Sex Discrimination Act 1984 (Commonwealth)
- **Australia has endorsed key international conventions and agreements on equality for women.**

The Australian Government is committed to taking particular "integrate gender perspectives in legislation, public policies, programs and projects"⁴

- Australia ratified the United Nations Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) in 1983. The Convention commits Australia to taking specific steps to eliminate discrimination against women and work towards equality for women in all areas of social, economic and political life.
- The Beijing Platform for Action (BPFA), developed at the Fourth World Conference on Women in 1995, provides strategic objectives to promote better achievement of the CEDAW.

³ *NSW Government Action Plan for Women 2002-2004*, Department for Women, January 2003, p.1
www.women.nsw.gov.au

⁴ *Beijing Platform for Action* Fourth World Conference on Women, 1995.
www.un.org/womenwatch/daw/beijing/platform/plat1.htm

- **Gender analysis is necessary to integrate gender issues into mainstream activities.**

Gender analysis, as part of mainstream government activity, can change the ways organizations operate, so they become more gender sensitive and generate the mix of gender specific and gender inclusive approaches women and men need.

While equality policies and activities address specific problems for women they often remain a discrete part of government activity and tend to be small-scale relative to mainstream programs. Gender analysis underlines the need to consider all policies and programs according to their gender impact.

- **Gender analysis is good practice.**

Programs and policies for people work best when the characteristics and needs of those who will be affected by them are most fully taken into account. While it is not practical (or desirable) for many policies and programs to be designed on the basis of all of the characteristics of each person, some social attributes are associated with characteristic experiences and needs – for example sex, race, ethnicity, disability, geographic location, age, among others.

By placing a spotlight on the situations and needs of women, gender analysis gives a clear idea of the consequences and impact of initiatives. It uncovers important and policy-relevant considerations that have been there, but have not been seen. It helps uncover hidden assumptions and values which may sustain inequality and leads to better targeted service delivery.

- **Gender analysis takes into account the diversity of women.**

In looking at the likely impact on women of a particular policy or program, gender analysis acknowledges that women are diverse, with different social and cultural experiences. It directs attention to the needs of specific groups such as Aboriginal and Torres Strait Islander women, women from culturally and linguistically diverse backgrounds and women with disabilities.

Why gender analysis? Demographics

Women are the majority of older people as they outlive men. They make up the great majority of the very old including those most needing care. They often have fewer resources, in part because of more limited participation in the paid workforce and restricted opportunity to contribute to their retirement incomes. Any changes in retirement incomes toward greater emphasis on personal provision for retirement and reduced pension support would exacerbate the disadvantage of women and increase the proportion of the aged poor who are women.

Why gender analysis? Occupations and injuries

Occupational health and safety injuries to women have sometimes been given lower priority because of the higher incidence, and often greater severity of injuries to men. However women have high incidence of some types of injuries (including chronic diseases that have significant impact in terms of absences and recovery times), which require specific prevention strategies. These differences primarily reflect the different occupational profiles of women and men. A gender analysis would ensure that the full range of injuries across the range of workers in all industrial situations is considered.

PART TWO

How to conduct a gender analysis

Applying a gender lens (or conducting a gender analysis) is a matter of considering the 'usual' process for the work, and building in knowledge and understanding of how the issue affects women to identify and modify relevant steps of the process. The aim is to ensure that the process as a whole is explicitly 'gender aware', and will produce outcomes that are inclusive of and responsive to the needs and issues of women.

Gender analysis includes the following stages

1. Developing an understanding of the social and economic position of women, and the range of issues of particular importance to women
2. Mapping out the process for the work through the usual project planning method
3. Identifying which issues for women are relevant to this particular project
4. Incorporating steps into each stage of the project process which will ensure that these issues are addressed
5. Evaluation and integrating insights into ongoing aspects of the project.

1. Developing an understanding of issues for women

It is important to develop an understanding of how key factors in women's lives affect women's experiences, opportunities and needs in particular areas. Factors which may impact on women's lives include:

- **Family structure.**

As the primary caregivers for children and families, women undertake a large amount of unpaid family and household work that affects their ability to participate in other activities such as education, paid employment and decision making. While the majority of women with children work outside the home, they still have primary responsibility for unpaid family work. More women are living alone and women head the majority of single-parent households. The majority of older people living at home are women. Many women are responsible for caring for aging parents.

- **Economics**

Women, on average earn less money than men and control less wealth. Women occupy more of the less well paid jobs and less of the better paid positions. Women are more likely to interrupt their careers for child care and other family responsibilities. These factors contribute to a gap between men's and women's average incomes.

- **Violence**

Gender based violence primarily affects women and girls. Experience of, as well as fear of violence, particularly domestic violence and sexual violence limits the choices and expectations of many women in their homes, workplaces and communities.

- **Health and social issues**

Gender differences in factors such as income, working conditions, social status and education can also influence women's health. Sexuality and biological differences create unique health considerations for women and men.

- **Access to decision making**

There are more men than women in parliaments and local councils and in decision making positions in both the public and private sectors. Men's views are often accepted as the common view without considering whether women's perspectives on an issue may be different.

A good place to find general information about issues of importance to women in NSW is the Department for Women's website.

The report *Statistical Profile of Women in NSW* provides an overview of the range of issues which must be considered if the needs and concerns of women are to be addressed in public policy, programs and service delivery.

It includes sections on:

- Indigenous women
- Women from culturally and linguistically diverse backgrounds
- Rural women
- Women in leadership positions
- Education and training
- Women as carers
- Employment
- Health
- Business
- Information technology
- Violence and safety
- Sport and leisure

This report can be viewed and downloaded from the Department for Women's website, at <http://www.women.nsw.gov.au/stat/intro.html>

Many other publications are available on this website including statistical profiles on particular subject areas.

The Australian Bureau of Statistics website www.abs.gov.au is also an excellent source of data, much of it free.

The *Women's Gateway* is another useful source of information about issues for women. This internet portal is a one-stop entry point for information about government and community services for women in NSW. Visit the Gateway at: <http://www.womens.gateway.nsw.gov.au>

2. Mapping out the work process through the usual project planning method

In formulating policy, designing a program, writing a submission to an inquiry, managing a project, organising a community consultation, developing an information campaign or a marketing plan there will usually be an established process for the activity.

Map out the process for the work through the usual project method. Often the method will be outlined in a project plan.

3. Identifying issues for women relevant to your specific project

Once the project plan has been developed, you can start to look at issues for women which are relevant to your specific project and identify gender issues for each step of the process.

This will be facilitated by:

- Collection of statistical information
- Building a resource file of information on gender issues in the subject area.
- Regularly reviewing your information to ensure that analysis is up to date and relevant to the context
- Developing reference points and networks and conducting consultations

Statistical information is necessary to enable assessment of whether differences in women's and men's needs and experiences are being, or need to be addressed and to analyse and demonstrate the dimensions of specific issues that affect women and men differently.

Three primary requirements for gender statistics are:

- All person-based data should be collected and analysed by sex,
- All variables and characteristics should be analysed and presented with sex as a primary and overall classification
- Specific efforts should be made to identify gender issues and provide data that address these.

Building a resource collection

Building a resource collection (a stock of information) allows you to build your understanding of ways in which women's and men's life circumstances and experiences affect their needs and helps you identify what you know and what you need to learn.

For example, looking at transport provision from women's perspectives will identify particular issues which are important to women, such as:

- safety on public transport and at stations
- the impact of timetabling and trip patterns which are more likely to be designed around standard peak hour travel and journey to work than other usages
- the impact of routes, particularly bus routes in outer metropolitan and rural areas and the need to consider the directions of travel that would maximize access for women
- physical accessibility and design (the majority of elderly travelers are women and the majority of users traveling with prams are women)
- the impact of price (women's earnings are on average lower than men's)
- lower car ownership by women and more reliance on public transport.

Sources of information will vary according to the particular topic you are examining. For example, if you were working on an issue regarding women and the environment, sources might include:

- **The internet**
 - websites of NSW Government natural resource agencies, Commonwealth government agencies and Commonwealth/State agreements; the Local Government Association

- environmental organizations such as Women's Environment and Development Organisation (WEDO), Landcare, Australian Conservation Foundation
- women's organisations such as the Country Women's Association (CWA), NSW Women and Agriculture
- indigenous organisations such as local Aboriginal and Torres Strait Islander women's groups and Land Councils
- international publications and sources of material - for example, United Nations Division of Sustainable Development, Convention for the Elimination of Discrimination against Women (CEDAW), Beijing +5 Action Plan for Women
- **Libraries** which have material on the subject/issue area for example the State Library, libraries attached to universities with environmental courses
- **Key reports, papers or research publications** with a gender perspective
- **Statistical information** which provides information about women's needs, women's use of resources and services, women's participation in relevant activities, etc.

