



Department for Women

Gender Analysis Checklist
for the review of
Community Service Obligations

A Case Study of the
Charitable Goods Transport Subsidy Scheme

Table of Contents

	Page
Overview of Community Service Obligation Review	1
Generic Checklist for Gender Analysis	3
♦ Review of Community Service Obligations/Social Programs	

Background

Case Study: Review of the Charitable Goods Transport Subsidy Scheme.	7
♦ Background and Outline of Review Process	
♦ Case Study Checklist	
Comments	18

Attachments

National Competition Policy and Microeconomic Reform	i
♦ Review of Community Service Obligations within the context of National Competition Policy	
♦ Implications for Women	
Overview of Gender Analysis Methodology	ii
Social Program Policy Implementation Guidelines	iii
Competition Principles Agreement	iv
Acronyms	v
Bibliography	vi

Overview

Review of Charitable Goods Transport Subsidy Scheme Gender Analysis of Process and Conclusions

The *NSW Action Plan for Women* includes a commitment for the Department for Women in consultation with other agencies and the Premier's Council for Women to develop principles and methods for gender analysis of Social Programs Policy. This was to be based on evaluation already carried out and existing gender analysis methodologies, including testing these methodologies in a review of Community Service Obligations (CSO). The aim of these strategies was to ensure that any gender differential impacts in the evaluation of Social Programs delivered by Government Trading Enterprises (GTEs) are identified and taken into consideration in the review process.

DFW negotiated participation in the Review of the Charitable Goods Transport Subsidy Scheme to assist the Department to develop a set of principles and methods for gender analysis which can be utilised by other agencies undertaking the evaluation/review of CSOs in the future. The checklist is to ensure that gender differences in the operation of or proposed changes to CSOs are identified by agencies and strategies developed to address any adverse effects from the outset.

The review of Charitable Goods, oversighted by the Department of Transport, has now been completed, with recommendations currently being considered by the Social Justice Committee of Cabinet. The principles/checklist for gender analysis have been developed by summarising each step of the review process, identifying potential gender implications resulting from decisions made at each stage and providing comment on how the process could be more gender sensitive.

Other agencies are likely to be faced with similar issues as those highlighted in the Department of Transport review, which suggests that gender issues should be integrated into Social Program Policy guidelines and the guidelines used in conjunction with the DFW checklist.

While the Department of Transport followed quite a comprehensive and considered approach, to the review it is possible that other CSO reviews undertaken by agencies may not be granted the same attention/process. Again this suggests the need for guidelines/a checklist to ensure that appropriate steps/processes are followed. Recurring issues include:

- The need to allow sufficient time to carry out adequately, each step of the review. This will encourage comprehensive consultation, data/resource collection, and analysis etc.
- Adequate representation of women and men, via submissions, consultation processes and inclusion on steering committees/reference groups etc.
- Requirements for gender sensitive analysis to be included in all documents produced for and resulting from the review, including the consultants'/reviewers' brief, and evaluation plan etc.
- Careful consideration of assumptions made in relation to analysis of areas such as data, weighing up of options, etc.

The checklist (pages 3-6) is intended to provide a simple technique which does not require complex procedures, extensive preparation or a large time commitment from agencies undertaking reviews.

The background information and attachments to the paper provide the context in which the checklist was developed. The framework for developing the checklist was developed with particular reference to the *Social Impact Assessment for Local Government -A Handbook for Councillors, Town Planners and Social Planners* produced by the NSW Government's Office on Social Policy and the Local Government and Shires Association of NSW and with reference to a range of publications on gender analysis in policy development (refer to Attachments **ii** and **vi**).

Gender analysis is a process, which examines the differential impacts of decisions (whether this be policies, programs or legislation), on women and men (Status of Women, Canada:4:1996). It recognises that neither women nor men are homogeneous groups, and that social position, ethnic origin, age, etc, are all factors, which influence and determine need. Gender analysis helps to identify where social expectations and stereotypes based on gender can influence public policies and programs (Ministry of Women's Equality, British Columbia (undated)).

This technique is relevant to the review of CSOs and microeconomic reform generally as these initiatives can have significant ramifications for disadvantaged groups, many of whom are women. Women tend to be disproportionately represented among those living in poverty, and are particularly reliant on government services. Policy decisions, which impact on the cost, accessibility and quality of services, therefore need to be carefully monitored to assess the impact on disadvantaged groups.

While it is recognised that gender analysis aims to identify differential impacts of decisions on both women and men, in this case study women were clearly identified as being more at risk from potential changes. This was because women make up the majority of paid and volunteer labour among the relevant charities, and are also likely to be the main recipients of recycled clothing. It is for this reason that comments and analysis pertain mostly to potential impacts on women.

Generic Checklist for Gender Analysis Review of Community Service Obligations

Stage of Review	Gender Checklist
Timeframe for Review	<p>Has a realistic timeframe been allocated to allow for adequate consultation/representation of both women and men as consumers, and to encourage quality bids from consultants and thorough consideration of options?</p> <p>Has the review been publicised, and have consultations occurred, in such a way that both women and men, as consumers are fully aware of its nature and process?</p> <p>Consultation with stakeholders should include; purpose, terms of reference and timeframe for the review, statistical information required before the review, list of participants to be involved in the review and their relationship to the process, and follow up to the reports.</p> <p>Consultations should allow for specific needs of stakeholders, including provision of child care, access for people with disabilities, etc to facilitate participation.</p>
Development of the Review Plan	<p>Does the Review Plan allow for gender analysis to investigate any differential effects for women and men throughout the review process, including collection and analysis of data, details of consultations etc?</p> <p>Issues to consider may include:</p> <ul style="list-style-type: none"> ◆ the different ways service providers may respond to customers on the basis of gender; ◆ the different extent to which customers rely on GTEs according to their gender; and ◆ the different range of services required by customers of GTEs according to their gender.
Establishment of the Reference Group to Oversee the CSO Review	<p>Is there representation on the Reference Group of a consumer or advocate with an understanding of gender equity issues? (This could include a DFW representative).</p>

