come in the past 20 years, it makes you optimistic about what changes are possible in the future."

Gender Lens:

a guide to gender-inclusive policy and program development

BRITISH COLUMBIA

Ministry of Women's Equality

The government of British Columbia is committed to fairness and equity for all British Columbians and to encouraging a society that recognizes diversity.

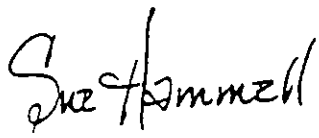
Women make up approximately 50.3 per cent of the population. Yet often their perspectives can be ignored in the creation of government policy, programs and legislation.

Our government pays attention to the issues affecting women's lives, because we know the economy of our province and the health of our society depends on it. That's why a Ministry of Women's Equality was created.

One of my ministry's priorities is to ensure that women's experiences and views are fully discussed and addressed in the development and review of all government policies, legislation and programs.

This publication is designed to help public sector policy and program developers make well-informed decisions by understanding how the lives of women and men are often different. The Lens is a tool that will help open our minds to the needs of all British Columbian women, including aboriginal women, women with disabilities, immigrant women, and those who are members of visible minorities.

By working together to implement the principles and strategies in this document, we can make a positive difference in the lives of women, men, their families and communities where they live.



Sue Hammell
Minister of Women's Equality

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Introduction

Gender Lens is a guide to help you develop policy, legislation, programs and services that effectively meet the needs of women and men. Gender Lens, while specifically designed for policy/program developers within government, can be used by anyone to clarify the implications of gender in their work.

Gender-inclusive analysis helps clarify the influence that social expectations and stereotypes based on gender can have on public policies/programs. By becoming more aware of the gender implications of your work, you can support women and men to make genuine improvements for themselves, their families and their communities.

In developing this guide, we have drawn on the work of other governments across Canada and around the world to promote gender equality, as well as our own experience working with other B.C. government ministries to create gender-inclusive policies/programs.

Our experience to date confirms that gender is a critical consideration in all areas of government responsibility — there is no government policy/program that affects men and women in exactly the same way.

To produce equal outcomes for women and men in B.C., we must incorporate gender-inclusive analysis into every stage of the policy/program development cycle. We hope this guide provides you with useful suggestions and examples on how you can bring a gender-inclusive perspective to developing policies/programs.

> ***"When I first had the opportunity to meet with the project coordinator, I felt that this might be my first real chance to have my voice heard. I was excited to think that I could have this type of chance and I was very interested in what the project would mean to me and the way that I would be able to raise my family. Because I am on welfare doesn't mean that I don't have important points and issues."***
>
> ***— single parent woman, commenting on her participation in a child welfare demonstration project, Strengthening Families by Empowering Women***

Gender Inclusive Analysis:

The Context

In order to develop gender-inclusive policies/programs, you will need to become familiar with factors that affect the lives of men and women in Canadian society.

DIFFERENCES IN THE LIVES OF WOMEN AND MEN

To begin with, you should get a sense of how the lives of women and men differ. The List of Resources at the back of this guide suggests a number of publications you can obtain to enrich your understanding of gender differences in our society.

As a start, take a look at the booklet *Women Count: A Statistical Profile of Women in British Columbia*, available from the Ministry of Women's Equality. *Women Count* will give you a picture of women's family lives, labour force participation, economic status, educational backgrounds, experiences of violence, and representation in positions of power and influence in our society.

THE IMPACT OF SYSTEMIC DISCRIMINATION

Once you have familiarized yourself with some of the key differences in the lives of men and women, you will need to enrich your understanding of the underlying factors which produce these differences. This may involve questioning some of your own assumptions about the roles of women and men, and sharpening your ability to recognize systemic discrimination.

The distinct life experiences of men and women are influenced by inherent biological differences. There is, however, no inherent reason why these differences should create social, legal and economic inequality. Women make up approximately 50.3% of B.C.'s population — yet they do not share equally in the benefits of B.C. society.

Consider the influence of gender stereotypes and systemic discrimination with respect to the career choices and economic status of women and men. In our society, most people in the "caregiving" professions are women, and most people in science, trades and technology are men. If you believe that men and women are inherently different, you may be tempted to see this pattern as a "natural" phenomenon. There is no conclusive evidence to suggest this is so. However, even if you believe there are biological explanations for these patterns, you must ask yourself why people in the "caregiving" professions receive, on average, lower wages than people in trades and technology. Attitudes about the relative value of "men's work" versus "women's work" are largely responsible for these differences. The most blatant and widespread expression of this "systemic bias" is our society's failure to see women's unpaid work in the home (including child care) as having economic value.