Regularly updating your resource information

Establishing a regular flow of information provides ongoing updates, alerts you to new and emerging issues, activities and reviews and provides information about the current status of the issue. It enables ongoing tracking of changes and reviewing your resource file and ensures that the analysis is up to date and still relevant to the context in which the work is being done.

For example, if a social planner was examining women's transport needs in their council area it could be important to know that the local bus company was putting up its fares, that the Department of Transport was in the process of conducting a state-wide review of women's transport needs and that the Older Women's network had consulted with its members and made a submission to that review.

A flow of information can come from:

- subscribing to journals and newsletters
- attending conferences and seminars and obtaining papers presented
- collecting media clippings on the issue
- subscribing to an electronic bulletin list or discussion group
- bookmarking relevant websites and visiting regularly for updated information.

Establishing reference points and networks

It is helpful to establish relationships with and consult with people, organisations and agencies with specific expertise on gender issues. These may be people who can assist at a particular point in the process, or with whom you can consult on an ongoing basis.

Effective reference points might include:

- Government agencies, such as the women's or gender or equity unit in government agencies and/or the Department for Women (a list of contact details for the NSW public service is contained in Section 4)
- Client or community reference groups
- Peak bodies and non-government organizations (NGOs), including women's groups (your agency probably already has relationships with some of these groups)
- Academics and researchers

Information on consultations already conducted with relevant groups of women may be available. If not you could:

- Conduct a consultation
- Develop a survey or feedback form for women stakeholders
- Establish arrangements for ongoing regular consultations
- Identify meetings, conferences or other gatherings relevant groups participate in, to promote or conduct discussions.

An example of the types of questions which might be incorporated to give a policy, a program or a review a gender focus are given in Figure 1 (p 13).

4. Incorporating steps to address issues for women

Once the issues for women relevant to your particular project have been identified, the next step is to plan and document specific strategies to address these issues at each stage of the process. This involves revising the project plan to specify roles/responsibilities and outputs for each step. See Figure 3 (p 18) for an example.

5. Evaluation and integrating insights into ongoing aspects of the project.

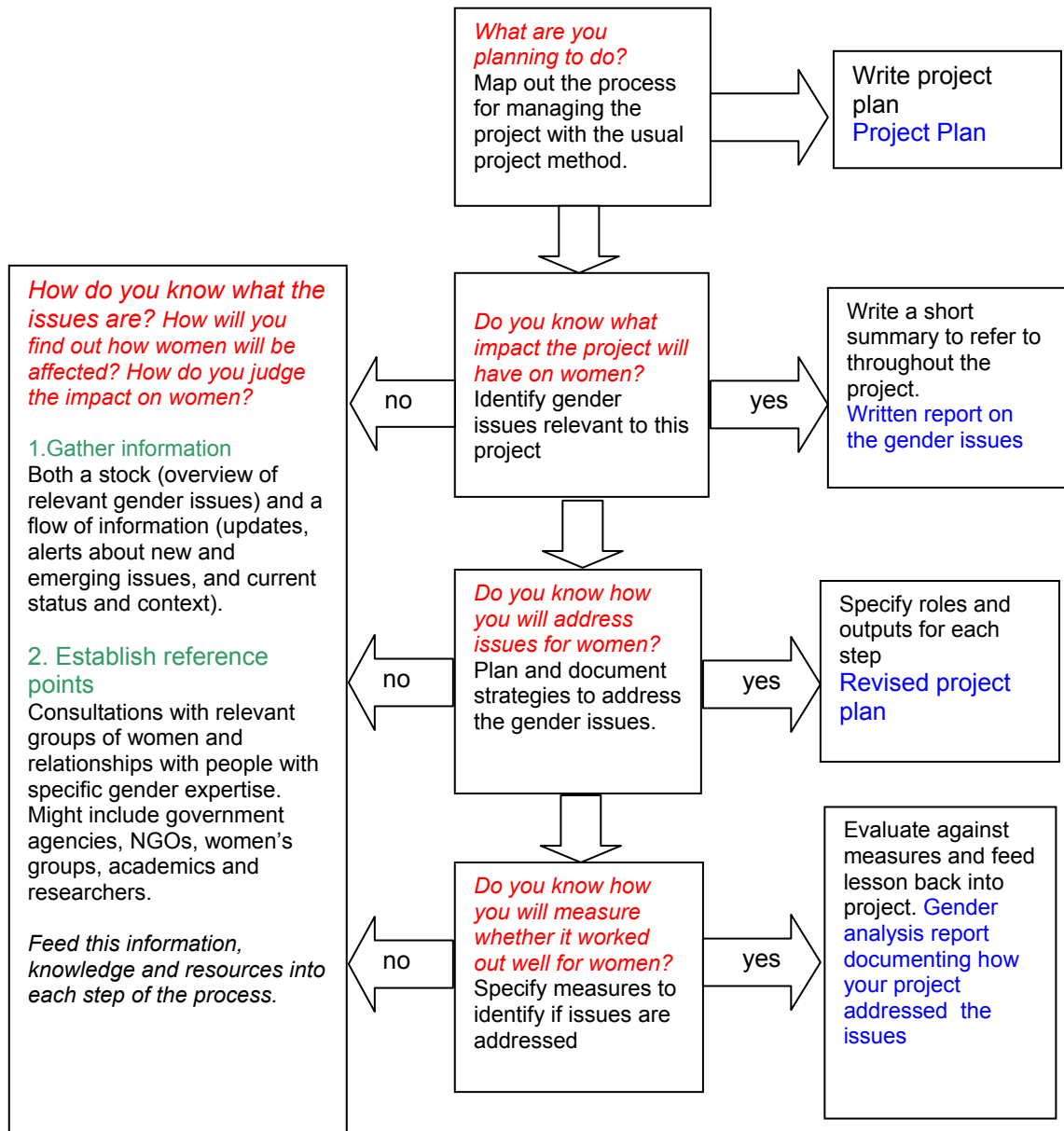
Identify the specific measures you will use to determine how effective the project has been in addressing the issues for women. Reporting against these measures will allow you to integrate the insights gained into ongoing aspects of the project and into planning for other projects.

The diagram at Figure 2 (p14) illustrates the process of gender analysis, and shows the relationship between information and process. It highlights the importance of documenting the process, the data used and issues which arise at each step. It also highlights the importance of specifying roles and outputs at each step.

Figure 1. Gender analysis questions

Stage of process	Gender questions
Identifying, defining and refining the policy/program/review	<ul style="list-style-type: none"> • What are potential issues/considerations for women? • How do you know what they are? • How can you find out? • Do your reference materials include some with a gender focus?
Timeframe	<p>Has a timeframe been set to</p> <ul style="list-style-type: none"> • Allow for adequate consultation/representation of both women and men? • Encourage consultations to consider gender issues
Terms of reference for consultations	<ul style="list-style-type: none"> • Do these include gender considerations? • Are these targeted to obtain the views of a range of women/groups? • Are known gender issues specifically addressed? • Are practical issues addressed to allow full participation of women and men, for example childcare, access for people with disabilities?
Reference groups/interview panels/reviewers/ consultants	<ul style="list-style-type: none"> • Is there representation of a person or agency with an understanding of and specific brief on gender issues? • Are there women representatives? • Have representatives been provided with contacts and reference materials which allow consideration of gender issues?
The policy/program/review plan	<ul style="list-style-type: none"> • Does it provide for investigation of differential effects for women and men including: <ul style="list-style-type: none"> • Different ways service providers might respond to clients/customers on the basis of gender • Different levels of reliance on or need for particular service according to gender • Any differences in the range of services required according to gender • Does the plan include targeted activities or actions to address gender inequalities? • What are consequences of not adopting gender inclusive options?
Defining desired and anticipated outcomes	<ul style="list-style-type: none"> • What gender issues may impede achievement of outcomes? • How can outcomes help to redress existing inequities?
Data collection	<ul style="list-style-type: none"> • Is separate baseline data for women and men available? • Is action needed to ensure data is collected by sex in the future • Do consultations, interviews and questionnaires include questions which will uncover potential gender issues • Is separate data on differential impacts for women and men to be collected?
Data analysis	<ul style="list-style-type: none"> • Have analytical tools and techniques to investigate different situations/experiences/impacts on women and men been applied to the data?
Monitoring and evaluation	<ul style="list-style-type: none"> • Has provision been made to continue to collect data on impacts for women and men? • Have specific gender impacts been identified for monitoring?

Figure 2: The process of gender analysis



PART THREE: CASE STUDIES

The case studies presented here illustrate gender analysis in practice in the NSW public sector. They present work that the Department for Women carried out in partnership with other NSW government agencies, and show in detail the specific steps that were taken to integrate gender into a range of real projects.

