

APPLYING A GENDER LENS TO CLOSE ONTARIO'S GENDER PAY GAP

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INTRODUCTION

This resource document is prepared for the purpose of starting the dialogue in Ontario and within the Ontario Government about how to develop and implement Premier Kathleen Wynne's mandate to develop and implement a strategy to close Ontario's gender pay gap and to apply a gender lens to government strategies, policies and programs to promote gender equality and the end to gender pay gap.

Gender based analysis and impact assessments have been utilized for many years in Canada and internationally as noted below. This document sets out selected text from various reference documents in order to assist as Government decision-makers, policy analysts and counsel work in collaboration with business and equality seeking groups to develop and implement the Premier's mandate.

In Part A, there is a section which sets out the Equal Pay Coalition's preliminary list of general questions/issues which should be addressed in this government decision-making.

PART A CLOSING THE GENDER PAY GAP AND GENDER LENS - ONTARIO

1. Premier Kathleen Wynne's Mandate Letters – Closing Ontario's Gender Pay Gap and Applying a Gender Lens

The Premier has mandated the Minister of Labour to: Develop a Wage Gap Strategy

“Women make up an integral part of our economy and society, but on average still do not earn as much as men. You will work with the Minister Responsible for Women’s Issues and other ministers to develop a wage gap strategy that will close the gap between men and women in the context of the 21st century economy.”¹

The Premier has mandated the Minister Responsible for Women’s Issues to: Promote Gender Equality in Ontario

“play a key role in ensuring that every person who identifies as a woman or a girl is able to participate as a full member of our society, exercise their rights – and enjoy their fundamental freedoms in the social, economic and civil life of our province. Your priority will be to promote gender equality in Ontario, reflecting the diversity of our communities by taking a comprehensive approach to addressing the social and economic conditions that create inequalities.”

The Premier has mandated the Minister Responsible for Women’s Issues to: Collaborate with Colleagues Across Government re: Applying Gender Lens to Government Strategies, Policies and Programs

1 Letter from Premier Kathleen Wynne to Minister of Labour Kevin Flynn dated September 25, 2014, <http://www.ontario.ca/government/2014-mandate-letter-labour>.

“support the Minister of Labour in the development of a wage gap strategy... and collaborate with colleagues across government to ensure that a gender lens is brought to government strategies, policies and programs.”²

2. Ontario Legal Framework

Includes:

- (d) *Pay Equity Act*
- (e) *Human Rights Code*
- (f) *Canadian Charter of Rights and Freedoms*
- (g) *Labour Relations Act*
- (h) *Employment Standards Act*

3. Equal Pay Coalition – Some Closing the Gender Pay Gap Gender Lens Questions/Issues to Consider

As the Ontario Government moves to implement the Premier’s Pay Gap and Gender Lens mandates, it is important to embed a gender-based closing the gender pay gap analysis into government decision-making on strategies, policies, practices and laws. Given the embedded nature of Ontario’s persistent gender pay gap, there is a need for government actions which will transform Ontario’s economy so that it can begin to deliver fair pay to all women and their families. Here are some preliminary questions/issues to consider:

- (i) How can new strategies, policies, programs and laws be developed or existing ones modified so government actions serve to close and not widen Ontario’s gender pay gap?
- (j) Assess whether current government strategies, policies, programs or laws:
 - (i) have a differential impact on the earnings or ability to earn of Ontario men and women and the future earnings of girls and boys;
 - (ii) help to close, widen or have no impact on the gender pay gap;
 - (iii) whether women facing discrimination on multiple or intersecting grounds experience a greater impact on their earnings or ability to earn;
 - (iv) reflect and address the lived unequal compensation experience of men and women in Ontario;
- (k) Have assumptions been challenged on which current policies, strategies, programs or laws are based;
- (l) Have government actions taken a pro-active approach to including mechanisms in government strategies, policies, programs and laws to ensure that women’s work is not undervalued and is compensated properly and free of discrimination?
- (m) Are there sufficient resources being made available to support the closing the gender pay gap strategy, policy, program or law;

2 Letter from Premier Kathleen Wynne to Minister Responsible for Women’s Issues, Tracy MacCharles dated September 25, 2014, <http://www.ontario.ca/government/2014-mandate-letter-womens-directorate>.

- (n) Is there adequate representation of women and men and their diverse circumstances among stakeholders consulted?
- (o) Are both women's and men's compensation realities reflected in the way research is conducted and issues are identified?
- (p) What types of gender-specific and intersectional data on pay impacts are available and needed to consider how options will have a different impact on men and women and their diverse circumstances and disadvantages?
- (q) How can government actions to close the gender pay gap be linked with and further the Poverty Reduction Strategy?
- (r) How will the communications strategy ensure that information about the strategy, policy, program or law is communicated to the diversity of women?
- (s) How will closing the gender pay gap concerns be incorporated into the evaluation criteria for strategies, policies and programs? What indicators will be used to measure the effects on closing the gender pay gap including any effects on specific subsets of women (e.g. races, disabilities, Aboriginal status)?
- (t) How will strategies to close the gender pay gap be promoted and incorporated:
 - (i) into the budgetary decisions of Government Ministries including Treasury Board and Cabinet?
 - (ii) into the funding decisions of Government Ministries including Treasury Board and Cabinet in relation to Broader Public Sector and Contractors and the funding of public services?
 - (iii) as a key part of the overall government priorities and planning.