Stage of Review	Gender Checklist
Development of the Reviewers'/ Consultants' Brief	<p>Has the Reference Group had a chance to comment on the reviewers'/consultants' brief before it is approved or goes to tender? This is necessary to ensure reviewers/consultants are aware of their responsibilities, and are equipped to carry out a gender sensitive impact assessment to investigate any differential effects for women and men.</p> <p>For example it is important to ensure that:</p> <ul style="list-style-type: none"> ◆ the reviewers'/consultants' brief is informed by material and contacts which allows consideration of gender issues; ◆ gender implications are considered as one of the terms of reference; ◆ any known gender biases evident in current practice are identified; and ◆ any assumptions made by the reviewing agency in respect of gender and the issue being reviewed are identified.
Briefing and Information Provided to the Reviewers/Consultants	<p>Have the reviewers/consultants been provided with contacts and material which allow consideration of gender issues?</p>
Development of the Review Methodology	<p>Have both qualitative and quantitative techniques been applied to the review task and in both cases do they take account of the potential gender issues?</p> <p>Have boundaries been set to determine parameters for gender impact assessment? For example in the Program Logic Stage when mapping the operation of the CSO and identifying beneficiaries, is there agreement at what points in delivery of the program gender impact assessments will begin and end?</p> <p>This process is important as gender issues are not always immediately apparent and there needs to be agreement as to where gender analysis begins and ends in relation to program delivery.</p> <p>Have reviewers/consultants sought input from the Reference Group or other sources on gender implications relevant to the topic/issue being reviewed? Relevant sources should be documented as part of this process.</p>

Stage of Review	Gender Checklist
Data Collection	<p>Do consultations and questionnaires include standard questions which reflect awareness of potential gender issues? If adequate data is not available to gauge effects on both women and men from potential changes, have measures been taken to get this information through other avenues? Standard questions may include, for example requesting:</p> <ul style="list-style-type: none"> ◆ statistics on the number of women and men currently accessing services related to the CSO; ◆ sex disaggregated statistics which indicate how these services are used by specific disadvantaged groups.
Data Analysis	<p>Have analytical tools and techniques (e.g. projections, relative costings, correlations, time series etc.) to investigate different impacts on women and men been applied to the data? If notional figures have been used because real costs/figures are not available, has this and any assumptions made from these results been acknowledged?</p> <p>Where assumptions have been made, are they supported by evidence and has consideration been given to the potential effects on stakeholders?</p>
Social Justice Assessment	<p>Are the conclusions and the review process each consistent with the <i>NSW Social Justice Directions Statement</i>? At each step of the process has consideration been given to particular disadvantaged groups, including those from rural and remote locations, NESB and Aboriginal and Torres Strait Islander populations, people with disabilities, and those from low socio-economic groups? Have these impacts been documented?</p> <p>Have the needs of these groups, for example been incorporated in the data collection and analysis, consultation process, and as part of the ongoing monitoring and evaluation of policy decisions etc.</p>

Stage of Review	Gender Checklist
Assessing Cumulative Impacts	<p>Has consideration been given to concomitant initiatives, which may impact on the organisation/s, to get a clearer picture of the real effect of CSO changes on direct and indirect recipients?</p> <p>Before final decisions are made, have any cumulative effects on women and men of:</p> <ul style="list-style-type: none"> a) other CSO reviews within the organisation; b) other CSO reviews within Government; and c) any changes to Government policy in other related areas been assessed to identify the real effect of changes on recipients?
Ongoing Evaluation and Monitoring	<p>Has provision been made for ongoing monitoring and evaluation after implementation of changes? Have agencies identified specific gender impacts to monitor, agreed on a process and identified timeframes for any further decisions?</p>

Background:

Case Study: Review of Charitable Goods Transport Subsidy Scheme

The Charitable Goods Transport Subsidy Scheme has been identified as a Social Policy Program (or CSO) and is therefore under review in line with NSW commitments under the National Competition Policy. The Department of Transport (DoT) developed the review in consultation with the Department of Community Services (DoCS) and a reference group was formed, to provide advice and oversight the Review conducted by Coopers and Lybrand.

Within the context of the State Owned Corporation (SOCs) 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) free of charge throughout NSW. Assistance was available only for the purpose of transporting clothes to and from country areas. An interim arrangement has been agreed whereby charities can use State contracted road transport services to deliver goods until the outcome of the review is known.

In 1995-96, a total of 36 charities used the free transport service at a total cost of \$2,049,382 (Trackfast rates). Twenty four charities transported clothes and twelve transported goods (including wheelchairs, food, talking books, pharmaceuticals). Used clothing represents 85% of the value of goods transported. Usage of the scheme is concentrated in five to six charities.

The timeframe to complete the review process was five weeks. Recommendations were made to the Social Justice Committee of Cabinet. Outlined below are the major steps and processes involved in the review.

Purpose of the Evaluation

1. To conclude whether the scheme has 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.
2. Identify opportunities for improvement (including monitoring and review mechanisms).

Steps in the process

All State Governments are required to review their Social Programs Policy. The previous Government began this process.

Following the decision by the FreightCorp Board to close Trackfast, a review was undertaken of the Charitable Goods function, which involved:

1. An investigation of how DoT was handling the subsidy and the cost.
2. An evaluation of the Program, including whether the subsidy fitted within the scope of the program.
3. An implementation process (which had begun under last Government).

Agencies essentially conduct CSO reviews on their own, with reference to Social Programs Policy and the *NSW Social Justice Directions Statement*. The following steps were taken during the course of the Review.

The Premier gave approval to Treasury to supply funds for free freight following the closure of Trackfast. This was done on the basis that a review would occur over a four to five week period.

- On 8 Feb 1997 a meeting of 17 charities was held to explain the closure of Trackfast and the reasoning behind the CSO review.
- Charities wrote voicing concerns in relation to the timeframe for the review.
- The Minister gave the Review Plan to the Social Justice Committee.
- DoT wrote a brief, and a Cabinet Minute was produced outlining what would be involved in the Review. Other Departments involved in the process were able to add comments at this point.
- Following the Cabinet Minute it was recommended by the Social Justice Committee that a number of other people be added to the Reference Group. This included DFW, the Ageing and Disability Department (ADD) and three members of the Social Justice Committee.
- DoT developed a Review Plan outlining the specifications, including criteria for the selection of the consultant, etc.
- DoT used the process of selective tender, contacting seven consultants. Two consultants responded and Coopers Lybrand were subsequently selected to do the Review and were briefed.

Phase 1. Orientation and Review Planning

The Reference Group was established and comprised representatives from:

DoCS, FreightCorp, DFW, DoT, National Organisation of Charitable Recycling Organisations (NACRO), Social Justice Reference Group, Cabinet Office, a Coopers and Lybrand Consultant.