The case studies are as follows:

Case study 1: Gender analysis of program development: Youth Support Worker Project

This case study demonstrates the process of gender analysis through the development of a new round of services under an existing program. It documents the trial of a method of conducting gender analysis through the process of establishing services, to make the process and the resulting services more gender inclusive.

Detailed project planning documents which map out the gender analysis strategies at each stage of the process are included.

Case study 2: Gender analysis of legislative reviews

- a) NSW Nursing Homes Act 1998
- b) Employment Agents Act 1996

These case studies describe gender analysis conducted by the Department for Women in the context of two separate legislative reviews. They show how gender analysis can contribute to a better understanding of the likely impact of legislative changes.

They particularly show:

- the importance of identifying and contacting stakeholders with an interest in issues for women
- the importance of the knowledge base discussed in Part 2
- ways of demonstrating the specific relevance of gender

Case study 3: Gender analysis of local government social plans

The Local Government (General) Amendment (Community and Social Plans) Regulation, 1998 was introduced to promote more inclusive communities and more responsive local services and planning.

This case study applied gender analysis to 50 local government social plans. It examined the relationship between the identification of women's needs (as required by the regulation) and the integration of gender issues into the plans. It details the framework used to conduct the analysis and highlights the challenges of integrating a gender inclusive approach into all aspects of local government activity.

Case study 4: Gender analysis of an administrative review: Labour hire arrangements in NSW

This case study documents the Department for Women's gender analysis for an administrative review which had significant ramifications for women workers. It shows the steps taken to identify gender specific impacts in the process of writing a submission to the inquiry.

Case study 5: Gender analysis of a Community Service Obligations Review: - Charitable Goods Transport Subsidy Scheme

This case study documents the development of a set of principles and methods for gender analysis by the Department for Women with the aim that they could be used by other agencies conducting similar reviews in the future. The principles/checklist were developed by summarizing each step of the review process, identifying gender implications and providing comment on how to make the process more gender sensitive.

Case Study 6: Inner City Homelessness Action Plan

This case study documents the process of developing gender inclusive approaches to the establishment of services for homeless men and women. Gender analysis is applied at key decision making points and to specific components including data collection, MOU's and service agreements, assessment tools and protocols and evaluation frameworks. The process highlights the distinctive needs of homeless men and women.

Case Study 1:

Gender analysis of project development

Initiative:	Youth Worker Project
Date:	1999/2000
Project description:	The Youth Support Worker Project provides services to disadvantaged young people by funding youth support workers as part of a service network, assisting clients in their homes and at other suitable locations. A new round of services was to be funded.
Aim of the project:	To trial a method of conducting a gender analysis when reviewing and expanding a service, in an attempt to make the process and the resulting youth services more gender inclusive.
Method/Approach:	<ul style="list-style-type: none">• Project staff and DFW developed a detailed project plan to map the process for establishing the new services• The project plan sets out tasks, strategies, deliverables and responsibilities for each of the 5 stages of the process (<i>For full project plan see Appendix 1</i>)• Specific strategies are identified for each task to ensure the services met the needs of young women as well as young men (<i>See Figure 3 for summary table</i>)
Outcomes/Feedback:	<p>Project staff reported:</p> <ul style="list-style-type: none">• Assisted us to think carefully through the outcomes to ensure they would actually meet needs of young women. Otherwise may well have been fully or partially excluded.• Modified and more gender inclusive specifications, data requirements and reporting• We now look at outcomes required for young women and young men separately• It has introduced greater rigor into the process• Services have clearer guidelines in relations to expectations and have awareness that needs of young women and young men differ• Improved service delivery and in some instances, specific services according to need

Figure 3 : Summary project plan with gender inclusive strategies for Youth Support Worker Project

Stage	Tasks	Strategies
Design and development	1.1 Conduct analysis of needs for various groups	<ul style="list-style-type: none"> • Ensure statistics collected by sex. • Identify proportion and characteristics of young women/ men in target population • Analyse existing youth services and their users by sex, types of service • Identify needs, interests and issues for young women and young men – including violence issues
	1.2 Undertake consultations	<ul style="list-style-type: none"> • Ensure organisations consulted include those dealing with young women • Ensure consultations specifically address needs of young women
	1.3 Specify service types, outputs and outcomes	<ul style="list-style-type: none"> • Specify that the program should meet the needs of young women and young men – this may require different service types • Clarify Anti-Discrimination Act implications. • Ensure outcomes specified meet needs of boys and girls. • Ensure data on service and client use / outcomes is collected and analysed by sex. • Set gender inclusiveness as a criterion for selection. • Set gender inclusiveness as a criterion for annual assessment of funded services.
	1.4 Ensure requirements regarding community partnerships and integration of service in local networks are met	<ul style="list-style-type: none"> • Assess patterns of referrals to/from the service by gender • Ensure that appropriate services to provide and receive referrals for both boys and girls are identified
Procurement of Expressions of Interest (EOI) from potential service providers	2.1 Advertise for EOIs	<ul style="list-style-type: none"> • Ensure ads calling for EOIs include a statement of intent to ensure access for girls and boys • Identify organisations with specific expertise in meetings needs of girls and boys and ensure they receive ads • Ensure EOI forms ask organisations to demonstrate their research into and evidence for specific issues for boys/girls in their geographical area / community. • Ensure that EOI forms explicitly provide for organisations to address gender specific issues relevant to the local community
	2.2 Convene panel to assess EOIs	<ul style="list-style-type: none"> • Ensure panel understands the gender-inclusive focus of the program
Selection of Service Providers	3.1 Shortlist services for funding	<ul style="list-style-type: none"> • Review whether shortlist would result in gender inclusive program. • Reconsider recommendations if necessary.
Implementation	4.1 Contract signing and service establishment	<ul style="list-style-type: none"> • Ensure strategies to address gender issues are part of ongoing processes of service delivery.
Evaluation of Services	5.1 Data collection	<ul style="list-style-type: none"> • Ensure each category of data on service, client use and outcomes is collected by sex.
	5.2 Review process	<ul style="list-style-type: none"> • Ensure review analyses gender effects. • Ensure services address locally-specific gender issues identified in their EOIs.

Case Study 2(A):

Gender analysis of a legislative review

- Initiative:** Legislative review of the *NSW Nursing Homes Act 1998* under the National Competition Principles Agreement between Commonwealth and State and Territory Governments. The Act was to be reviewed to assess its impact on competition and where possible reduce that impact.
- Date:** 2000
- Project description:** Submission to the Review
- Aim of the project:**
- To highlight particular issues for women as consumers of aged care (a large proportion) and show the impact of legislative changes on these women.
 - To raise issues in relation to women as workers in the aged care industry
 - To identify any issues for women as carers and advocates for older people (those who would be caring for older people when aged care was not available).
- Method/Approach:**
- A list of stakeholders who might have an interest in the issue including some who had not been consulted in the development of the *Issues Paper* was compiled :
 - Older Women's Network
 - War Widows Guild
 - Association of Civilian Widows
 - National Council of Women
 - Women's Electoral Lobby
 - Australian Federation of Business and Professional Women
 - The Nurses' Association
 - The Aged Care Rights Service
 - These groups were provided with information about the review, given access to the *Issues Paper* and encouraged to raise issues they thought relevant
 - Statistical information regarding the proportion of women in older age groups, women working in aged care and women as carers of older people was collected
 - Qualitative and anecdotal information about issues for women associated with aged care was collected from the literature, media clippings and from consultations with stakeholders
 - A submission to the Review was written. As well as addressing the set Terms of Reference and discussion points raised in the *Issues Paper* a separate section entitled "Gender and Aged Care" raised critical information not otherwise covered.
- Outcomes/Feedback:**
- Attention was drawn to statistical and qualitative data which raised important implications for women of the Review and the need for regulation of nursing homes
 - The importance of consideration of issues of quality of care

for aged care clients and the links between employment conditions and care issues were raised

- The perspective of women in a range of roles – consumers, workers and carers - were analysed and a much more comprehensive view of the issues was achieved
- The importance of examining gender specific data and consulting stakeholders who can provide a gender specific perspective were highlighted
- The report of the review is still to be made public.