PART B GENDER BASED ANALYSIS - CANADA

1. Clarifying Concepts – Gender, Sex, Diversity and Equity

B. Clow, A. Pederson, M. Haworth-Brockman *et al*, eds., *Rising to the Challenge: Sex- and gender-based analysis for health planning, policy and research in Canada* (Halifax: Atlantic Centre of Excellence for Women's Health, 2009); online:

<http://www.pwhce.ca/pdf/RisingToTheChallenge.pdf>; accessed March 18, 2015

(p. 10-14)

Gender: *has multiple meanings. It is increasingly being used on official documents of all kinds, replacing the term “sex,” to identify an individual as male or female.*

Sex: refers to the biological characteristics that distinguish males and females in any species.

Gender: consists of the socially constructed roles and relationships, personality traits, attitudes, behaviours, values, relative power and influence that society ascribes to the two sexes.³ In other words, gender both describes and prescribes what it means to be female or male at a given time, in a given society.

Diversity: In the context of SGBA, diversity involves understanding that while every individual develops gender identity, enacts gender roles and experiences both gender relations and institutionalized gender, the nature of that experience is specific, “particular to a certain time and place, and social, cultural, economic and political situation. ... [and] because gender differences and inequalities in a particular place combine with the effects of other forms of social division such as class and ethnicity, not all women or all men experience gender-related health problems or issues in the same way.”⁴

Equity: Through the exploration of differences and similarities among and between women and men, girls and boys, SGBA helps to identify and offer solutions for health inequities. ... Gender, social class, age, ethnicity and religion – among other things – play a significant role in determining who is likely to become ill and who is least likely to have resources to cope with illness”

2. Federal Commitments and Statutory Obligations to Perform Gender-Based Analysis

Office of the Auditor General of Canada, 2009 Spring Report of the Auditor General of Canada. (Ottawa, 2009-05-01); online: http://www.oag-bvg.gc.ca/internet/English/parl_oag_200905_01_e_32514.htm (accessed March 19, 2015)

1.4 Over the years, the government has made commitments to support the implementation of GBA and gender equality. On 18 December 1979, the United Nations adopted the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), also known as the Treaty for the Rights of Women. It came into effect on 3 September 1981 and Canada ratified it on 10 December 1981. As of October 2008, a total of 185 countries had ratified CEDAW.

1.5 The Treaty established the Committee on the Elimination of Discrimination against Women (CEDAW Committee) to consider and review the progress made by governments in implementing the Convention. Every four years, Canada submits a written report to the Committee about steps it has taken to comply with the Convention.

1.6 At the 1995 United Nations Fourth World Conference on Women, section 204(a) of the Beijing Declaration and Platform for Action recommended that governments “seek to ensure that before policy decisions are taken, an analysis of their impact on women and men, respectively, is carried out.”

3 Health Canada. Gender based analysis policy. Ottawa: Health Canada; 2000. Available from www.hc-sc.gc.ca/hl-vs/women-femmes/gender-sexe/policy-politique-eng.php

4 Gender and Health Group. Guidelines for the analysis of gender and health. No date [cited 2009 Aug 13]. Available from www.liv.ac.uk/lstm/groups/gender_health/index.htm

1.7 Immediately before the 1995 UN Conference, the federal government published *Setting the Stage for the Next Century: The Federal Plan for Gender Equality*. This action plan called for the implementation of GBA throughout federal departments and agencies. In it, the federal government made a series of commitments for

- the development and application of tools and methodologies for carrying out gender-based analysis,
- training on gender-based analysis of legislation and policies,
- the development of indicators to assess progress made toward gender equality,
- the collection and use of gender-disaggregated data as appropriate,
- the use of gender-sensitive language throughout the federal government, and
- the evaluation of the effectiveness of the gender-based analysis process.

1.8 In 2000, the federal government approved the *Agenda for Gender Equality*, a new five-year government-wide strategy. One of its components was “accelerating implementation of GBA in order to strengthen government policy capacity.”

1.9 Canada acceded to the *Optional Protocol to CEDAW* in 2002, demonstrating its commitment to the promotion of gender equality and fundamental human rights for women domestically and internationally. The *Optional Protocol* is a human rights treaty that enhances the *CEDAW Committee’s* ability to oversee compliance with the *Convention*.

1.10 In 2002, in a report to *CEDAW* that addressed, among other things, the implementation of the 1995 *Federal Plan for Gender Equality*, the federal government stated that there was no formal requirement under the action plan to ensure compliance or implementation. It also stated that the action plan was the result of a collaborative effort between *Status of Women Canada* and government departments. Following that response, *CEDAW* recommended that Canada consider making gender-based analysis mandatory at all government levels.

1.11 In its responses to the *House of Commons Standing Committee on the Status of Women’s* report, entitled *Gender-Based Analysis: Building Blocks for Success* (tabled in 2005 and 2006), the government made important commitments with regard to GBA implementation and the role of central agencies and departments. It clarified who is accountable for implementing GBA under the 1995 *Federal Plan for Gender Equality*. It confirmed the responsibility of departments and agencies to ensure completion of a thorough analysis of proposed policies and programs, including the application of GBA and the inclusion of gender impacts in proposals. The government also clarified the responsibility of the *Treasury Board of Canada Secretariat (TBS)*, the *Privy Council Office (PCO)*, and the *Department of Finance Canada* (central agencies) to challenge whether federal departments and agencies give proper consideration to gender impacts.

1.12 Canada highlighted the importance of government-wide GBA implementation in a May 2007 report and in its October 2008 testimony before the *UN Committee on the Elimination of Discrimination against Women*. The implementation of GBA across the federal government is one element reported in Canada’s report to the *United Nations*.