The consultants firstly determined the scope of the Review using material supplied by the DoT and by accessing relevant information including:

- annual and/or management reports
- current existing data to establish profile performance information
- eligibility criteria for the scheme
- Social Justice objectives
- information on community funding frameworks (DoCS)
- identification of key players and charity contacts to interview etc.

Phase 2. Current Arrangements

The Program Logic was developed

This stage mapped the steps involved in the process, the organisations involved, and beneficiaries of free freight, etc. The charities and the reference group were able to comment/agree on the diagram at this point.

A questionnaire was developed to seek input from the charities

Interviews were conducted with five larger and two smaller users. The seven charities that were interviewed utilise 95% of the subsidy and a total of 40 charities currently access the scheme.

The reference group had the opportunity to comment on the format of the questionnaire before interviews commenced (for example DFW requested the collection of information on the sex of paid staff, volunteers and recipients of goods).

The data review included gathering information from TrackFast/FreightCorp on:

- volume usage by charities
- frequency of usage
- cost/price determinants
- top five users
- charging and subsidy arrangements
- time taken from consignment to delivery
- eligibility
- guidelines in relation to maximum/minimum usage of the subsidy
- service processes
- perceptions of inefficiencies and opportunities.

Outcome

The purpose of this exercise was to produce a Transport Process Map with volumes and performance information attached to compare with similar data and views of the charities interviewed.

Data Review

This included interviews with seven charities to gather information regarding:

- their data on usage,
- volume and weight/subsidy
- charging arrangements
- purpose and benefits of consignments
- costs if subsidy removed
- extra benefits from subsidy in relation to earned income
- benefits to end recipients
- information on paid staff and volunteers
- meeting objectives of charitable organisations

- service processes
- perceptions of inefficiencies and opportunities etc.

A package of information on the current arrangements was then given to the Reference Group for comment, including issues such as how well the scheme operates and how it can be improved. Topics covered involved data analysis of previous and current arrangements, risks and difficulties, benefits, emerging conclusions, and future options etc.

Phase 3. Appropriateness and location of the transport subsidy

The aim of this stage was to complement conclusions about the performance of the scheme with a consideration of the *NSW Social Justice Directions Statement* and issues about the need and location for funding the scheme.

The process involved consideration of the following perspectives:

- Government's social justice principles as outlined in the *NSW Social Justice Directions Statement*
- the importance of a transport subsidy as a means of implementing social justice principles, relative to other government community service priorities and mechanisms;
- other community services subsidies to charitable organisations;
- the location of the subsidy administration.

At this stage the consultants planned to interview any Government agencies which may have also funded operations or projects accessing or benefiting from the subsidy.

Data and information were examined to see how the scheme fits with the *NSW Social Justice Directions Statement*.

The consultants interviewed the selected charities and other key organisations using the service. The Reference Group were also to be interviewed individually. However this did not occur as it was not considered necessary.

If the scheme was not considered to fit within the *NSW Social Justice Directions Statement* the implications for charities and clients were to be documented at this stage.

Phase 4. Location and Mechanism for Funding

If it had been assumed at this stage that the scheme should continue the plan was then to determine how the funding should be made available.

The consultants undertook research on Government funding programs, prepared information on the implications for each option, and recommended the best alternatives and options to advise on future funding and administrative arrangements. For example an analysis was done on whether the program should be retained as it is with increased efficiency measures or whether there was a need to establish a separate program and recommend an alternate approach to administering the subsidies.

Discussion paper

A discussion paper was presented to the Reference Group identifying how charities use the scheme, the draft principles and features underlying future arrangements, and draft future objectives and eligibility requirements as well as the various options available.

Data was also made available to the Reference Group from DoCS outlining the changing demographics of country areas. There was an indication that populations were declining in certain areas.

Phase 5. Final Report

A full report was developed based on available information and analysis.

Outcome of Review

At the conclusion of the Review recommendations have been made for the new objectives of the scheme and for changes to the operation of the scheme. These are subject to consideration by the Social Justice Committee of Cabinet and as such details are not included.

In general, the recommendations recognise the need to continue to assist rural communities and to support charities while ensuring that the scheme is operated efficiently and effectively.

Following is a table (pages 12-17) detailing the steps undertaken to complete the Charitable Goods Transport Subsidy Scheme Review. The table provides comments on where decisions made throughout the process may impact disproportionately on women and provides recommendations/strategies for addressing particular issues.

This table provided the framework for developing the *Generic Checklist for Gender Analysis -Review of Community Service Obligations* (pages 3-6) which could be used by government agencies undertaking similar reviews.

DFW documented the review process to the point where the evaluation report was sent to the Cabinet Office. Final decisions in relation to the review are yet to be made.

Gender Analysis Checklist —Review of Charitable Goods Transport Subsidy

Issue	Process	Possible Gender Impact	Recommendation
Closure of Trackfast	Trackfast closed. Review of Transport Subsidy Scheme to determine options.	Women represent a significant proportion of charity employees and recipients of recycled clothing and therefore must be represented via a submission/consultation process from the outset.	Outcomes can be skewed, by conducting the review after the event.
Timeframe for Review	Government (Treasury) allowed 4-5 weeks for the review process.	Thorough analysis of gender issues may not be possible where short time frames are imposed. Inadequate time frames may not allow for appropriate data collection and consideration of all relevant issues.	A realistic timeframe is required for adequate consultation/representation and to encourage quality bids from consultants and consideration of options.
Procedures for CSO Review	<p>Department of Transport conducted the review which was framed around the <i>NSW Social Justice Directions Statement</i> and based on evaluation principles outlined in the Social Programs Policy (SPP).</p> <p>The SPP guidelines do not consider gender issues.</p>	Gender implications may be overlooked if agencies are not required to consider how women and men are affected socially/economically at each stage of the review process.	Gender issues should be integrated into SPP guidelines.