Gender Issues raised in the Submission:

- The phenomenon of Australia's ageing population is very much a gendered issue. Women make up 70% of people over 85 in NSW. The number of people and therefore the number of women in this age cohort is projected to continue to grow
- Of the people currently residing in nursing home accommodation 71% are women.
- Acknowledging the gendered nature of the ageing populations allows an analysis of the specific needs of older women as consumers of aged care.
- The legislation was relevant to the "ageing in place" philosophy adopted by the NSW Government and the relevance to women of the idea that people should be able to age in the environment of their own choice. The idea of "home" is likely to be central to women's feelings of belonging and wellbeing. It is therefore likely that women may experience considerable stress at the prospect of moving to a new "home" if their care needs change. This made it important to try to adopt "ageing in place" principles wherever possible.
- Women may have a different relationship to complaints mechanisms to men. There may be a tendency for women to be less assertive, more concerned with being polite, less aware of their rights and will find it particularly difficult to raise concerns about poor treatment or unsatisfactory service.
- As women are the most likely alternative carers for many residents of aged care facilities, they may be hesitant, as advocates, to complain about unsatisfactory care or service because the alternatives are difficult (moving their aged relative) or onerous (caring for the at home themselves).
- The prevalence of women as workers in the residential care sector and their concentration in low paid and part-time positions. Caring for the frail aged is derived from the unpaid work of women in caring and domestic roles. It is suggested that this is one reason for the low levels of remuneration, poor career potential and low cultural value given to this work.
- The needs of women in relation to staffing in aged care facilities. Inattention to staffing issues such as staffing ratios, qualifications, training and support can create a stressful and pressured environment for staff and increase the likelihood of abuse and neglect of residents. A proportion of residents will be women who have suffered abuse and domestic violence in their lives, so ensuring that these vulnerable residents have a safe and caring environment is paramount.

Case Study 2(B):

Gender analysis of a legislative review

Initiative:	The review of the Employment Agent' Act under the National Competition Policy Agreement
Date:	2001
Project description:	Submission to the review.
Aim of the project:	<p>To bring a gender perspective to the review based on</p> <ul style="list-style-type: none">• Knowledge of cases which had been taken to the Human Rights and Equal Opportunity Commission and Anti Discrimination Board regarding discrimination by employment agents• Knowledge of instances of discrimination by employment agents which had been uncovered by the Human Rights and Equal Opportunity Commission's <i>National Pregnancy and Work Inquiry</i>.• Knowledge about the gender segregated nature of the workforce and that some of the areas in which employment agents operate include sectors dominated by women such as administrative, clerical and accounting work.
Method/Approach:	<ul style="list-style-type: none">• Identifying and contacting relevant stakeholders, who could identify issues for women to the review, using the Directory of Organisations for Women in NSW and the Women's Information and Referral Service database, including:<ul style="list-style-type: none">• NSW Working Women's Centre• Human Rights and Equal Opportunity Commission• Immigrant Women's Speakout• NSW Nurses Association• NSW Anti-Discrimination Board• Asian Women at Work• Advising these organisations of the <i>Issues Paper</i> produced for the review and encouraging them to make their own submission or to provide evidence for the DFW submission.• Migrant organisations were contacted because<ul style="list-style-type: none">• Overseas accounting qualifications are recognised quite readily in Australia and this is an area where employment agents are prevalent• There was awareness of the vulnerability of culturally and linguistically diverse communities and particularly of new migrants, to exploitation by unscrupulous agents• Collecting statistical information about the gender segregated nature of the workforce• Collecting qualitative information including best practice guidelines from Human Rights and Equal Opportunity Commission, Anti-discrimination Board, Recruitment and Consulting Services Association and Job Network

- providers and materials on regulatory compliance.
- A submission to the Review was written which raised risks which would be present if the Act was abolished including:
 - Discrimination, with employment agents either not aware of discrimination laws or failing to comply with them
 - Issues about payment of employment agents and the quality of services provided and particularly the disadvantage experienced by migrant women in regard to charging of fees and not knowing who to complain to if treated badly

Outcomes/Feedback

- Some organisations contacted provided information directly to the review
- The review recommended an *enhanced model* of government involvement further to the options originally proposed.
- The Final Report of the Review took the view that Government involvement in the industry was justified because of the possibility of significant and potentially irreversible harm to clients of employment agents in a completely deregulated environment, drawing on information about migrant women and discrimination provided by the Department for Women
- The Report recommended:
 - Repeal of the Employment Agents Act 1996 on the grounds that it provided no protection to the public through the licensing provisions which were its prime concern
 - Amendments to the Fair Trading Act 1987 to include a definition of “employment placement services”, to make provisions to ban charging for services and to establish a penalty notice scheme
 - The establishment of a regulation to establish an information standard for services of employment agents and that they inform job seekers of their rights
 - The creation of an offence for breach of an information standard
- The Fair Trading Amendment (Employment Placement Services) Bill 2002 has been in force since Feb 2003

Case Study 3

Gender analysis of local government social plans

Initiative:	<p>The Local Government (General) Amendment (Community and Social Plans) Regulation, 1998 which was introduced to promote more inclusive communities and more responsive local services and planning.</p> <p>It requires all councils to develop a social or community plan which must include an assessment of the needs of seven mandatory target groups: children, young people, older people, Aboriginal and Torres Strait Islander people, people from culturally and linguistically diverse backgrounds, people with a disability, and women.</p>
Date:	2000-2001
Project description:	<i>In Focus - A gender analysis of NSW Local Government Social Plans</i> ⁵ sought to analyse the extent to which women's issues were separately identified and effectively integrated into a representative sample of 50 plans in the first round of local councils' social planning process under the new regulation.
Aim of the project:	<p>To apply gender analysis principles and methods to local government planning processes in an attempt to answer three questions:</p> <ol style="list-style-type: none">1. How did councils approach the needs and concerns of women in their social/community plans?2. What issues and strategies were specifically identified for women in the plans?3. To what extent have the needs and concerns of women been identified under the other target groups
Method/Approach:	<ul style="list-style-type: none">• A representative sample of 50 plans was identified and collected.• The plans were analysed in terms of the elements of social plans required by the Department of Local Government <i>Social/Community Planning and Reporting Guidelines</i> and the <i>Social/Community Planning and Reporting Manual</i>.• The analysis was framed to determine if councils, by following the guidelines and the manual (with women as one of the mandatory target groups), produced gender inclusive plans and how they did so.• The analysis then applied a set of supplementary gender analysis questions against each of the key components of the plans. (see Figure 4)
Outcomes/Feedback	<ul style="list-style-type: none">• The research found that approaches to gender issues by councils in the social planning process varied widely• The research identified examples of approaches used

⁵ Department for Women, 2002. Full report available at <http://www.women.nsw.gov.au/PDF/Archived/In%20Focus.pdf>

- by councils which were gender inclusive
- The research identified strategies which, if adopted by local councils, would lead to more inclusive planning, such as:
 - developing statistical profiles that clearly identified the status of women within communities
 - improving community consultation so that it is conducted, analysed and reported in a gender inclusive manner
 - improving the match between needs and strategies
 - the integration of gender across other target areas
 - Very positive feedback on the report has been received from local councils. The Community Services Coordinator at one Council said “This is one of the most useful reports I have come across. I now know how to weave women’s issues into every page of a council’s social plan”.
 - The work in gender analysis has provided useful input for Department of Local Government guidance to councils. The gender analysis has been presented to conferences and seminars and has informed DFW work with several local councils.

Figure 4: Gender Analysis of the suggested steps for developing social/community plan⁶

Steps for developing Social/Community Plans <i>Social/Community Planning and Reporting Manual</i>	Applying gender analysis
1. Decide on a Methodology	1. The methodology is based on the principles of social justice, and promotes gender equity. 1.1 Does the Council have a statement of principles which sets out its commitment to equality?
2. Develop a statistical profile	2. All demographic data in the community profiles is reported and analysed by gender. 2.1 Have sex disaggregated data been used for each population group including young people, older people, Aboriginal and Torres Strait Islanders, people from cultural and linguistic diversity and people with disabilities? 2.2 Has data on socio-economic and other relevant factors been collected, reported and analysed by sex, such as household composition, employment and income.
3. Conduct a Human Needs Assessment which includes:	3. Gender issues have been identified and integrated throughout the human needs assessment in the Plans. 3.1.1 What common themes and issues emerge from the review of social plans? 3.1.2 What issues have been identified for women as a mandatory target group? 3.1.3 Have gender issues been identified within each of the other mandatory target groups? 3.1.4 How have the plans addressed gender issues that cross target group boundaries?
<ul style="list-style-type: none"> • Auditing existing available information about community needs and target groups 	3.2 Existing information is audited with a view to identifying differences between women and men within target groups 3.2.1 To what extent does existing information present a gendered perspective on community issues and concerns
<ul style="list-style-type: none"> • Reviewing Council services and other key services to determine appropriateness 	3.3 Review of council and other key services includes an assessment of client access by women and men 3.3.1 What consideration of gender issues has been included in the audits of existing services?
<ul style="list-style-type: none"> • Consulting target groups and stake holders 	3.4 Consultation process involves specific activities to facilitate women's participation and results are reported by gender 3.4.1 Has the degree of participation of women and men been identified? 3.4.2 Were women's organisations consulted? 3.4.3 Were there any women-only focus groups conducted during consultation?
<ul style="list-style-type: none"> • Prioritising needs 	3.5 Women's needs given equitable priority and attention 3.5.1 What priority has been given to women's needs and concerns?
4. Formulate Strategies and set goals and targets	4. Strategies have been developed to address gender issues. 4.1 What gender specific strategies have been developed for what issues?
5. Consult on the draft plan	5. Action is taken to ensure women's equal participation in the consultation of the draft plan 5.1 What activities have been undertaken to ensure women's equal participation in the consultation of the draft plan?