Gender-based analysis can support gender equality obligations

1.13 *Implementing gender-based analysis can help the government meet its legal obligations under the Canadian Charter of Rights and Freedoms. The Charter sets a standard for gender equality to which all levels of government must adhere in their legislation and programs. The implementation of GBA can also support the gender-equality principles stated in the Canadian Human Rights Act and in the Constitution Act, 1982, relating to Aboriginal treaty rights.*

Statutory obligations to uphold gender equality

Two sections of the Canadian Charter of Rights and Freedoms deal with gender equality:

15.(1) Every individual is equal before and under the law and has the right to the equal protection and equal benefit of the law without discrimination and, in particular, without discrimination based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.

(2) Subsection (1) does not preclude any law, program or activity that has as its object the amelioration of conditions of disadvantaged individuals or groups including those that are disadvantaged because of race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.....

28. Notwithstanding anything in this Charter, the rights and freedoms referred to in it are guaranteed equally to male and female persons.

The Canadian Human Rights Act also states gender equality principles:

3.(1) For all purposes of this Act, the prohibited grounds of discrimination are race, national or ethnic origin, colour, religion, age, sex, sexual orientation, marital status, family status, disability and conviction for which a pardon has been granted.

One section of the Constitution Act, 1982, relating to Aboriginal treaty rights states:

35(4) Notwithstanding any other provision of this Act, the aboriginal and treaty rights referred to in subsection (1) are guaranteed equally to male and female persons.

Source: Constitution Act, 1982, and Canadian Human Rights Act (R.S., 1985, c. H-6)

Responsibility for gender-based analysis within the federal government

1.14 *Within the federal government, Status of Women Canada (SWC) leads the process of implementing the 1995 Federal Plan for Gender Equality. It is supposed to help departments build their capacity for gender-based analysis and support their efforts to create a GBA framework by developing and delivering training and tools, case studies, and public awareness materials. It also works strategically to guide other departments' efforts to integrate GBA into their policy analyses. Status of Women Canada represents Canada internationally on women's issues.*

1.15 *Departments and agencies, under the 1995 Plan, are responsible for thoroughly analyzing their proposed policies and programs; conducting GBA; and including consideration of gender impacts in their legislation, policy, and program analyses.*

1.16 *The central agencies—the Treasury Board of Canada Secretariat (TBS), the Privy Council Office (PCO), and the Department of Finance Canada—play a challenge role of ensuring that federal departments take into account all relevant factors, including gender impacts, in the development of policies, programs, and proposals being submitted for consideration to Treasury Board, Cabinet, and the Minister of Finance.*

3. **Canadian Human Rights Commission Gender Integration Framework (GIF); undated:** http://www.chrc-ccdp.gc.ca/sites/default/files/gender_integration_framework.pdf

What is Gender Equality

... Equality is particularly difficult to attain for women facing discrimination on multiple or intersecting grounds—for example, women with disabilities, Aboriginal women, women from visible minority communities, elderly women, single mothers, women living in poverty and sexual minorities.

*Gender equality engages all persons: men and women, boys and girls. It also pertains to more than two genders. In *Montreuil v. Canadian Forces*, the Tribunal stated: “In human rights, it is possible for more than two genders to be recognized since, regardless of a person’s gender, whether the person is male, female, transgendered, transsexual, in between the two or both simultaneously; the person has a statutory right to respect as a human being, everywhere and in all circumstances....”⁵*

Gender equality will be achieved only if both women and men are allies for gender equality and are actively involved in promoting it.

a. 1.1 Purpose of the CHRC’s Gender Integration Framework

The Commission’s Gender Integration Framework strengthens and promotes our commitment to gender equality by ensuring that we systematically assess the differential impacts on women and men of our policies, programs and decisions. It also ensures that we consider any adverse impacts produced by other intersecting grounds. We are thereby moving gender analysis into the mainstream of our daily work.

1.2 What is Gender Integration?

Gender integration is the process of promoting gender equality by making the consideration of women’s and men’s lived experience an integral part of our work. Its aim is to ensure that women and men benefit equally and inequality is not perpetuated.

Gender integration is required at all levels and stages of our work, including decision-making, policy, and program development. It is not meant to replace or exclude other types of analysis. Rather, it aims to ensure that gender factors are an integral part of all processes, not just an afterthought.

In some instances, gender may be integral to the issue being considered, and may play an important role in determining next steps. In other cases, gender may be less significant to the

5 *Montreuil v. Canadian Forces*

outcome, constituting one of several factors to be weighed. While gender implications may not be obvious at first, we must remain alert to their potential relevance in all cases.

1.3 What is Intersectionality?

The concept of ‘intersectionality’ refers to a situation in which several grounds interact in such a way that their impacts are inseparable. An intersectional approach enables the particular experience of discrimination arising from multiple grounds to be acknowledged, understood and factored into decision-making.

The combined effects of multiple grounds of discrimination can have a greater impact than discrimination based on a single ground.

2.1 Why is Gender Integration Important?

There are six important reasons for ensuring that gender integration is a part of the CHRC’s daily work:

- **First**, equality between women and men—in terms of equal rights, opportunities and responsibilities—is a matter of human rights and social justice.
- **Second**, the concepts of sex and gender are overarching. They can intersect with all other personal variables, such as race, national or ethnic origin, colour, religion, age, sexual orientation, marital status, family status, disability, conviction for which a pardon has been granted or in respect of which a record suspension has been ordered.
- **Third**, the Commission’s Gender Integration Framework must be aligned with Canada’s commitments as set out in the Federal Plan for Gender Equality.⁶ The Federal Plan outlines a number of objectives for federal government departments and agencies, one of which is the use of gender analysis to guide legislative, policy and decision-making processes. In accordance with the Federal Plan, the Auditor General made recommendations on gender-based analysis in 2009. As well, the Privy Council Office, Treasury Board Secretariat and Status of Women Canada jointly developed a Departmental Action Plan to improve the practice of gender-based analysis⁷ in all departments and agencies. The Commission may be called upon to demonstrate (through audits or other activities) its compliance with the Federal Plan.
- **Fourth**, the Commission’s Framework is in line with international human rights principles of gender equality as set out in the Convention on the Elimination of All Forms of

6 Setting the Stage for the Next Century: The Federal Plan for Gender Equality (1995), <http://dsp-psd.pwgsc.gc.ca/Collection/SW21-15-1995E.pdf>.