Issue	Process	Possible Gender Impact	Recommendation
Development of Review Plan	Department of Transport drafted the Review Plan which was approved by the Minister and referred to the Social Justice Committee of Cabinet.	Without specific reference to gender analysis in the Review Plan, this process is unlikely to occur. Possible implications included adverse affects for women in relation to costs of goods and services, loss of social contacts/networks, and employment opportunities.	The Review Plan specifically requires gender analysis throughout the review process, including collection and analysis of data, details of consultations with women etc.
Development of Consultants' Brief	Department of Transport drafted the consultants' brief which then went to selective tender.	Consideration of gender issues should be specified in the brief and evident in the consultant's bid, otherwise ramifications for women and men from potential changes may be overlooked.	The Reference Group should have a chance to comment on the consultants' brief before it goes to tender to ensure consultants are aware of their responsibilities and are equipped to carry out a gender sensitive social impact assessment.
Establishment of Reference Group to Oversee CSO Review	Department of Transport determined composition of the Reference Group with the Social Justice Committee of Cabinet having input in the final decision.	Without adequate representation on the Reference Group women's issues may not receive sufficient attention during the course of the review.	Treasury to provide DFW with prior notification of all CSO reviews to assess if a consumer/or advocate with an understanding of gender equity issues or a DFW representative should be included on the Reference Group.

Issue	Process	Possible Gender Impact	Recommendation
Briefing and information provided to the consultants	Consultants provided with annual reports, management reports, existing data, CSO eligibility criteria, stakeholders, and <i>NSW Social Justice Directions Statement</i> .	Without access to pertinent information consultants may not be aware of all relevant stakeholders and data in relation to these groups.	Consultants provided with contacts and material, which allows consideration of gender issues.
Develop Program Logic	Map steps involved in the transport/recycling process, identify stakeholders, methods of consultation and data collection etc.	Potential gender differentials can be overlooked if analysis does not occur during the mapping process. Analysis will identify how changes at a particular point may impact on women and men further on in the process.	Consultations and questionnaires include standard questions, which reflect awareness of potential gender issues. Consultants seek input from the Reference Group in these areas. Boundaries need to be set in terms of how far up and down the transport/recycling process impacts will be assessed.
Data Review (Charities)	<p>Data was collected through questionnaires to 7 charities seeking information on; usage, volume and weight, purpose and benefits of consignments, charging arrangements, costs if the subsidy is removed, extra benefits from the subsidy including income and end recipients, staffing, perceived inefficiencies and opportunities, etc.</p> <p>DFW requested that specific data on women was obtained via the questionnaire to charities.</p>	<p>To acquire accurate information on gender differential impacts, data has to be collected on a person basis by sex.</p> <p>Data accessed in this review indicated that women constituted between 90-95% of paid/volunteer staff. Anecdotal evidence suggested women are the main recipients of recycled clothing.</p> <p>Changes to the subsidy could impact on employment patterns and on welfare activities provided by charities</p>	If adequate data is not available to gauge affects on women from potential changes, measures need to be taken to get this information through other avenues. (This may mean extending the timeframe of the review to enable adequate data collection).

Issue	Process	Possible Gender Impact	Recommendation
		and the availability of clothing.	
Data Review (Trackfast)	Data was collected from TrackFast on; volume and frequency of usage by charities, cost/price determinants, top 5 users, guidelines in relation to usage, service processes, charging and subsidy arrangements, eligibility guidelines, perceived inefficiencies and opportunities, etc.	<p>Assumptions, which are not made transparent, may underrate the real value of CSO changes to women. For example:</p> <ul style="list-style-type: none"> ◆ The real cost of freight transport supplied to charities depends on alternative revenue making activities freight trains would otherwise be engaged in. ◆ In assessing the real cost to charities if free freight were not provided - the charities' own transport costs may be under-valued because of volunteer labour etc. ◆ Comparing per kg costs between Trackfast and another freight carrier could be inaccurate, as Trackfast ran at a \$6m loss; and the services differ in scope. 	<p>If notional figures are used because real costs/figures are not available, any assumptions made from these results must acknowledge this fact.</p> <p>Assumptions should include sensitivity analyses which examine results as variables relevant to that result are changed.* This type of analysis identifies any risk involved in drawing particular conclusions, the effects on stakeholders and the direction of any effect identified.</p> <p>This process should be transparent and acknowledge limitations where they exist.</p> <p>*Derived from (NSW Govt: <i>Service Competition Guidelines</i>:56:1997)</p>

Issue	Process	Possible Gender Impact	Recommendation
Social Justice Assessment	<p>Consultants were asked to consider principles outlined in the <i>NSW Social Justice Directions Statement</i> throughout the review process.</p> <p>DFW asked for data to be collected in this area and to also gauge the number of women with disabilities working in charities, which accessed the subsidy.</p> <p>Sex of recipients of recycled clothing was also requested.</p>	<p>Clear articulation /linkages between the review process and Government's Social Justice objectives should ensure that women and other stakeholders are considered and potential effects highlighted.</p> <p>Some of the charities interviewed have more than 50% of their paid workers coming from non English speaking backgrounds.</p>	<p>The review process and conclusions are each consistent with the <i>NSW Social Justice Directions Statement</i> ie ensuring equity, access, participation and rights.</p> <p>At each step of the process consideration is to be given, to particular disadvantaged groups of women including those from NESB, Aboriginal and Torres Strait Islanders, and women with disabilities.</p> <p>Issues related specifically to women in rural areas should also be examined. These impact analyses should be documented.</p>
Assessing Cumulative Impacts of this and Other Initiatives	<p>The full range of potential cumulative effects were not thoroughly considered at the outset. This could occur when scoping the review.</p>	<p>In scoping the Review changes to subsidy arrangements need to be viewed in a wider context, taking account of other factors such as: the current climate of fiscal restraint, Commonwealth/State Agreements, and cuts by Government Departments to related programs.</p> <p>These factors may exacerbate adverse affects on women from changes to the subsidy.</p>	<p>Consideration should be given to concomitant initiatives and influences on organisations to get a clearer picture of the real effect of subsidy changes on direct/indirect recipients. For example changes to subsidy arrangements may reduce the charities' ability to provide welfare activities in rural areas.</p> <p>This could be compounded by concurrent or planned funding freezes/cuts to charities' welfare activities by Government Departments etc.</p>

Issue	Process	Possible Gender Impact	Recommendation
			The impact of other CSO reviews should also be considered.
Ongoing Evaluation and Monitoring	In 5 years the scheme is to be reviewed with charities to see if changes are needed. Charities' annual reports will include the number and gender of beneficiaries, how the charities have assisted beneficiaries with welfare services and the impact on rural communities (i.e. major changes in the operation of current centres).	If the ongoing monitoring of direct/indirect beneficiaries identifies issues for women, strategies need to be developed to rectify this before any adverse effects are exacerbated.	The monitoring process specifically includes identification of potential gender impacts to monitor, agreement on a process and identification of timeframes for any further decisions.