⁶ Page 12, *In Focus – A gender analysis of NSW Local Government Social Plans* Department for Women, 2002

Case Study 4

Gender analysis of an administrative review

Initiative:	The Labour Hire Task Force
Date:	1998
Project description:	A gender analysis of labour hire arrangements for submission to the Labour Hire Task Force.
Aim of the project:	<p>To analyse the impact of labour hire arrangements on women so that these would be considered in the review process. In particular to look at the following factors:</p> <ul style="list-style-type: none">• Over half all labour hire workers in NSW were women (ABS data)• DFW had observed the overall growth in temporary employment agencies and the growing number of “temps” in public sector administrative and clerical positions.• Evatt Foundation research concerning the impact of the increasing casualisation of work, which showed that many casual workers were working on a labour hire basis.• Awareness that as well as occupational health and safety issues in labour hire arrangements, in the manufacturing and construction sector there were occupational health and safety issues facing office “temps”.• Enquiries made to the Women’s Information and Referral service from women seeking legal advice on problems with labour hire providers and employers
Method/Approach:	<ul style="list-style-type: none">• DFW investigated who the Issues Paper had been sent to and whether it was sent to any organisations which dealt specifically with women. It had been sent to some employer organisations and unions.• DFW advised relevant women’s organisations including:<ul style="list-style-type: none">• NSW Working Women’s Centre who had dealt with women who had experienced difficulties with labour hire arrangements• Immigrant Women’s Speakout because of concerns that immigrant women experience language barriers and many come from countries with different labour laws and might not be aware of their entitlements• NSW Nurses’ Association because employment of nurses under labour hire arrangements is common• The Federated Clerks’ Union as most labour hire workers are in the administrative and clerical sector• Public Service Association as there had been an increase in temporary workers employed in the public sector• Phone interviews were conducted with these

Outcomes/Feedback

- organisations to canvass the issues and gather data and anecdotal examples
- Statistical data was collected from the ABS *1996 Census and Changes at Work – the 1995 Australian Workplace Industrial Relations Survey*
 - Qualitative information was obtained from relevant research papers and reports
 - A submission was made to the review
 - Ways in which labour hire workers, and particularly women were disadvantaged were identified to the review. These included:
 - lack of access to employment benefits such as maternity leave
 - unpredictability of working hours and therefore of income
 - lack of access to unfair dismissal provisions
 - greater occupational health and safety risks, because of lack of clarity about employer and labour hire provider responsibilities
 - lack of opportunity for career advancement, in particular for those in clerical and administrative positions
 - other problems associated with the casualisation of work
 - Strategies to address these disadvantages were identified.
 - The final report of the task force recommended that:
 - The definition of employer in the industrial relations act be amended to include labour hire companies.
 - A licensing regime for labour hire companies be established and a Working Party established determine the details.
 - Provision be included in the occupational Health and Safety Act 2000 to clarify the responsibilities of labour hire companies and host organisations and render into legislation the notion of “joint responsibility” for occupational health and safety matters.
 - WorkCover NSW conduct an education campaign to increase awareness of occupational health and safety obligations of labour hire companies and host organisations.
 - Amendments to the legislation to mandate joint responsibility of labour hire companies and host organisations for rehabilitation of injured workers.

Figure 5:
Steps taken to address issues for women in the process of writing a submission to the Labour Hire Inquiry

Stage / Task	Steps to address issues for women	Deliverables	Source
Stage 1 Scoping and development of project			
Task 1.1 Scoping discussion to determine further involvement	Explore whether gender is an issue in labour hire. Consider how the issues discussed in the Issues Paper might affect women.	Discussion notes Ideas for further investigation	DFW staff
Stage 2 Identifying and contacting stakeholders			
Task 2.1 Contact Department to find out which organisations were sent the issues paper	Ask whether any women's organisations were included, or had been contacted to provide input into the inquiry	Notes	DFW staff
2.2 Contact relevant organisations to make them aware of the review	Identify and contact relevant women's organisations, peak bodies and lobby / advocacy groups, including those representing migrant women	List of organisations	Directories: The Department for Women publication: <i>Directory of Organisations for Women in NSW</i> , and the Women's Information Service database.
	Identify and contact unions representing those industries dominated by women and using high numbers of labour hire workers	List of organisations	
Stage 3 Collection of evidence and information			
3.1 Collection of statistical data	Seek gender disaggregated data to determine the extent to which labor hire arrangements affect women. What proportion of workers hired under such arrangements are women?	A collection of relevant data	ABS data
3.2 Collection of other information and anecdotal evidence	Collect research which analyses labour hire, and related issues of casual work, recruitment practices etc from a gender perspective	A collection of other relevant information and evidence	Research material from the Evatt Foundation, and anecdotal and statistical information from the Women's Information and Referral Service
	Check advertisements for labour hire work to see	Notes	Print media job vacancy sections.

	which occupations are commonly covered – are these occupations known to be dominated by women?		Specialist recruitment media
	Consult unions representing workers in industries where labor hire arrangements are common. Seek advice about the particular impacts of labor hire on women.	Notes from discussions	
	Consult relevant women’s organisations and peak bodies or lobby / advocacy groups. Ask about the types of employment issues faced by their women clients.	Notes from discussions	<i>Directory of Organisations for Women in NSW.</i> Working Women’s Centre Women’s Information and Referral Service.
	Interview agencies identified at 2.2 to gather evidence based on their experiences in advocating for and representing women	Notes from discussions	See 2.2
Stage 4 Writing the submission			
3.1 Incorporate quantitative data	Ensure all relevant gendered data and information is incorporated.	Analysis of the gendered quantitative data.	Statistical data collected at task 3.1 above.
3.2 Incorporate qualitative data and anecdotal evidence gathered at Stage 2.	Use qualitative data and anecdotal reports to explore the gender implications of the issue. This can include written research or reports and conversations with stakeholders.	Written sections for the submission which use this information to analyse the issues from a gender perspective.	Information and evidence collected at 3.2 above.
3.3 Write submission	<ul style="list-style-type: none"> • Consider each question / issue in the issues paper from the perspective of gender • Attempt to fit evidence and data collected into the prescribed format, to show how each of these issues affects women • Where gender issues are not easily accommodated by the standard questions / terms of reference, they will need to be addressed in an additional section 	Complete written submission	

Case Study 5

Gender analysis of a community service obligations review

- Initiative:** The Charitable Goods Transport Subsidy Scheme was identified as a Social Policy Program, or Community Service Obligation (CSO) and was reviewed in line with NSW commitments under the National Competition Policy. The Department of Transport developed the review in consultation with the Department of Community Services and a reference group was formed, to provide advice and oversee the Review conducted by Coopers and Lybrand.
- Within the context of the *State Owned Corporations Act* and related microeconomic reforms, the FreightCorp Board (previously Freight Rail) decided to close the Trackfast (freight transport) business. Prior to the closure charities could transport goods (including recycled clothing, wheelchairs, food, talking books, pharmaceuticals) free of charge throughout NSW.
- The aim of the review was to consider whether the scheme had been effective in meeting explicit (or implied) objectives and review its appropriateness in relation to the *NSW Social Justice Directions Statement Fair Go, Fair Share, Fair Say* and other community service priorities.
- Date:** 1997-1999
- Project description:** Gender analysis of the review of the Charitable Goods Transport Subsidy Scheme as an example of a review of Community Service Obligations (CSO).
- Aim of the project:**
- Participation in the Review of the Charitable Goods Transport Subsidy Scheme by DFW to develop a methodology for gender analysis of Community Service Obligations (CSO).
 - The resulting checklist could be used by other agencies reviewing CSOs in the future to ensure that any gender differential impacts are identified and considered in the review process.
- Method/Approach:**
- Each step of the review process was identified.
 - A questionnaire to obtain input from charities using the scheme was developed which included the collection of information on the gender of paid staff, volunteers and recipients of goods).
 - Adequate time was allowed to carry out consultations, data/resource collection and analysis.
 - Potential implications or disadvantages for women of decisions made at each step of the process were identified including issues of cost, accessibility, quality of services.
 - Strategies for making the process more sensitive and inclusive of the needs and impacts for women were

identified including ensuring gender sensitivity in consultant's/reviewer's briefs, plans, evaluations, etc.