This is because our social, economic and political structures were designed by men — most often white, middle class men. This means that the majority of our population — including women, aboriginal people, immigrants and members of visible minorities, and people with disabilities — are trying to fit into social, legal and economic structures that were not designed to respond to the realities of their lives. Ultimately, the results benefit no one.

Systemic discrimination — including discrimination based on race, disability, and sexual orientation — is pervasive in our society. In fact, it is so much a part of our "landscape" that it is easy to miss. Gender-inclusive analysis, together with other tools to help you respond to the diversity of our population (see List of Resources), will help you see its impacts more easily and identify ways to address it. Ultimately, we all benefit from a society that values all its members equally.

KEY FACTORS IN WOMEN'S LIVES

There are numerous factors that have differential impacts on the lives of women and men. The more you adopt gender-inclusive techniques, the more aware you will become of these factors. Below are five influential factors where gender has specific implications. It will be helpful for you to keep these factors in mind as you go through each stage of the policy/program development cycle.

- **Family Structure** — While the majority of women live with their families, the past few decades have produced major changes in the structure of women's family lives. For example, the number of single-parent families has increased significantly — and women head

Gender-neutral vs. gender-inclusive analysis:

Suppose you are looking at a proposed legislative option that would give women and men equal legal responsibility for child support. From a gender-neutral perspective, such a proposal appears to treat women and men as equals. However, a gender-inclusive analysis would recognize that such a proposal would have a discriminatory effect on women, since statistics show that most women are not financially equal to their partners.

Gender socialization:

The attitudes and behaviours that influence the choices of young women and men begin early in life. Consider the following comments from pre-teen and adolescent women:

"Girls are taught to act like sex toys and be nice and kind and not defend themselves. Boys are taught to be strong and tough and not to cry and to think they're better than girls. They think they have the right to do whatever they want and we won't stop them. Ten-year-old boys read Playboy and Hustler and then they want to grab us girls in the privates and see if we're the same.

"It takes a lot of effort for girls to put forward their point of view. Anytime a girl steps out to put forth her values. she is labelled a raging feminist or a lesbian.

"Until I was fifteen years old, I couldn't even cross the street [while] my brother was out until midnight every night.

"Guys still think they are smarter and can do more. Guys think they have all the choices. We don't have the choices that they do."

— from Gender Socialization: New Ways, New World

more than 80% of these families. While the majority of women with children work outside the home, they still have primary responsibility for housework and child care. A growing number of women have the added responsibility of caring for aging parents.

- **Economics** — Gender is significant in employment, income distribution, and the economy. Women control less money than men do, and occupy less well paid segments of the workforce. Women are much more likely than men to interrupt their careers due to child care and other family responsibilities. These factors contribute to a persistent wage gap, with women earning, on average, seventy cents for every dollar earned by men.

- **Violence Against Women** — Fear of violence and the experience of violence limit the choices and expectations of many women in their homes, workplaces and communities. In their lifetimes, approximately one in two B.C. women experiences sexual assault, one in three spousal assault, and one in five other types of physical assault. Nearly two thirds of the women who experience violence are assaulted by men who are known to them.

- **Health and Social Issues** — Gender plays an important role in social factors, such as income, working conditions, social status and education, that influence the quality of our health. In addition, sexuality and biological differences between men and women lead to unique health considerations.

- **Legal Implications** — Gender biases often occur in legislation, and in the interpretation, application and enforcement of laws. Many laws are drafted without considering the experiences of women. Consequently, they can unintentionally discriminate against women.

Guiding Principles of Gender-inclusive Analysis

- Every government policy/program has a human impact. Women make up over 50% of the population. Therefore, all government policies/programs impact women and men.

- Women and men in Canadian society have different roles, different access to resources and benefits, and different responsibilities. As a result, policies/programs affect them differently.

- Women are not a homogeneous group. The needs, interests and concerns of young women, older women, aboriginal women, women with disabilities, and immigrant and visible minority women will differ, as will the needs of men from these groups.

- Policies, programs and legislation must endeavour to create equal outcomes for men and women.

- Equal outcomes will not result from treating everyone the same. Proactive measures are necessary to overcome systemic bias. In other words, if you want everyone to have the same opportunity to cross the finish line, you must recognize that not everyone has the same starting line, and make allowances for those differences.

- Policies, programs and legislation that provide a "level playing field" for women and men benefit society as a whole. Conversely, policies/programs that produce unequal outcomes are ultimately costly for government and society.

- Policy/program developers bring their own biases to their work, according to their gender, culture, education, economic status, and other factors. Knowledge and good intentions will reduce, but not eliminate, those biases.