Comments on the Review Process

Perhaps the most critical part of the process which resulted in changes to the Charitable Goods Transport Subsidy was the fact that, with the closure of Trackfast Freight service prior to the review, the substantive decision about the future direction of the subsidy had already been made.

Another significant issue in the review process was the brief timeframe allocated to complete the evaluation. The limitations imposed by a 4-5 week timeframe possibly affected the extent of consultation with stakeholders, the information gathering process, and consideration/weighing up of options at each stage of the review process.

DFW's main contribution to the review was to request the collection of data from charities, which would provide a profile on women as direct and indirect beneficiaries of the Transport Subsidy. Specific data/information included:

- the number of women employed as paid staff
- the number and gender of volunteers working for the charities
- a profile of beneficiaries of recycled clothing (including a gender breakdown)
- paid employees with a disability (including a gender breakdown).

While not all the charities surveyed were able to provide information on indirect beneficiaries of the scheme, the statistics on women providing paid and unpaid labour to the charities indicated that women had a major stake in the outcome of the review (between 90-95% of paid/unpaid staff are women). DFW's representation contributed to specific consideration of gender differential impacts. It is significant that the impact of changes on beneficiaries (including women) will be monitored and reported on by charities on an annual basis following implementation of the recommendations.

On this basis DFW's checklist on gender issues includes consultation with organisations and relevant representatives who have an understanding of/ expertise in gender issues. It is also suggested that the collection and analysis of data reflect consideration of gender issues to investigate any differential effects for women and men.

The specifications of the review plan and consultants'/reviewers' brief is also likely to affect the outcome/recommendations of CSO evaluations. In this review these documents did not specifically require the collection of information and data by sex and on gender issues as part of the evaluation. The tendering process needs to ensure that the selected consultant/reviewer understands the importance of gender issues and has the expertise to collect and analyse relevant data/information.

The Review Plan must also clearly define the parameters for undertaking gender analysis to investigate any differential effects for women and men. For example the scope of the project should specify the point/s in the organisation's activities (i.e. how far up and down stream) at which gender analysis is required. The reference group needs to agree on a specific point/s in the organisation's activities where analysis begins and at what point influences on gender are likely to be negligible/insignificant.

For example, in this review the gender implications of potential changes to the charities' welfare activities were worth examining in more detail as these activities, which include provision of youth workers, family counselling crisis support workers, etc. are supplemented by money made from transport subsidies and are likely to have ramifications for women if service provision is reduced.

Similarly the implications for the charities' overseas activities is another area which could usefully be examined. Recycled clothing is sent overseas for re-fabrication for re-import into Australia and also sent overseas as aid. The freight costs for these activities are paid for by the charities. However some discussion as to whether reducing existing transport subsidies could potentially have an indirect effect on the charities' capacity to continue overseas activities, could be useful.

Cumulative effects of potential changes arising from the review, as well as impacts from other concurrent initiatives/reforms which may exacerbate effects of the review on the organisations/s should also be considered in a scoping exercise.

Potential changes need to be examined in a broad economic context, taking into account issues such as government funding cuts, other related policy changes (including other relevant CSO reviews), the current economic climate, etc. Consideration of these type of issues during the scoping of the review may help to avoid difficulties further down the track.

Finally, there are limitations in applying a standard cost benefit analysis to the review of CSOs. Consideration of gender issues within CSO reviews should challenge this approach by expanding examination of broader related issues. For example, analysis of employment profiles of women in organisations affected by CSO reviews should also prompt questions about the cascading effects on income and in turn issues related to physical/mental health, housing and the social implications for women, etc. A clearer picture of gender impact could also contribute to finding more effective and appropriate solutions and remedies for issues identified.

Background

National Competition Policy (NCP) is based on the *National Competition Policy* (Hilmer Report) which was released in 1993. The report was the result of the work of an Independent Committee of Inquiry set up by the Commonwealth Government.

“The Hilmer Report recommended that competition policy should comprise six elements:

- limiting anti-competitive conduct of firms
- reforming regulation which unjustifiably restricts competition
- reforming the structure of public monopolies to facilitate competition
- providing third-party access to certain facilities that are essential for competition
- restricting monopoly pricing behaviour
- fostering ‘competitive neutrality’ between government and private businesses when they compete”(DFT:7:1996).

In 1995 NCP was detailed in a series of inter-governmental agreements at the Council for Australian Governments (COAG) which are currently being implemented through Commonwealth, State and Territory legislation. They include:

The Conduct Code Agreement which is to extend Part IV of the *Trades Practices Act 1997* (restricting anti-competitive practices) to cover areas outside the Commonwealth’s constitutional reach, namely state and territory businesses and the professions (DFT:7:1996)(Harman E.J, and Harman F.J:14:1996).

The Competition Principles Agreement (CPA) which is to implement the other five elements of the Hilmer Report and apply the principles to local government (DFT:7:1996)(**Attachment iv**).

The Agreement also requires each state to publish policy statements in consultation with local government. NSW produced four statements in June 1996:

- Implementing Competition policy and Microeconomic Reform in NSW: An Overview by the NSW Government
- Policy Statement on the application of Competitive Neutrality
- Policy Statement on Legislative Review
- Policy Statement on the Application of National Competition Policy to Local Government.

The Agreement to Implement the National Competition Policy and Related Reforms provides states with ‘competition payments’ if reforms are implemented. “Between 1997 and 2006, State and Territory governments are entitled to share a total of \$4.2 billion allocated in three stages” (NSW Govt:4:1997).

The NSW Government's strategy for competition policy reform encompasses the six elements of the NCP and an additional service competition Policy for the general government sector. Public interest objectives have also been inserted into the Trade Practices Act.

In implementing the Policy through the Agreements Governments may take these objectives into account if considered relevant. They are outlined in Subclause 1 (3) of the CPA and include ecologically sustainable development, social welfare, and community service obligations, occupational health and safety, industrial relations, access and equity, economic and regional development and the interests of consumers (Competition Principles Agreement: 12:1995).

Other processes (apart from Subclause 1 (3) of the CPA) by which governments can seek to continue anti-competitive arrangements in the public interest include:

- "Authorisation of anti-competitive practices prohibited by the Trades Practices Act (TPA) can be sought from the Australian Competition and Consumer Commission (ACCC) on the ground that there is a net public benefit from maintaining the practice.
- Statutory exemption for certain prohibitions can be provided under section 51 of the TPA for conduct which is approved by a Commonwealth, State or Territory law which expressly refers to the TPA" (NCC: 3:1996).