Outcomes/Feedback

- Women represent a significant proportion of charity employees and recipients of the service.
- A checklist was developed to help agencies identify the differential impacts of policy decisions on women and men and provide suggestions on how to take these issues into account from the outset.
- Awareness of the limitations of a standard cost benefit analysis to the review of CSOs was highlighted and the need to look at the economic and social implications for women raised.
- The final report of the review recommended the need to continue to assist rural communities and to support charities.
- The report of this case study was circulated to NSW government agencies by the Director General of the Premier's Department.

The full report of this project is available at:
www.women.nsw.gov.au

Case Study 6

Gender analysis of a partnership against homelessness

Initiative: Inner City Homelessness Action Plan (ICHAP)

Date: 2002 - current

Project description: The Inner City Homelessness Action Plan is a project of the Partnership against Homelessness. The ICHAP aims to understand the characteristics, needs and risk factors affecting homeless men and women who are sleeping rough including pathways into and out of homelessness, as well as investigate best practice service models.

The gender analysis of the ICHAP contributes a case study to the Women and Homelessness Reference Paper prepared by the Department for Women and adopted by the Partnership against Homelessness in 2002.

DFW's contribution is two fold:

1. To bring gender analysis to stage 1 of the ICHAP, and the establishment of an outreach service for homeless women and men sleeping rough in the inner city. DFW works to build consideration of gender into each stage of the outreach service project;
2. The preparation of a profile of women experiencing homelessness and/or at risk of homelessness in the inner city. The profile gathers qualitative and quantitative data together with case studies on the pathways in and out of homelessness. The profile will provide evidence for considering:
 - the system's capacity to respond to the specific and multiple needs of women who are homeless
 - the intersectionality of women's experience of homelessness – for example, the intersection between mental health, experience of violence, and access to secure housing tenure
 - the experiences of groups of women – in particular Aboriginal and Torres Strait Islander women, young women, refugee women
 - the interface of the service system with women's differing experiences of homelessness.

Aim of the project: Develop a gender analysis methodology applicable in the development of services for homeless people.

Establish a homelessness outreach service in the inner city area that produces effective outcomes for women as well as men.

Document the process in the form of a case study to illustrate gender inclusive approaches in developing services for homeless women and men.

Distribute the case study to Partnership Against Homelessness members and relevant homelessness agencies to encourage gender inclusive approaches in appropriate PAH projects.

The gender analysis process aims to: improve service delivery by understanding the different needs of women and men

- Build gender analysis into Partnership against Homelessness projects
- Develop a gender analysis reference tool for housing service providers and policy makers
- Encourage the gender disaggregated data collection in the housing sector

Method/Approach:

The gender analysis of the ICHAP is based on research that women's experience of homelessness is different to that of men's and that women experiencing homelessness or at risk of homelessness require specific service system responses and interventions. Gender analysis is applied at key decision making points and to specific components, including in:

- Quantitative and qualitative data collection (ensuring gender disaggregated data collection)
- MOUs and service agreements (ensuring that the service system considers women's needs)
- Assessment tools, protocols and referral systems (ensuring these are able to respond appropriately and comprehensively to the needs of women)
- Evaluation frameworks (ensuring that addressing the needs of women and men is distinguishable).

Outcomes/Feedback:

Outcomes from the process of bringing a gender understanding to the deliberations of the Inner City Homelessness Action Plan include:

- Increased awareness of the distinctive needs of homeless women and men
- Gender disaggregated data collection, recording and analysis
- Consideration of the distinctive needs of women experiencing homelessness or at risk of homelessness in policy and service responses by partner agencies
- Drawing together knowledge, data and research on women and homelessness in one place

Figure 6: Summary project plan for women and homelessness project

Project plan	Activity/strategy	Project outcomes to date
Develop gender analysis methodology applicable to the development of services for homeless people	Research and analysis of the circumstances, pathways and experience of homelessness for women	<i>Women and Homelessness Reference Paper</i> prepared by DFW and adopted by Partnership against Homelessness
	<p>Agree DFW working with agencies to develop case studies illustrating how the consideration of gender at each stage of project development can improve project outcomes for homeless women and men.</p> <p>DFW and agency sign agreement regarding gender analysis of the ICHAP outlining project decision-making points, proposed agency roles and agreed outcomes.</p>	<p>Agree case study process for Inner City Homelessness Action Plan</p> <p>DFW and agency MOU and gender analysis project protocol as model for agency collaboration on gender inclusive planning and models of practice</p>
	Establish DFW membership on the Street Outreach and Support Services Committee	<p>Gender analysis methodology informs Street Outreach and Support Services Committee deliberations – provides tools and framework through which agencies and services consider the issues for homeless women separately to that of homeless men.</p> <p>Forum for community service providers considers the needs of homeless women and issues relating to the existing service system</p> <p>Data from outreach service identifies high percentage of contact with homeless women (in particular Aboriginal women)</p>
Consider gender in each stage of the ICHAP, outreach project for homeless women and men sleeping rough in	<p>Consider gender in:</p> <ul style="list-style-type: none"> ▪ <i>expression of interest/tendering for the outreach service</i> ▪ <i>briefing the outreach service</i> 	DFW provided comment on the tender brief and tender notice to ensure that applicants understand and are able to cater for needs of clients in gender-inclusive ways

<p>the inner city</p>	<ul style="list-style-type: none"> ▪ <i>identifying target groups</i> ▪ <i>data collection</i> ▪ <i>establishing services and networks, and</i> ▪ <i>monitoring and evaluation</i> 	<p>Homeless women and groups of homeless women (Aboriginal and Torres Strait Islander women, women from culturally and linguistically diverse backgrounds and young women) considered in data collection and in program development.</p> <p>Data collection on homelessness gender-disaggregated.</p> <p>The specific needs of homeless women and men considered in the development of program responses to homelessness.</p>
<p>Prepare profile of women experiencing or at risk of homelessness in the inner city</p>	<p>Quantitative and qualitative data collected and analysed to give a picture of women experiencing and at risk of homelessness in the inner city.</p>	<p>ICHAP homelessness counts collect data on homeless men and women</p> <p>Separate survey of women using day support services carried out during homelessness count</p> <p>Data sets brought together from information and referral, SAAP, outreach and support services.</p>

PART FOUR: FURTHER INFORMATION

How to find out what the NSW government is doing for women

The DFW website provides detailed information about the current work of the Department for Women. Visit the website at: www.women.nsw.gov.au

Each year the Department for Women conducts an audit of a wide range of NSW government agencies, asking them to report on their activities and commitments for women. The information obtained in this process is published in the *NSW Government Action Plan for Women 2002-2004* on the Department for Women's website, www.women.nsw.gov.au. The Action Plan provides an overview of government initiatives and progress in the key areas of:

- families and communities
- violence and safety
- work
- access to justice and equality before the law
- power, decision-making and leadership
- education and training, and
- health.

Where to get advice on gender analysis or assistance with your project

The Department for Women is the major agency assisting in ensuring that the NSW Government addresses women's needs and responds to the issues they have identified as important. The DFW's vision is to achieve justice and equity for the women in NSW. Generally, the department operates in partnership with other agencies. This partnership approach reflects the NSW Government's "whole-of-government" approach to gender equity.

To support women's needs being addressed across a range of policy and program areas, there are specific women's and gender equity units located in various NSW government agencies. This creates a network of 'gender focal points' and a structure conducive to the formation of partnerships and joint interagency approaches to issues for women. Figure 2 below provides a graphic illustration of this structure. Contact details for the various women's and gender units in NSW Government agencies are listed in Appendix One.

Where to learn more about gender analysis

The Department for Women has collected many examples of gender analysis materials from all over the world. Many of these books and articles have informed this introductory paper, in particular:

Women's Policy Office, Government of Newfoundland and Labrador (Canada), *Guidelines for Gender Inclusive Analysis: an integrated approach to policy/program development*, 1998.

Ministry of Women's Equality, British Columbia, *Gender Lens: a guide to gender inclusive policy and program development* (1997).[http:// www.weq.gov.bc.ca](http://www.weq.gov.bc.ca)

Ministry of Women's Affairs, New Zealand, *The Full Picture: guidelines for gender analysis* 1996.

APPENDIX ONE

Incorporating a Gender Perspective - Water Supply & Sanitation

Incorporating a gender perspective into aid activities involves understanding the different roles of women and men within a specific context. Gender analysis, an essential part of social analysis, is the means by which such an understanding is acquired. A crucial part of gender analysis is the collection of socio-economic data disaggregated by sex.

An example of the gender and development approach can be found in Flores, Indonesia, where AusAID is undertaking a water supply and sanitation project. The five year, \$22.5 million project commenced in June 1994, and focused initially on reconstructing water supply and sanitation facilities in selected rural and urban areas which had been hit by an earthquake in 1992.

In Flores women and their children are the major water collectors and users and women are also the major caretakers of children and the sick. As a result, women have a significant interest in any water and sanitation efforts and hygiene activities undertaken in their communities. Involving women in planning, operating and maintaining the improved water and sanitation facilities is critical to their effective use and sustainability.