7 The Government of Canada has used the language of gender-based analysis (GBA) in its documents. However, in order to be consistent with human rights language terminology at the international level, the Commission has adopted the language of the Office of the High Commissioner for Human Rights. The OHCHR’s Gender Equality Policy (September, 2011) states: “A 2008 evaluation of OHCHR’s performance in mainstreaming human rights within the UN noted that staff avoided using the term “mainstreaming” due to lack of clarity about its meaning. Throughout this Policy the term “gender integration” is used rather than “gender mainstreaming”.”

Discrimination against Women (CEDAW). It also respects international obligations to protect vulnerable populations identified as at risk of experiencing complex forms of discrimination in which intersecting grounds are involved. These obligations are described in a number of UN instruments, including the Convention on the Elimination of Racial Discrimination (CERD), the Convention on the Rights of Persons with Disabilities (CRPD) and the Declaration on the Rights of Indigenous Persons (UNDRIP).⁸

- **Fifth**, the CHRC should be a leader in the development of best practices relating to gender equality. As Canada's national human rights institution, the CHRC should ensure that its work, including its policies and publications, is a model for other human rights agencies and organizations. Its decisions should systematically take into account potential adverse impacts on women and men, as well as potentially intersecting grounds of discrimination.
- **Sixth**, gender integration enriches our work. Results of our analysis improve policies pertaining to other work that we do (for example, family status policy).

b. ANNEX A: EIGHT STEPS IN GENDER ANALYSIS (GA)

- *Policy advisors, researchers and those developing Commission programs or initiatives must ensure that their work includes a gender analysis. This section describes the GA process, which is divided into eight stages that roughly correspond to the 'life cycle' of a policy or other initiative. We encourage you to use the sample template below (Annex B) in order to record your undertaking of the GA process. We also encourage you to keep this record on file.*
- *The eight steps of the GA process are:*
 1. **Consultations:** *Is there adequate representation of women and men among stakeholders consulted?*
 2. **Defining the Issues:** *Are both women's and men's experiences reflected in the way issues are identified?*
 3. **Defining the Outcomes:** *What do we want to achieve with this policy, and how does this objective fit into Commission priorities? Who will be affected? How will the effects of the policy be different for women and men, girls and boys?*
 4. **Gathering Information:** *What types of gender-specific data are available? How will the research you conduct address the different experiences of women and men? Are data on intersecting issues available? Should research be conducted on these intersecting issues?*

8 Article 6(1) of the CRPD provides: "States Parties recognize that women and girls with disabilities are subject to multiple discrimination, and in this regard shall take measures to ensure the full and equal enjoyment by them of all human rights and fundamental freedoms." The preamble of the CRPD at (p) states: "Concerned about the difficult conditions faced by persons with disabilities who are subject to multiple or aggravated forms of discrimination on the basis of race, colour, sex, language, religion, political or other opinion, national, ethnic, indigenous or social origin, property, birth, age or other status". Article 21(2) of the UNDRIP states: "Particular attention shall be paid to the rights and special needs of indigenous elders, women, youth, children and persons with disabilities".

- 5. **Conducting Research:** *What is the research question? Are additional areas of research needed to obtain enough information relevant to both women and men?*
- 6. **Developing and Analyzing Options:** *How will each option have a different effect on women's or men's social and/or economic situation? How will innovative solutions be developed to address the gender issues you have identified? Are solutions needed to address concerns of women or men with potentially intersecting grounds of discrimination?*
- 7. **Monitoring & Evaluating:** *How will gender equality concerns be incorporated into the evaluation criteria? How can this be demonstrated? What indicators will you use to measure the effects of the policy or program on women and men? Are there effects on specific subsets of women and men (e.g. of particular ages or races) that can also be anticipated? If so, can these effects be measured?*
- 8. **Communication:** *How will the communications strategy ensure that information is accessible to both women and men?*

4. **GBA+ Gender-Based Analysis Plus, Status of Women Canada, 2012. online:**
<http://www.swc-cfc.gc.ca/gba-acrs/research-recherche-eng.pdf>

WHAT IS GBA+?

Gender-Based Analysis+ (GBA+) is a method for examining the intersection of sex and gender with other identity factors. When applied to government work, GBA+ can aid us in understanding how Canadian women and men experience public policy.