Broadly the aim of NCP is to improve Australia's international competitiveness. This requires increased productivity, and better quality goods and services which theoretically should translate into higher standards of living, increased employment opportunities, greater choice and lower prices for consumers.

A major concern in relation to current reforms is that markets can fail to achieve efficient outcomes and NCP initiatives can disproportionately impact on different social groups. The efficient functioning of the marketplace depends on consumers being fully aware of the availability of goods and services, having equal bargaining power in the marketplace and having means for redress if they are disadvantaged in the process (DFT:12:1996).

Women represent a significant and growing proportion of the poor, and must be considered in the formation of policy and the implementation of reforms occurring as part of the NCP agenda. It is an objective of the *NSW Government's Action Plan for Women* "to promote and maximise women's interests in micro economic reform" through developing methods for gender analysis to investigate any differential effects for women and men and any sex specific needs which arise as government agencies undertake NCP related initiatives including legislative/regulatory reviews, reviews of Community Service Obligations (CSOs) or Social Programs delivered by Government Trading Enterprises (GTEs), and in the contracting out of government services.

Gender-based analysis is gaining acceptance as an important tool which has particular relevance to government agencies involved in policy and program development. The Status of Women, Canada in its publication entitled *Gender-Based Analysis: A guide for policy making* provides a useful definition of gender analysis, describing it as "a process that assesses the differential impact of proposed and/or existing policies, programs and legislation

on women and men. It makes it possible for policy to be undertaken with an appreciation of gender differences, of the nature of relationships between women and men and of their social realities, life expectations and economic circumstances. It is a tool for understanding social processes and for responding with informed and equitable options.

It compares how and why women and men are affected by policy issues. Gender-based analysis challenges the assumption that everyone is affected by policies, programs and legislation in the same way regardless of gender....”(Status of Women, Canada:4:1996)

A range of factors can affect gender equity and result in women being disproportionately affected by policy/legislative decisions if they are not taken into account. They include cultural, economic, political, legal, and socio-economic dynamics among others (Status of Women, Canada:14:1996).

An example of where policies need to consider differential gender impacts is in the area of work and personal income. Women generally have lower levels of employment and different employment patterns to that of men and as a group women’s personal incomes are also lower. This is influenced by a range of factors including care for dependents, the type of positions dominated by women in industries, and social expectations etc.

Without clearly identifying the fact that men and women’s experiences may be different, and accounting for inequities in decision making, particular groups can be treated unfairly.

Some of the major reforms currently occurring in NSW and the emerging issues for women are outlined below.

Structural Reform of Public Monopolies

NCP will affect how public monopolies operate at the State and Commonwealth level. The NSW Government has been applying the principles of structural reform to a number of sectors traditionally supplied by public monopolies, the major sectors being gas, water, electricity, public transport and ports.

Before competition is introduced to a sector traditionally supplied by a public monopoly or GTE the non-contestable regulatory or other functions of the monopoly have to be separated from the commercial activities that can be subject to competition (NSW Govt:35:1997). In addition to this governments are required among other things to review CSOs, implement competitive neutrality principles to negate any competitive advantage enjoyed by government monopolies (including providing third party access to essential infrastructure), and determine the price and service obligations to be applied to the industry.

Pricing Reform and Review of Community Service Obligations

NCP requires that governments set up independent sources of price oversight where these do not already exist. In NSW the Independent Pricing and Regulatory Tribunal (IPART) has jurisdiction over the pricing of declared government monopolies, and in making determinations considers the commercial interests of the utility being reviewed, the interests

of business as well as household consumers. The *Government Pricing Tribunal Act 1992 (NSW)* requires the Tribunal to consider the social impact of its decisions and to report on how social imperatives informed decisions and pricing policies (DFT:15:1996).

The Department for Women has been liaising with IPART regarding its methods of investigation and responding to issues papers produced by IPART and government agencies undertaking reviews to ensure that gender analysis to investigate any differential effects for women and men is undertaken in determining pricing options, policy changes and in the restructuring of GTEs.

One of the Tribunal's major objectives for pricing reform of public utilities in NSW has been the gradual removal of cross subsidies. CSOs are being reviewed as part of this process to delineate the non commercial activities of government businesses which deliver social benefit. It is argued that the removal of cross subsidies allows for a more transparent and democratic process for deciding who requires assistance (DFT:15:1996). The identification of CSOs and proposals for funding is now proceeding in NSW.

Governments are not obliged to replace CSOs with budget funding. The pressures of competition could mean that GTEs choose not to continue cross subsidies. Where CSOs become budget funded in a climate of fiscal restraint, funds may gradually erode over time. Cross subsidies which are assessed as inefficient are likely to be wound down, and as women are likely to represent a significant proportion of CSO recipients it is important to ensure that reviews assess gender impacts as a matter of course.

NSW Treasury has produced a document entitled *Implementation of Social Program Policy* (1996) which includes implementation guidelines to assist government agencies in the review of CSOs (**Attachment iii**). The Social Programs Policy aims to assist in the separation of commercial and non commercial activities of GBEs, to ensure that social expenditures are subject to the Budget process for accountability purposes, and aims to improve the effectiveness of Social Program Policy expenditure through review and evaluation processes.

As gender issues are not specifically raised in the Social Program Policy Implementation Guidelines, the Department for Women and Premier's Council for Women have developed a *Generic Checklist for Gender Analysis-Review of CSOs* (pgs 3-6) for use by agencies undertaking CSO reviews.

Some issues have been raised about implications for women of the reform of public monopolies. They include:

- Access to essential and government services may be denied to those living in remote locations, if services are considered too costly to be provided in these areas. This can mean that women have to travel further to access services. Lack of available transport combined with women's role in the family can further impede access where additional travel is required. The social isolation of women in rural areas can also be exacerbated by the closure of services.
- Where structural reform creates competitive and non-competitive (captive) markets, without adequate consumer protection this could lead to price discrimination. Competitive neutrality also dictates that the price of GTE services reflect the full cost of service

provision, which may also lead to price increases (DFT:12-17:1996). Low income earners spend a higher proportion of their income on essential services and can be disproportionately affected by price rises. As many women do not have equal access to household income, higher costs and the introduction of fees for social services can significantly affect women.