On the basis of a report prepared by a gender and health specialist, several steps have been taken to incorporate a gender perspective. The project employs a full time, local GAD adviser who is responsible for making the participatory training workshops and other project elements sensitive to gender. Through separate training and discussion groups, conducted by male and female community facilitators, the project encourages the input of women and men into decision making and ensures that women's specific needs are known and respected. Gender awareness workshops are held at the district level for project and Indonesian counterpart staff and for community members. In addition, the project funds people to participate in a provincial level Gender Advisory Group which serves as a resource base and is made up of Indonesian officials, non government organisations, and international donors.⁷

Failure to incorporate women's perspective – Forestry in Nepal.

An example of the costs of not considering women's needs is the early experience of the Australian Forestry Project in Nepal. Although it was women's role to harvest medicinal plants and collect fodder and firewood from the forests, the male project workers consulted the local men but not the local women about the reforestation project. Pine trees which had no value to the women except for firewood were planted. The acidity from the pine needles stopped the growth of under story plants valued for medicinal and fodder purposes. Not being highly valued, the trees were heavily lopped for firewood, threatening the project's viability. Forest guards were employed to protect the forests from women who had traditionally protected and nurtured them. Access to communal land was restricted and women had to travel further to find fodder for their animals. Their access to medicinal plants was reduced. A women's officer was employed on the project some way through but she was not initially consulted. Finally, the women were consulted and a process of renegotiation of

⁷ AusAID *Gender and Development: Australia's Aid Commitment* p10 www.ausaid.gov.au

the project to meet the women's needs and ensure their understanding and commitment to regrowing the forest commenced.⁸

⁸ SJ Elliott "*A lot of money...buying a lot of cars*" *Development in Nepal*. Unpublished MSW Thesis, University of Sydney.

APPENDIX TWO

Example of detailed task breakdown and steps in making the Youth Support Worker Project more gender aware.

This table outlines the various stages of the process, the standard tasks for carrying out the work of each stage, and a series of steps designed to make these tasks inclusive of girls and young women's needs. The intention is that by breaking down the process into a series of steps and taking care to look at the gender issues at each of them, there is a greater chance of the overall service design and delivery being gender-inclusive.

STAGE 1: DESIGN / DEVELOPMENT OF PROJECT

Task	Possible steps to make task gender-aware	Deliverables	Role
1.1 Conduct analysis of needs for various groups	<ul style="list-style-type: none"> Ensure existing statistics system collects statistics by sex. 	Gender disaggregated statistical collection method/system	Project officer to liaise with manager of to incorporate data disaggregation by sex.
	<ul style="list-style-type: none"> Identify proportion and characteristics of young women/men in target population. Analyse existing youth services and their users by sex, types of service. 	<ul style="list-style-type: none"> Statistical report on proportion of young women and men in target area by age, ethnic background etc. Statistics on use of existing services by sex, and an analysis. 	Project officer to collate statistics and prepare report. Sources might include ABS census data, statistics and advice from existing youth services in each identified area, local offices, youth organizations
	<ul style="list-style-type: none"> Identify issues for young women and young men – including violence issues. Identify needs and interests of young women and young men. 	Report on possible needs, interests and issues for young women and men.	

1.2 Undertake consultations	<ul style="list-style-type: none"> Ensure organisations consulted are those dealing with young women; and young men. 	<p>Consultation report containing:</p> <ul style="list-style-type: none"> list of organisations / individuals consulted findings regarding specific issues for young women and for young men. 	<p>Organisations to be consulted might include existing funded services, Family Support Services, FaCS funded youth services, YAPA. Project officer could also contact Women's Information and Referral Service (WIRS) for contact details of organisations dealing with women.</p>
	<ul style="list-style-type: none"> Ensure area consultations specifically address needs of young women and young men. 	<p>Clause in briefing / terms of reference for area consultations regarding gender issues for young people.</p>	<p>Project officer to liaise with officers organising area consultations. Project officer to write a brief, covering questions and issues related to young women. This should be included as part of the planning process for each area consultation.</p>
1.3 Specify service types, outputs and outcomes	<ul style="list-style-type: none"> Specify that the program is to be gender inclusive, and that meeting the needs of young women and young men may require different service types (for example, consultations may have revealed that drop in centres are used more by boys; or that outreach works better for girls). Clarify <i>Anti-Discrimination Act</i> implications. 	<ul style="list-style-type: none"> Written clause in program description to this effect. Question on EOI form on how service will provide gender inclusive services and produce appropriate outcomes for girls and boys. Written explanation that while it is a breach of the <i>Act</i> to absolutely exclude one sex from a service, it is <i>not</i> unlawful to specifically tailor programs to meet the needs of one sex or the other. 	<ul style="list-style-type: none"> Project officer to write. Project officer to develop question. Project officer to write (consult with Anti-Discrimination Board for assistance if necessary)
	<ul style="list-style-type: none"> Check program description against the gendered needs identified at 1.1 and 1.2. Ensure outcomes specified meet needs of boys and girls. 	<ul style="list-style-type: none"> 'Information Package' document to outline how overall program outcomes meet gendered needs. 	<ul style="list-style-type: none"> Project officer to write.

	<ul style="list-style-type: none"> • Ensure data on service and client use/outcomes is collected and analysed by sex. 	<ul style="list-style-type: none"> • Clause in service contract mandating that data be collected by sex, and reported on in service annual reports. 	<ul style="list-style-type: none"> • Project officer
	<ul style="list-style-type: none"> • Set gender inclusiveness as a criterion for selection. 	<ul style="list-style-type: none"> • 'Selection Process' section of the 'Information Package' document includes the statement that 'gender inclusiveness is a criterion for selection'. 	<ul style="list-style-type: none"> • Project officer to write
	<ul style="list-style-type: none"> • Set gender inclusiveness as a criterion for annual assessment of funded services. 	<ul style="list-style-type: none"> • Clause in contract stipulating gender inclusiveness as a measure the service must report on in their annual reports. 	<ul style="list-style-type: none"> • Project officer to write
1.4 Ensure requirements regarding community partnerships and integration of service in local networks are met	<ul style="list-style-type: none"> • Assess patterns of referrals to/from the service by gender 	<ul style="list-style-type: none"> • Clause in contract stipulating that statistics on referrals be collected by sex and reported in annual reports 	<ul style="list-style-type: none"> • Project officer to write
	<ul style="list-style-type: none"> • Ensure that appropriate services to provide and receive referrals for both boys and girls are identified 	<ul style="list-style-type: none"> • Question in EOI form on how local networks will be used to obtain referrals for both girls and boys. 	<ul style="list-style-type: none"> • Project officer to develop question

STAGE 2: PROCUREMENT OF EXPRESSIONS OF INTEREST FROM POTENTIAL SERVICE PROVIDERS

Task	Possible steps to make task gender-aware	Deliverables	Role
2.1 Advertise for EOIs	<ul style="list-style-type: none"> Ensure ads calling for EOIs include a statement of intent to ensure access for girls and boys 	<ul style="list-style-type: none"> Short paragraph for insertion in the ads to the effect that: 'this is a gender inclusive program. [Agency] is committed to ensuring positive outcomes for both girls and boys...' 	<ul style="list-style-type: none"> Project officer to write
	<ul style="list-style-type: none"> Identify organisations with specific expertise in meetings needs of girls and boys and ensure they receive ads 	<ul style="list-style-type: none"> List of contact details of organisations with expertise in provision of services addressing needs of girls/boys. 	<ul style="list-style-type: none"> Existing DOCS contacts, liaison with other relevant organisations (eg FaCS NSW office, YAPA, etc).
	<ul style="list-style-type: none"> Ensure EOI forms ask organisations to demonstrate their research into and evidence for specific issues for boys/girls in their geographical area / community. Ensure that EOI forms explicitly provide for organisations to address gender specific issues relevant to the local community. 	<ul style="list-style-type: none"> Question on EOI form on what locally-specific research organisations have done into gender issues in their area/ what evidence they have. Question on EOI form on what strategies will address these specific issues and ensure gender inclusiveness. 	<ul style="list-style-type: none"> Project officer to write Project officer to write
2.2 Convene panel to assess EOIs	<ul style="list-style-type: none"> Ensure panel understands the gender-inclusive focus of the program 	Written briefing on the principle of gender inclusiveness, and intended outcomes of the program for girls and boys.	<ul style="list-style-type: none"> Project officer to write and provide to each panel member.