Government policies, programs and legislation can have significant impacts on people's lives, but without the proper tools, decision-makers and policy analysts are unable to identify and analyze these effects. Research Guide 2

GBA+ *provides this critical information by pointing out differences between women and men, as well as among diverse groups of the same gender. **GBA+** ensures that the impacts and potential impacts of policies and programs can be identified and have fair and intended results across the population.*

GBA+ *ensures the inclusion of both men and women. Moreover, it draws on the insights of „intersectionality,' a research and policy model that recognizes the complex composition of factors that shape and influence human lives. Intersectional analysis attempts to “examine the consequences of interacting inequalities on people occupying different social locations as well as address the way that specific acts and policies address the inequalities experienced by various groups” (Bishwarma, Hunt & Zajicek, 2007, p. 9).*

*Recognizing that no-one is shaped by gender alone, **GBA+** takes into account how gender interacts with identity factors, such as ethnicity, age, ability, geography and other aspects of identity among individuals and within broader social structures. **GBA+** thus challenges notions of sameness among groups of women and of men.*

*By looking beyond only the gendered impacts of policies, programs and legislation, **GBA+** more effectively responds to the challenges of an increasingly diversified Canadian population.*

5. **Canada – Aboriginal Affairs and Northern Development Canada (2014) Working Guide on Gender-Based Analysis, selected text**
<http://www.aadnc-aandc.gc.ca/eng/1100100028541/1100100028545>

2. GBA Now

2.1 Mythbusters: What GBA is and what it is not

... However, it is recognized that equal treatment can result in a negative impact on one gender or the other, by ignoring the differences and obstacles that should be reduced in order to achieve equitable results. GBA is a lens through which certain factors that are less obvious may be brought into focus and dealt with in order to ensure the equality of results for both women and men.

In general, GBA is a lens of analysis that examines existing differences between women's and men's socio-economic realities as well as the differential impacts of proposed and existing policies, programs, legislative options, and agreements on women and men. The aim of GBA is to identify the assumptions, which are sometimes incorrect, on which policies, programs and services are based. GBA will raise relevant questions on gender equality issues. The responses obtained from the collected data, both qualitative and quantitative, will confirm or refute the initial assumptions.

Accordingly, GBA is useful for both women and men, as well as for groups of women and men, by taking into account their diversity.

a. 2.2 The General Principles Underlying GBA

GBA is based on the following principles:

- i. it is an integral part of your work;*
- ii. it recognizes the importance of understanding the social context in which the policy, program, initiative or legislation will be developed and applied;*
- iii. it highlights the impacts of the policy, program, initiative or legislation on diverse social groups;*
- iv. it is based on sound data, research, and information which may require looking beyond conventional sources;*
- v. it recognizes the ways in which personal values, experiences, and education may often affect research and evaluation frameworks and approaches;*
- vi. it requires you to examine and question the assumptions that underlie our policies, programs, initiatives and legislation; and*
- vii. it is enhanced by collaboration.*

2.3 The Advantages and Challenges of GBA and the Conditions that Promote it

Several reasons justify the implementation of GBA. Gender-based analysis is not a mechanism that is added to other analysis dimensions, such as sensitivity to culture. Rather, GBA is a

perspective according to which the differences between the reality of women and men, and of groups of women and men, are considered throughout an initiative, whether it be a policy, a program, a service or a draft consultation or negotiations.

The Advantages

The implementation of GBA involves the following advantages:

- i. it ensures that the different realities of women and men are taken into account;*
- ii. it ensures better policies, programs, initiatives and services by making their benefits accessible to both women and men;*
- iii. it complies with Canadian legal provisions, which prohibit any discrimination, including on the basis of gender;*
- iv. GBA guarantees that policies developed and implemented promote equal results for women and men, socially and economically;*
- v. the implementation of GBA makes it possible for initiatives to take into account the relational nature of relationships, not only between women and men, but between genders in all their diversity; and*
- vi. it contributes to the achievement by the federal Government of the objectives that it has established in its Agenda for Gender Equality.*

The Challenges

- i. Staff may find it difficult to implement GBA or to pursue training in this field, given their workloads.*
- ii. Accountability, which is essential to the effectiveness of any initiative, is complicated by the fact that it requires the development of tools that take into account gender equality, as well as vigilance and an ongoing commitment.*
- iii. GBA is not always considered to be essential, and accordingly human and financial resources are not always adequate.*

Conditions that Promote GBA

As you know, departments and agencies have applied GBA in different ways, according to the components that suit them. However, certain factors promote the implementation of GBA. In particular, these include [\[Note 3\]](#):

- i. the availability of data which allows for a GBA;*
- ii. incorporating gender equality at all levels and in all types of activities, from policy formulation and dialogue through to program design and project planning, implementation, and assessment;*
- iii. making room for voluntary and community sector input; (for example the commitment of community groups in the issue that you are examining);*

- iv. *having organizational structures, procedures, and norms that promote gender equality;*
- v. *commitment of staff at all levels;*
- vi. *the allocation of adequate human and financial resources;*
- vii. *defined indicators and expected results; and*
- viii. *implementation of clear and effective accountability mechanisms in relation to GBA.*

Simply put, GBA invites us to:

- i. **challenge your assumptions**, your speculations and those of your colleagues;
- ii. ask **relevant questions** on gender equality;
- iii. answer these questions by conducting **research and by gathering reliable information disaggregated by gender**; and
- iv. **work on the basis of the answers obtained**, to improve the initiatives advanced.

GBA can be summarized by several fundamental issues, which should be addressed in connection with any initiative:

- i. **Does the initiative promote the full participation and equality** of women and men? Does it create any obstacles? If so, how can this be rectified?
- ii. Does the initiative result in **discrimination towards women or men**? Taking into women's and men's social and economic circumstances into account, will this initiative have a negative or positive effect on women or men? If yes, what will these effects be? How can we enhance the positive impacts and diminish the negative effects?