- The connection between prices and quality of services is an issue for women. If prices are regulated, there is the possibility that lower prices will be maintained at the expense of quality (DFT:16:1996). Adequate complaints mechanisms are required to ensure quality standards. Accessible avenues for complaint are particularly relevant to women from non English speaking backgrounds and Aboriginal women, who may face language and cultural barriers in lodging grievances.
- The trend towards cost reflective pricing can mean that services once provided free by governments attract a fee as part of a move towards the user pays model of service delivery. Women make up a significant proportion of low income earners, (for example, women are 94 per cent of sole parent pensioners) and price increases will have an impact on many women.

Competitive Tendering and Contracting Out

Although government is not compelled to contract out or to introduce competitive tendering for services as part of NCP, to save costs many agencies are applying competitive principles to the delivery of services traditionally provided by government. Again the concept of competitive neutrality is applied to minimise any competitive advantage which may be seen to benefit government businesses.

Potential issues for women include:

- Competitive tendering (even without the contracting out of services) often means that jobs are lost, full time positions are replaced by part time employment, positions become casual and employment opportunities may be relocated. Women can be disadvantaged because the types of services that are being contracted out (eg child care, aged care services etc) are areas of employment traditionally dominated by women.
- Employment conditions can be reduced through the casualisation of the workforce and conditions eroded if provisions are not specified in contract agreements. Research indicates that leave entitlements (eg maternity leave), and occupational health and safety conditions can be eroded. This is particularly relevant to women from non English speaking backgrounds. Fraser (1997) in her research on the contracting out of a government cleaning service indicated that NESB workers reported an increase in humiliating treatment and verbal abuse compared with other workers, less tolerance of immigrants with poor English ability, extra workloads, increased stress, more accidents and injury, and a deterioration in conditions of service and entitlements, such as sick leave, superannuation and long service leave.
- Similarly the Human Rights and Equal Opportunity Commission in its submission to the Industry Commission's Inquiry into contracting out by public sector agencies made the point that "It is likely that private contractors would have less familiarity with their

obligations under anti discrimination and human rights legislation and how to operationalise principles of equity and social justice. Access to sources of support, good quality information and training for employers may also be an issue” (HREOC:1995).

- Complaints mechanisms can be lacking/or not publicised unless specified in contract agreements. The Department of Local Government in its publication entitled *Competitive Tendering Guidelines* stresses the importance of this issue in stating that “competitive tendering will affect the ability of the local community (as consumers of the council service) to pursue concerns against service providers”. “Agencies with oversight responsibilities such as the Ombudsman and the Department of Local Government are not generally involved in pursuing concerns about contractors. In addition, consumers of contracted services do not have the same legal avenues available as compared with council provision of the service. For example, consumers do not have any right of action under administrative law against a contractor”(DLG:6:1997).

Again this is an issue for women, particularly those from non English speaking backgrounds, Aboriginal women and women with disabilities who may not feel confident to complain about their employment conditions, or about the quality or accessibility of services etc.

Legislative/Regulatory Review

NCP also requires Commonwealth and State Governments to review legislation that ‘restricts competition’. This will occur between 1996 (in June each jurisdiction was required to produce a timetable for Reviews) and 2000. The only exclusions to this are where it can be demonstrated that the benefits to the community as a whole outweigh the costs, and the objectives of the legislation can only be achieved by restricting competition. Governments have also committed themselves to adopting the principle of consultation during review processes.

In NSW legislation is to be reviewed if it establishes market entry barriers or sanctions or requires conduct which could restrict competitive behaviour and if the costs of such legislation are not known, are unnecessarily high or may not be outweighed by public benefits (NSW Govt: 37:1997).

While NSW policies emphasise that welfare, equity, industrial relations and access are among the “public benefits” to be considered in reviewing the net costs and benefits to the community of legislation/regulation, safeguards need to be in place to ensure that the interests of women are considered during the review process.

Some of the concerns made in relation to women and protecting “public interest” generally in the review of legislation include:

- Consultation should include not only groups which are seen to be affected by changes to legislation, but should include public consultation generally so that interested citizens are aware of ongoing reviews. Community consultation/input is particularly important when the timing of reviews changes and when governments identify additional pieces of legislation for review.
- There is also the concern that not all groups potentially affected by legislative changes will be immediately identifiable and as such may be overlooked in the review process. This issue is particularly relevant to women who may not be recognised by agencies as being a disadvantaged group in respect of a particular matter, and who would be disproportionately affected by legislative changes. To help safeguard the interests of women in the review process the Department for Women and Premier’s Council for Women plan to develop guidelines for gender analysis (applying principles similar to those produced from the CSO case study) to be used by agencies undertaking reviews.
- Consultation requirements after reviews would allow for ongoing monitoring and input by interested parties and those affected by the changes.
- The other issue is that while governments have made a commitment to ensuring that the costs of extending competition do not outweigh the benefits, each government has a different idea of what this means in practice with the result that public interest assessments are often ad hoc. Without clear mechanisms to protect “public interest” this provision could well be eroded.

Conclusion

Gender analysis to investigate any differential effects for women and men is relevant to competition policy and microeconomic reform generally because these initiatives have significant impacts on women. The benefits of NCP and microeconomic reform are often discussed. However the potentially adverse affects on disadvantaged populations, sometimes disproportionately including women, are perhaps less well known.

While the economic and social status of women remains well below that of men, policies have to be developed which safeguard against further erosion of women’s rights and entitlements. Women and children form the majority of those living in poverty, and for women to gain a fair share of the economic improvements that microeconomic reform is designed to achieve governments have to adopt specific strategies and closely monitor outcomes for women.

The fact that women are particularly reliant on government services (eg bus and rail services) and are over represented in low income groups means that pricing policies and changes to government utilities providing essential services such as gas, electricity, water and public transport will have important ramifications for women.

A note outlining approaches to gender analysis methodology is at **Attachment ii**.

This attachment provides an overview of some approaches to gender analysis methods which provide a framework for investigating any differential effects for women and men in specific areas.

What is Gender Analysis?

“Gender based analysis is a process that assesses the differential impact of proposed and/or existing policies, programs and legislation on women and men” (Status of Women, Canada:4:1996). “It helps clarify the influence that social expectations and stereotypes based on gender can have on public policies and programs” and allows for an understanding of how men and women’s lives are different (Ministry of Women’s Equality, British Columbia: (no date).

It also recognises that the women are a diverse group, with commonalities being determined as much by social position or ethnic origin as it is by the social experience of gender (Ministry of Women’s Affairs, New Zealand:7:1996). Gender analysis is a tool for understanding social processes and for responding with informed and equitable options.