STAGE 3: SELECTION OF SERVICE PROVIDERS

Task	Possible steps to make task gender aware	Deliverables	Source
3.1 Shortlist services for funding	<ul style="list-style-type: none"> Review whether shortlist would result in gender inclusive program. Reconsider recommendations if necessary. 	<ul style="list-style-type: none"> Notes accompanying documentation of shortlisting process which address gender inclusivity of the shortlisted services. 	<ul style="list-style-type: none"> Selection panel to write as part of the selection process.

STAGE 4: IMPLEMENTATION

Task	Possible steps to make task gender-aware	Deliverables	Source
4.1 Contract signing and service establishment	Ensure strategies to address gender issues are part of ongoing processes of service delivery.	<ul style="list-style-type: none"> Meeting between service provider and agency to clarify requirements of contract and annual reporting processes re: gender inclusiveness. Agency to mention this issue in their ongoing contact with services throughout the year. 	Agency staff from relevant Area Office to meet with service provider.

STAGE 5: EVALUATION

Task	Possible steps to make task more gender-aware	Deliverables	Source
5.1 Data collection	<ul style="list-style-type: none"> • Ensure data on service and client use and outcomes is collected by sex. • Ensure that <i>each</i> category of data specified (eg. # of clients with alcohol or other drug dependency, # of clients living apart from family etc) is collected by sex. 	<ul style="list-style-type: none"> • Proforma to enable services to report detailed data on clients, service use and outcomes by sex. 	<ul style="list-style-type: none"> • Project officer to develop proforma in conjunction with the staff who will be managing each service. Form to be completed by funded services in their annual report to the Department.
5.2 Review process	<ul style="list-style-type: none"> • Ensure review processes specifically analyse and consider gender effects. • Ensure services address the locally-specific gender issues identified in their EOIs. 	<ul style="list-style-type: none"> • Proforma which services fill out as part of their annual report which includes space for provision of information on gender specific outputs and outcomes. 	<ul style="list-style-type: none"> • Project officer and relevant staff to develop proforma. • Services to submit annually. • Staff to refer back to the locally specific, gender inclusive strategies which the service outlined in its EOI (see 2.1) when assessing service outcomes, to ensure that services have been successfully tailored to local needs.
	<ul style="list-style-type: none"> • Services to analyse client feedback by gender to ensure process of continual improvement to address gender-specific issues and needs. 	<ul style="list-style-type: none"> • Information on the annual reporting process is provided to services and includes a section on the importance of analysing client feedback by gender, and incorporating issues into program design. 	<ul style="list-style-type: none"> • Project officer to write.

APPENDIX THREE

List of Women's and Gender units and contacts in NSW Government Departments

DEPARTMENT OF ABORIGINAL AFFAIRS

Level 13, 280 Elizabeth Street
SURRY HILLS NSW 22010
Phone: (02) 9219 0700
Fax: (02) 9219 0790
Website: www.daa.nsw.gov.au

ANTI DISCRIMINATION BOARD

Level 17, 201 Elizabeth Street
SYDNEY NSW 2000
Phone: (02) 9268 5555
Fax: (02) 9268 5500
TTY: (02) 9268 5522
Free call: 1800 670 812
Website: www.lawlink.nsw.gov.au/adb

DEPARTMENT OF AGEING, DISABILITY AND HOME CARE

Level 13, 83 Clarence Street
SYDNEY NSW 2000
Phone: (02) 8270 2000
Fax: (02) 8270 2450
TTY: (02) 8270 2167
Website: www.dadhc.nsw.gov.au

NSW AGRICULTURE

Rural Women's Network
161 Kite Street
ORANGE NSW 2800
Phone: (02) 6391 3611
Fax: (02) 6391 3650
Free Call: 1800 814 647
Email: allison.windus@agric.nsw.gov.au
Website: www.agric.nsw.gov.au/rwn

ATTORNEY GENERAL'S DEPARTMENT

Violence Against Women Specialist Unit
Goodsell Building, 8-12 Chifley Square
SYDNEY NSW 2000
Phone: (02) 9228 7899
Fax: (02) 9288 8559
TTY: (02) 9228 7676
Website: www.lawlink.nsw.gov.au

DEPARTMENT OF COMMUNITY SERVICES

164-174 Liverpool Road
ASHFIELD NSW 2131
Phone: (02) 9716 2222
Fax: (02) 9799 9394
DX: 21212 Ashfield
Website: www.community.nsw.gov.au

DEPARTMENT OF CORRECTIVE SERVICES

Women's Services Unit
Roden Cutler House, 24 Campbell Street
SYDNEY NSW 2000
Phone: (02) 9289 1241
Fax: (02) 9289 1262
Website: www.dcs.nsw.gov.au

DEPARTMENT OF EDUCATION AND TRAINING

Gender Equity Unit
Level 3, 2 Cavil Ave
ASHFIELD NSW
GPO Box 33 SYDNEY NSW 2001
9246 5512
Phone: (02) 9246 5522
Fax: (02) 9246 5512
Website: www.det.nsw.edu.au

OFFICE OF THE DIRECTOR OF EQUAL OPPORTUNITY IN PUBLIC EMPLOYMENT

Level 17, Bligh House
4-6 Bligh Street
SYDNEY NSW 2000
Phone: (02) 9248 3555
Fax: (02) 9248 3500
TTY: (02) 9248 3544
Email: eeo@eeo.nsw.gov.au
Website: www.eeo.nsw.gov.au

COMMUNITY RELATIONS COMMISSION

Level 4, Stockland House
175 - 183 Castlereagh Street
SYDNEY NSW 2000
PO Box A2618
SYDNEY SOUTH NSW 1235
Phone: (02) 8255 6767
Fax: (02) 8255 6868
TTY: (02) 8255 6758
Website: www.crc.nsw.gov.au

DEPARTMENT OF FAIR TRADING

1 Fitzwilliam Street
PARRAMATTA NSW 2150
Phone: (02) 9895 0111
Fax: (02) 9895 0222
TTY: (02) 9338 4943
Website: www.dft.nsw.gov.au

NSW HEALTH DEPARTMENT

Primary Health and Community Care
(Women's Health), 73 Miller Street
NORTH SYDNEY NSW 2060
Phone: (02) 9391 9872
Fax: (02) 9391 9615
Website: www.health.nsw.gov.a

DEPARTMENT OF INDUSTRIAL RELATIONS

Women's Equity Bureau
Level 3, 1 Oxford Street
DARLINGHURST NSW 2010
Phone: (02) 9243 8790
Fax: (02) 9243 8797
Email: equity@dir.nsw.gov.au
Website: www.dir.nsw.gov.au

PREMIER'S DEPARTMENT

Level 39, Governor Macquarie Tower
1 Farrer Place
SYDNEY NSW 2000
Phone: (02) 9228 5555
Fax: (02) 9231 1110
Email: info@premiers.nsw.gov.au
Website: www.premiers.nsw.gov.au

DEPARTMENT OF SPORT AND RECREATION

Women's Sport Unit
6 Figtree Drive
HOMEBUSH BAY NSW 2127
Phone: (02) 9006 3842
Locked Bag 1422 Silverwater NSW 2128
Fax: (02) 9006 3889
TTY: (02) 9006 3701
Email: info@dsr.nsw.gov.au
Website: www.dsr.nsw.gov.au

DEPARTMENT OF STATE AND REGIONAL DEVELOPMENT

Small Business Development Division
(Women in Business Unit)
Level 43, 225 George Street
Grosvenor Place
SYDNEY NSW 2000
Phone: (02) 9228 3111
Fax: (02) 9228 3626
Website: www.business.nsw.gov.au

DEPARTMENT FOR WOMEN

Level 4, 175-183 Castlereagh Street
SYDNEY NSW 2000
Phone: (02) 9287 1860
Fax: (02) 9287 1823
Email: dfw@women.nsw.gov.au
Website: www.women.nsw.gov.au

Glossary

Gender and sex

Sex refers to the biological differences between men and women. The term "gender" describes those characteristics of women and men that are socially constructed, in contrast to those that are biologically based. Expectations about the characteristics, responsibilities, attitudes and likely behaviours of women and men can limit perceptions of the full range of possibilities for men and women.

Gender Mainstreaming

“Gender Mainstreaming is the (re) organization, improvement, development and evaluation of policy processes so that a gender equality perspective is incorporated in all policies at all levels and at all stages by the actors normally involved in policy making” (Group of Specialists on Mainstreaming, Council of Europe 1998 Strasburg).

The United Nations Development Program (UNDP) definition of mainstreaming is “a process to take account of gender relations in all our policy, program, administrative and financial activities and in organizational procedures”.

Gender equity

Gender equity is the outcome of being fair to women and men. To ensure fairness, measures must be available to compensate for the historical and social disadvantages women experience.

Gender equality

Initially gender equality focused on rights and meant treating everyone the same, regardless of their individual or group circumstances. Gender equality has evolved over time to reflect women’s different experiences and needs and to develop equitable conditions for women and men, rather than treating women and men as if they were the same.