- In order to create policies/programs that respond to the diversity of women and men in British Columbia, policy/program developers must consult with the women and men who will be affected by those policies/programs.

- Women in Canadian society — particularly aboriginal women, women with disabilities and women from immigrant and visible minority groups — do not have economic equality with men and are under-represented in decision-making processes. Therefore, special measures are necessary to ensure their voices are heard.

- Consultation with women and men must be built into every stage of the policy/program development process, as well as the implementation and evaluation stages. Policy and program developers must take special measures to consult with women and men in all formal public review processes.

The situation of the woman speaking below is not unlike that of many women in their middle and senior years. As you read her story, consider how policies/programs relating to health care, education and training, pensions, employment and self-employment might be more responsive to her needs and aspirations.

"When I was 49, the youngest of my three daughters left home and my husband took early retirement. I had just spent over half my life looking after my children and supporting my husband's career and I thought that now I would finally have the time to do something for myself.

"Then came the cancer. I spent my fiftieth birthday in the hospital, having my left breast removed. I was angry. I felt like I had been used and discarded by life. Through the long months of radiation and chemotherapy, I kept asking myself: Why did I get married? Why did I have children? Why did I give up my teaching career? Is this the point of it all?

"That's a while ago now, and I'm not feeling as bitter about things as I was then. It's not that I actually doubt the value of what I've done with my life — it's just that sometimes I feel I have nothing to show for it.

"For example, my husband and I are OK financially, but right now his health is not good and I can't help but worry about what I'd do if something happened to him. I won't have Canada Pension. And if he dies, I only get half of his pension from the army. I have to admit, I resent that. I feel that where we had to move every three years, there wasn't much chance for me to establish myself at a career of my own. Even if I'd taken a job — and believe me it would've been frowned upon — it would have been very difficult because there were whole months out of every year when he was away and I was basically a single parent. I feel we operated as a unit for all those years, and that pension is as much mine as his. But of course if I died, he'd still get to keep the full pension. What does that say?

"I probably sound like I'm complaining, and I shouldn't because my situation is better than most. And it's never too late to start out on my own with something. I'm 57 now and the cancer has been in remission for well over five years. I've still got a lot of energy and I've always been told that I'd be a great salesperson. I have a few good ideas for a small business that I might pursue."

— Hazel, homemaker

Guiding Legislation and Policy Initiatives

Gender Lens builds on the provincial government's commitment to fairness and equality for all British Columbians. Equality for women is a key strategic direction of government, and is a guiding factor in federal and provincial legislation and policy directives. For example:

- The **Canadian Charter of Rights and Freedoms**, Sections 15 and 28, prohibit discrimination on the basis of sex. Under the Charter, equality does not mean treating all groups the same. The Charter recognizes that it is often necessary for policies/programs to treat different individuals and groups in different ways. Both the intent and the result of a policy should ensure the equality of women and men. Policies that appear to be "neutral" can lead to discrimination if, in their application, they have a disproportionate impact or adverse effect on women.

- **Human Rights Codes**, including the B.C. Human Rights Act, apply to both the public and private sectors. They prohibit discrimination, and allow for measures to improve conditions for designated groups, including women, aboriginal people, persons with disabilities, and visible minorities.

- **Employment Equity** legislation passed in some jurisdictions, including the Federal Employment Equity Act and the Federal Contractors' Program, mandates equal employment opportunities for all.

"When you look how far we have come in the past 20 years, it makes you optimistic about what changes are possible in the future."

— participant, Women's Health Conference, 26-28 September 1993

"The Fourth World Conference on Women ... is yet another opportunity offered by the United Nations to the international community to focus on social, economic, political and cultural forces that determine the relations between women and men, and to see how, in the period of global change, women and men can work together to build a world of peace where equality becomes a reality."

— Gertrude Mongell, Secretary General, 1995 World Conference on Women

*"If women lawyers and judges through their differing perspectives on life can bring a new humanity to bear on the decision-making process, perhaps they **will** make a difference. Perhaps they will succeed in infusing the law with an understanding of what it means to be fully human."*

— Madam Justice Bertha Wilson, Will Women Judges Really Make a Difference?

- The **B.C. Public Service Act**, Section 8.3, requires regulations, policies and procedures with respect to recruitment, selection and promotion. Its purpose is to facilitate the development of a public service that is representative of the diversity of the people of British Columbia, and the long-term development and advancement of its employees.

- The **Employment Equity Directive** reflects the provincial government's commitment to "identify and remove barriers which restrict or inhibit members of designated groups from being employed, advanced or trained in the public service."