Why is Gender Analysis needed?

- To create equitable outcomes for women in policy development and service delivery and to develop an understanding among policy makers that equal outcomes will not result from treating everyone in the same way. Proactive measures are required to counter systemic bias (Ministry of Women’s Equality, British Columbia (no date).
- Gender analysis recognises that women are represented in a range of social and economic situations and that policies can have a differential impact on women and men. It also recognises that women, while sharing some common experiences, are not a homogeneous group and require strategies which acknowledge diverse groups of women.
- To question why social, legal and economic inequality still exists for women and to continue to raise issues which highlight inequities and/or differences such as; women’s access to education and training, labour force participation, personal safety, health care needs, economic security, women’s role in the family and their representation in positions of power and influence in society etc (Ministry of Women’s Equality, British Columbia (no date).
- To take account of and challenge the inherent values which exist in bureaucratic and political processes. Dominant societal values and the value base of individual policy makers can influence policies, and may not always reflect the best interests or the diverse needs of women. For example the life experiences, culture, contacts, information sources, gender, knowledge base and life experiences of policy makers can influence decision making (Status of Women, Canada:9:1996). Guidelines for gender analysis are required to ensure a standardised and thorough approach to policy/program development.

- Special measures are required to ensure that the needs/interests of women from non English speaking backgrounds, women from Aboriginal descent and those with disabilities need to be identified and addressed in the policy process.
- To highlight the human impact of policies and programs. Women make up over 50% of the population and as such should be consulted in every stage of the policy/program development process, as well as implementation and evaluation stages (Ministry of Women's Equality, British Columbia (no date).
- Policies, programs and legislation that are fair for both women and men benefit society as a whole. Conversely, governments and society as a whole will bear the increased costs of policies and programs which result in unequal outcomes.

When should Gender Analysis be used?

- Gender analysis should be used as an integral part of all policy/program development and in the drafting of legislation, as there is no government policy/program that affects women and men in exactly the same way (Ministry of Women's Equality, British Columbia (no date). Even if gender issues are not explicitly evident at the outset, they may emerge later. If gender analysis is not applied throughout the policy process some population groups may be overlooked and rectifying the problem once policies have been adopted/implemented is likely to be difficult.
- Gender analysis should be used in the drafting of legislation and in the development of policies and programs. The policy development/review should consider gender issues at each of the following stages:
 - ♦ Identifying, defining and refining the issue; ie identifying information gaps, choice of reference materials, consultation methods etc will influence how well gender is considered in the process.
 - ♦ Defining desired and anticipated outcomes; ie what gender issues may impede achievement of outcomes?, how can outcomes help to redress existing inequities?
 - ♦ Defining the information and consultation inputs; ie reference materials and contacts used.
 - ♦ Conducting research; ie in the collection and analysis of qualitative and quantitative gender specific data, and the design of questionnaires and interviews etc
 - ♦ Developing and analysing options; assumptions should be questioned/analysed, analyse consequences of not adopting gender inclusive options, etc
 - ♦ Making recommendations/decision seeking
 - ♦ Assessing the quality of analysis; ie ongoing monitoring and evaluation of programs and policies to assess gender impact (Status of Women, Canada:7:1996).

PLEASE NOTE:

Attachments (iii) Social Program Policy Implementation Guidelines, and (iv) Competition Principles Agreement are available in hard copy only. Please contact the Department for Women for further information.

ACCC	Australian Competition and Consumer Commission
ADD	Ageing and Disability Department
COAG	Coalition of Australian Governments
CSO	Community Service Obligation
DoCS	Department of Community Services
DoT	Department of Transport
DFT	Department of Fair Trading
DFW	Department for Women
GTE	Government Trading Enterprise
IPART	Independent Pricing and Regulatory Tribunal
NACRO	National Association of Charitable Recycling Organisations
NCP	National Competition Policy
NESB	Non English Speaking Background
PIAC	Public Interest Advocacy Centre
SJ	Social Justice
SOC	State Owned Corporation
SPP	Social Program Policy
TPA	Trade Practices Act

Carver, L., Consumers/Citizens and the National Competition Policy in the Australian Journal of Public Administration, *National Competition Policy Structures of Government* Volume 55 Number 2 June 1996.

Council of Australian Governments *Competition Principles Agreement* 1995

Department of Fair Trading *Consumer Protection and Competition Policy in New South Wales. Consumer Protection Principles for application to State owned utilities and Government business as part of the implementation of National Competition Policy* June 1996.

Fraser, L., *Impact of Contracting Out on Female NESB Workers: Case Study of the NSW Government Cleaning Service* 1997.

Human Rights and Equal Opportunity Commission, *Submission to the Industry Commission's Inquiry into Contracting Out by Public Sector Agencies* April 1995.

Harman E. H and Harman F. H., *The Potential for Local Diversity in Implementation of the National Competition Policy* in the Australian Journal of Public Administration, *National Competition Policy Structures of Government* Volume 55 Number 2 June 1996.

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

Ministry of Women's Equality, British Columbia, *Gender Lens: a guide to gender inclusive policy and program development* (no date) Available via <http://www.weq.gov.bc.ca/GENERAL/Gender-Lens/indexgl.ht> accessed 15/7/97.

National Competition Council *Considering the Public Interest under the National Competition Policy* November 1996.

NSW Department of Local Government, *Competitive Tendering Guidelines* January 1997.

NSW Government New South Wales Social Justice Directions Statement *Fair Go Fair Share Fair Say* October 1996.

New South Wales Government, *Report to the National Competition Council on the Application of National Competition Policy in NSW for the period 1995-1997.*

New South Wales Government *Service Competition Guidelines* 1997.

NSW Office on Social Policy and the Local Government and Shires Association of NSW *Social Impact Assessment for Local Government: A Handbook for Councillors, Town Planners and Social Planners* February 1995.

NSW Treasury *Implementation of Social Program Policy Volume 1: Policy and Administration Documents* November 1996.

Parliament of Australia House of Representatives, Standing Committee on Financial Institutions and Public Administration. *Inquiry into aspects of the National Competition Policy Reform Package* June 1997. Summary of Recommendations from *Cultivating competition* June 1997.

Public Interest Advocacy Centre *Background paper on community participation in pro-competition legislative review* January 1997.

Status of Women, Canada *Gender Based Analysis A guide for policy making* Working Document March 1996.