GBA and Your Work...	
Questions	Reflecting on these issues could help you to...
Your duties	
<i>How is gender equality related to your work?</i>	<i>Examine more closely the real or suspected impact of GBA on the various aspects of your work.</i>
<i>How does knowledge/awareness of gender equality issues contribute to having a more complete view of the situation?</i>	<i>Identify the differences between areas in which gender equality is taken into account and areas in which it should be.</i>
<i>How could this more complete view enhance the effectiveness of your work?</i>	<i>Consider data and information obtained during the GBA in order to create a more representative picture of people for and with whom you work.</i>
Your coworkers	
<i>What is the makeup of the group of people with whom you work?</i>	<i>Observe the diversity of people with whom you work, and identify some points of view to be</i>

	<i>considered.</i>
<i>Who uses the results of your work?</i>	<i>Ensure that the results of your GBA are adapted to the people for whom you are carrying out your duties, whether they are colleagues, community groups, supervisors, and so on.</i>
Your clients	
<i>What is the makeup of your client base?</i>	<i>Recognize the differences and similarities within your client base, so that you can ensure that your GBA takes into account its diversity.</i>
Other considerations	
<i>To what degree are your supervisors sensitive to gender equality issues?</i>	<i>Determine the way to advance the implementation of GBA and ensure that you have the continued cooperation of your supervisors.</i>
<i>Where can you find the support you need to improve the integration of gender equality issues in your work?</i>	<i>Identify people and resources that can provide you with support as you conduct your analysis to achieve the integration of GBA.</i>

In order to integrate GBA into your work, you must rely on...

Knowledge about...

- *the various current emerging trends relating to gender.*
- *how to access information on gender diversity.*

Raising awareness with respect to the...

- *the fact that gender is practically always a factor to be taken into account in policies, programs or legislation, whatever they may be.*
- *the fact that you must challenge your own assumptions and perceptions.*

A commitment to...

- *to ask questions.*
- *to challenge your speculations.*
- *to enhance your knowledge and capabilities in relation to GBA.*

Your managers who expect that GBA will be applied so that...

- *they will provide you with the time and resources that you need.*
- *they will ensure that GBA is integrated into the options and recommendations that are advanced.*

The WIGE Directorate and the network of GBARs can provide support with your effort to

integrate GBA at all levels of your work.

The Seven Components of GBA	
Component	It Involves...
Component A <i>Consultations</i>	<ul style="list-style-type: none"> • <i>Collecting qualitative and quantitative data.</i>
Component B <i>Defining the issue(s)</i>	<ul style="list-style-type: none"> • <i>Identifying the questions, problems, or issues relating to gender equality that are comprised in a project or an initiative.</i> • <i>This involves a review of the entire project to identify factors that could harm and/or improve the initiative, as a result of a failure to consider gender issues.</i>
Component C <i>Defining Desired / Anticipated Outcomes</i>	<ul style="list-style-type: none"> • <i>Identifying the results in as much detail as possible, with respect to the benefits expected from this initiative, for women, men, and various groups of women and men (according to their age, social conditions, and so on).</i>
Component D <i>Information gathering</i>	<ul style="list-style-type: none"> • <i>Gathering information on the basis of the factors identified in Components B and C, by establishing goals for this collection of data and using all relevant sources.</i> • <i>The analysis and interpretation of the information gathered.</i>
Component E <i>Development and Analysis of Options</i>	<ul style="list-style-type: none"> • <i>On the basis of Components B, C and D, proceed with various options.</i> • <i>The examination of the negative and positive effects of each of the options on women and men, and the different groups of women and men.</i>
Component F <i>Communications</i>	<ul style="list-style-type: none"> • <i>Identifying the target audience.</i> • <i>The use of communication methods that are the most likely to reach the intended client base.</i>
Component G <i>Evaluation</i>	<ul style="list-style-type: none"> • <i>Identification of gender indicators.</i> • <i>Identifying what will be evaluated and by whom.</i> • <i>Follow-up...what should be adjusted or enhanced in accordance with the desired outcomes?</i>

PART C GENDER IMPACT ASSESSMENT (GIA) – THE INTERNATIONAL LABOUR ORGANIZATION

Gender dimensions of national employment policies: a 24-country study. Kristine Goulding, International Labour Office, Gender Equality and Diversity. Geneva, ILO, 2013; http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_232758.pdf; accessed March 17, 2015

page 2:

II. Methodology

The ILO has established gender equality as one of the key cross-cutting priorities in its mission to promote productive employment and decent work for women and men. Through the endowment of a variety of tools and strategies, the ILO has worked to support outcomes which contribute to gender equality within the world of work.

Background

Firstly, the ILO's Strategy for Gender Mainstreaming in the Employment Sector 2010-15, which mirrors the aims of the ILO Action Plan for Gender Equality 2010-2015 (ILO 2012a), is a cornerstone for this report; the Strategy is designed to ensure that gender concerns are fully integrated into all of the ILO's technical work related to the formulation, implementation, monitoring and evaluation of employment policies, programmes and other actions. It also provides a framework to ensure that gender analysis and planning are introduced into all of the ILO-supported activities for employment promotion. The objective of the Strategy is to outline how gender dimensions will be systematically addressed both substantively and in structures and procedures (ILO 2012b). The Strategy identifies key gender issues and response strategies in employment themes (ibid., pp. 6-7), strategies for gender mainstreaming in the employment sector (ibid., pp. 12-15) and useful gender-related tools for the promotion of equitable outcomes.

Secondly, the Guidelines on Gender in Employment Policies, Vision Paper and policy briefs (ILO 2009b) provide concrete and operational guidance on how to mainstream gender equality into specific employment policy areas. Focusing on economic policies, international trade policies, employment intensity of growth, labour migration and mobility, skills and employability, enterprise development, access to microfinance services, value chain analysis, local economic development, good working conditions, labour market institutions and policies and crisis response and reconstruction, these Guidelines help to integrate gender issues into employment policies and programmes. The formation of the matrix used for analyzing NEPs was informed heavily by the analysis from the Guidelines, in an attempt to be cross-cutting and comprehensive.

Finally, the Global Knowledge Database of Employment Policy (GKBEP), an electronic virtual library of employment policies, was the text-base for the evaluation matrix of this report.

page 4:

Table 1 Spectrum of gender dimensions⁹

<i>Gender Blind</i>	<i>Gender Neutral</i>	<i>Gender Sensitive</i>	<i>Gender Positive</i>
<i>Presumes men and women not as equals; uses gender norms, roles and stereotypes that reinforce gender inequalities</i>	<i>Presumes men and women not as equals but as the same; gender norms, roles and relations are not affected or iterated</i>	<i>Presumes men and women as equals; addresses gender norms, roles and access to resources to reach policy goals</i>	<i>Presumes men and women as equals; changing gender norms, roles and access to resources is a key component of policy outcomes</i>
<i>"None"</i>	<i>"Working towards"</i>	<i>"To some extent"</i>	<i>"Meets or exceeds"</i>
← →			
Gender Transformative Policy Change			
<i>Addresses strategic gender needs; transforms unequal gender relations to promote shared power, control of resources, decision-making and support for women's empowerment</i>			

pages 38-41: The importance of consultation and empowerment

(p. 38-39) Research has shown that the inclusion of a variety of actors in the policy formulation process is recognized as an effective means of considering more voices and viewpoints, thus enriching the context in which policy options are debated¹⁰. Countries that include trade unions, employers' organizations, civil society groups, sectoral ministries, UN agencies and others in policy discussions often stand a better chance of addressing a wide range of interests, and having a broader base of information, than private, elite or top-down methods. A participatory process is also key to transforming culturally-determined and/or selective gender relations, and can afford men as well as women an opportunity through which they can address issues relevant to their own development and well-being. The same holds true for the participation of different workers', employers' and civil society organizations. Giving space for discussion can lead to richer, more nuanced results for all parties.

This inclusive process also allows for a vested interest in, or ownership of, the success of a policy, rather than the feeling that change is government-oriented, highhanded, or out of touch with local realities.

Importance of Monitoring

(p. 40) Gender responsive monitoring and evaluation reveals the extent to which a policy has addressed the different needs of men and women, and the extent to which the policy has made an impact on their lives and overall social and economic well-being. It also improves policy

9 Adapted from ILO 2010a, p. 30 and the UN System-Wide Action Plan for the Implementation of the United Nations CEB Policy on Gender Equality and the Empowerment of Women (UN Women 2012).

10 See ILO 2012h

performance during implementation, allows for corrections and makes it possible to derive lessons for future policy formulation and implementation.

Importance of Sufficient Sex Disaggregated Data

Overall, one of the persistent obstacles that has prevented policy makers from designing effective, gender sensitive strategies is the dearth of sex disaggregated data and the development of indicators. Indeed gender sensitive measurements are critical for building the case for taking gender (in)equality seriously, and for enabling better planning and actions (ILO 2009b). Gender statistics help to raise public awareness of the plight and prevailing inequalities between women and men, provides policy makers with sufficient baseline information to institute favourable changes to existing policies, and provides an unbiased source of information to monitor the real effects of government's policies and programmes on the lives of women and men.

Importance of Sufficient Budgets and Resources

(p. 41) At the very least, countries must make provision for budgets to support the programmes they propose or else risk rendering any collaborative, forward-thinking process of policy formation futile. Ideally, countries should strive to implement gender responsive budgeting¹¹ (government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfilment of women's rights) with the aim to raise awareness within the government of the gender impact of the budget ...

PART D GENDER IMPACT ASSESSMENT (GIA) – EU TOOLKITS AND RESOURCES

1 Evaluating Socio Economic Development, SOURCEBOOK 2: Methods and techniques.

Gender

Impact Assessment

This provides some detailed guidelines on impact assessment and gender impact assessment

http://ec.europa.eu/regional_policy/sources/docgener/evaluation/evalsed/sourcebooks/method_techniques/c

[producing_impact_assessments/gender/index_en.htm](http://ec.europa.eu/regional_policy/sources/docgener/evaluation/evalsed/sourcebooks/method_techniques/c/producing_impact_assessments/gender/index_en.htm)

2 M Crawley and L O'Meara Gender Impact Assessment Handbook

This provides user friendly guidance supported by relevant examples which explain and simplify the process

of assessing the impact of policies on men and women in Northern Ireland

www.ofmdfmi.gov.uk/handbook1.pdf

3 J Rubery and C Fagan (2000) Gender Impact Assessment and European Employment S

Policy

(EGGE – EC's Expert group on Gender and Employment

11 See entry on "Gender analysis and planning" in ILO 2007a: "Gender planning may be broadly defined as planning that integrates gender equality and women's empowerment considerations at all stages into the design, implementation, monitoring and evaluation of a programme or project, including setting of goals and objectives, the definition of strategies and indicators, the selection of methodologies and tools for integrating a gender perspective, gender-related activities and the allocation of resources to carry them out." See also ILO Discussion Paper "Overview of Gender-responsive Budgeting Initiatives" (ILO 2006a).

This provides an analysis of GIA, a 7 staged approach and evaluation of the use of GIA in member states

<http://docs.google.com/viewer?a=v&q=cache:KtEIN0vwHw0J:research.mbs.ac.uk/europeanemployment/>

[Portals/0/docs/gendersocial/GIA_Report.pdf+GIA_Report.pdf+Rubery&hl=en&gl=uk&pid=bl&srcid=ADGEEShQDJCQS3StDr-](http://Portals/0/docs/gendersocial/GIA_Report.pdf+GIA_Report.pdf+Rubery&hl=en&gl=uk&pid=bl&srcid=ADGEEShQDJCQS3StDr-7Zqbb3fgBRhsIDQDZnWRypIO2YPEVuXg2bnw5LqBYFyUFst2ktMi0rwCUmkLt7kwOqTkMugUN1Es2zEIVdbKWWXKn41kcml8uaCbqgVvJy5njksI8yq8rb3a&sig=AHIEt)

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sig=AHIEt

bSzUr5xoilAOd9LLzhfkW4HX42x3w

4 European Commission, Directorate-General for Employment, Social Affairs and Equal Opportunities

(2007) *Gender mainstreaming of employment policies : A comparative review of thirty European countries.*

This contains some guidance on what gender mainstreaming of employment policy actually involves

including gender mainstreaming into pay and career, reconciliation of home and work , active labour market

policies and policies to address flexicurity

Available at [http://docs.google.com/viewer?a=v&q=cache:3-](http://docs.google.com/viewer?a=v&q=cache:3-JzoEPe0QQJ:ec.europa.eu/social/BlobServlet%3FdocId%3D2059%26langId%3Den+Gender+mainstreamin)

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g+of+employment+policies:+a+comparative+review&hl=en&gl=uk&pid=bl&srcid=ADGEESjbAWUTUBLMTg

GKHJIJMtOUj6K170Bt5uCqq904s1Eat8B7tKJ_oxTG9JeSouB1wSzON1wltIXwe8jkM_SwF01wWjBh0s4qoK

VzwXsphSVUMxpmH3Hhka6kt2TuqqyR7AU0gHls&sig=AHIEtbQ035_qPOyXNoRhoXx29tRN1RThjg

5 Overseas Development Institute: *Gender Impact Assessment: Framework for Gender Mainstreaming.*

This provides a useful summary of the UK Women and Equality Unit 's Gender Impact Assessment toolkit

http://www.odi.org.uk/rapid/tools/toolkits/EBP/Gender_impact.html

PART E GENDER IMPACT ASSESSMENT (GIA) IN INTERNATIONAL DEVELOPMENT CONTEXT

1. WEED – Gender Impact Assessment Toolkit

by Professor Gill Scott, Lead Expert. European Programme for Sustainable Urban Development, France. January 21, 2015; online:

http://www.urbact.eu/sites/default/files/import/Projects/WEED/outputs_media/WEED_Gender_Impact_Assessment_Toolkit_01.pdf

What is Gender Impact Assessment?

GIA helps to estimate the different effects of any policy or activity implemented in terms of gender equality. The purposes of GIA are to help the introduction of a gender perspective into the planning process. It should be carried out at an early stage of policy making process and at the end of a policy cycle.

The techniques

Stage 1: Describe the current situation.

- *Gather any available gender disaggregated statistics, facts and information being addressed by the proposed action/objective.*
- *Identify what is known about the different experiences, situations and roles of men and women using qualitative and quantitative measurement. E.g. low waged group – is there a gender dimension*
- *Identify norms and values which influence gender segregation and division of labour*
- *Consult with women and men who are likely to be affected by the policy priorities being pursued.*

Stage 2: Analyse future trends and probable developments without policy intervention

- *Assess the trends in male and female positions independently of the effects of any proposed policy in order to understand the future context for policy and to identify which tools are more likely to achieve desired performance.*

Stage 3: Assess the implications of these for existing and future employment or enterprise policy

- *Use the assessment of Stage 1&2 to determine which priorities to consider to actively promote gender equality and positive impact on men and women.*
- *Recognise that some policies may have no specific commitment to gender equality but may have a very positive or negative effect.*

Stage 4: Determine the priority to be attached to adopting policies that actively promote gender equality

- *Consider what needs to be done to promote equality of opportunity for women and men. Are there specific policies needed or specific groups that need a focus?*

Stage 5: Identify what can be done within the scope of different agencies to progress action in the area i.e. assess alternatives and decide on action plan

- *The situation being addressed is often complex and changing. Shortfalls in knowledge of gender issues are reported as high amongst both the politicians and officials who will have an important role in planning policies.*

Stage 6: Evaluate and redesign

- *Decide which indicators will be used to measure change*
- *Decide how much change in each indicator is desired*

- *Carry out a renewed gender analysis at mid and end points of policy implementation as well as before. Keep policy dynamic.*

The Economic Benefits

- *GIA reveals the differences and realities of women and men's lives. If this does not happen then unintended consequences of policies and services can arise – leading to unintended discrimination.*
- *GIA identifies where more data is needed in order to have quality information on which to base policy decisions and therefore target services more effectively.*
- *GIA provides information on the effects of any given policy . This means problems can be averted at the outset, removing the need for costly measures later on.*
- *GIA assists in raising the level and quality of participation of women at all levels of society. This can bring benefits to all including increased tax revenue, reduced demand for welfare and improved status for women, better responses to local needs.*

Developing Resources

Gender Impact Assessment is not easy. Resources need to be developed. Expertise is often lacking although it can be addressed e.g. Swedish government pioneered the use of flying experts who are temporarily seconded to various ministries and departments in order to help develop methods and routines that ensure a gender perspective in policy processes. Key elements are:

- *Seminars and training of leaders, officials, committees of inquiry*
- *Implementation of newsletters and networks*
- *The development of gender methods and methodology*
- *Analytical tools for gender analysis*
- *Gender approaches in evaluation systems*

ANY QUESTIONS OR COMMENTS?

PLEASE GET IN TOUCH – EQUAL PAY COALITION

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