- **Cabinet Submissions Format and Guidelines** — The B.C. government's guidelines for Cabinet submissions stipulate that the impact of a policy option on women must be analyzed. The analysis must focus on the different impacts of various policy options on women and men, and, where appropriate, on specific groups of women and men (such as older men and women, women and men of colour, or women and men living in rural areas). Furthermore, the analysis must consider whether the policy choice supports equality for women. Ministries are encouraged to consult with the Ministry of Women's Equality in developing this component of their Cabinet submissions.

The Policy/ Program Development Cycle

The following pages outline the basic elements of the policy/program development cycle and suggest ways you can incorporate gender-inclusive analysis into that process. In developing the questions and practical suggestions contained in the following pages, we have drawn on the work of other governments across Canada and around the world, particularly Gender-based Analysis: A Guide for Policy-making, which is available from Status of Women Canada (see List of Resources).

As a policy/program developer, you bring a wealth of skills, abilities and experiences to your work. How you use those resources — and the resources of the system in which you work — can either open up or limit opportunities for women and men in British Columbia. The questions and suggestions included under each phase of the policy/program development cycle are meant to draw on your existing knowledge, while at the same time stimulating reflection and helping you see your work from a different perspective.

Of course, the different phases of the policy/program development cycle are not mutually exclusive. In your work, these phases are likely to overlap or occur in a different order.

Before You Begin

You will find it easier to develop gender-inclusive policies/programs if you take proactive steps to build gender awareness into your everyday work life. Below are some practical suggestions on how you can enrich your understanding of gender issues and create working relationships that support the integration of gender equality issues into your work.

- Familiarize yourself with issues that affect women's lives, such as access to training, education and jobs, child care, violence, environmental issues, health care, social services and the justice system. The appendices and list of resources in this guide will help you get a sense of these issues.

- As suggested earlier in this guide, put together a picture of how women's life experiences differ from men's. The publication *Women Count*, available from the Ministry of Women's Equality, provides a statistical profile of women in British Columbia, including women's family lives, education, earnings, labour force participation, and representation in decision-making positions.

- Create a file of newspaper and magazine clippings on gender issues. Keep anything that strikes you as interesting, even if it doesn't seem to have a direct bearing on your work. You may later see connections that weren't initially obvious to you. For example, an article on women who are afraid to use public transit at night might later affect your scheduling of public consultation processes.

- See how the work of your branch and your ministry fits into the government's overall plan to create fairness and equality for all British Columbians. Review your branch workplan, your ministry's annual plan, the Ministry of Women's Equality's annual plan, and the government's overall strategic plan. Look for ways the objectives in these plans can support one another.

- Take advantage of the expertise available within government on gender equality issues. The Ministry of Women's Equality acts as a central agency to help ensure that government policies, programs and legislation respond to women's and men's needs and perspectives. Contact the ministry and arrange to meet with the policy analyst whose specialization corresponds to your work (e.g., forestry, agriculture, transportation, economics, health, justice). Get together to identify opportunities to build women's equality into your ministry's policies/programs.

- Find out who in your organization supports gender equality issues and meet with these people on a regular basis to discuss creative ways to build gender issues into your work. Having connections with people who are supportive of women's equality and familiar with your work environment will help you

come up with workable ideas, as well as ways to present those ideas to colleagues who may be less supportive of gender equality issues.

- Identify women's organizations whose interests and activities relate to your work. Contact these organizations and find out about the services they provide, the issues that matter to them, and the expertise that exists in their membership. Promote opportunities for information sharing and collaboration by getting on their mailing lists and putting them on yours. Be open to their feedback on your ministry's policies, programs and publications. When the time comes for policy/program development or review, these contacts will prove useful.

- When issuing requests for proposals, ask contract bidders to specify how they will incorporate gender-inclusive analysis into their work. Distribute copies of this guide (or copy the relevant sections) to writers, researchers, program planners and policy analysts on contract with your ministry.

When developing gender-inclusive policies/programs, remember to take into account the diversity of women. Below, one woman describes her experience of adjusting to the development of a disability:

"Last year, when I was 34, I learned that I have a chronic, degenerative illness which restricts my mobility. Things I used to take for granted, like being able to take notes, type, cook, walk to the store, now cause me intense pain.

"I am still adjusting to the changes this has made in my life, and to the reality that it will get worse as I age. I've always been a very active and independent person, and I find it hard to accept that there are some things I'll have to do differently.

"Right now, I'm learning how to use a computer program that can recognize my voice. That will be a big help when I return to university in the fall. But it was quite an expense to purchase the computer and software on our budget — my husband's plan at work doesn't cover things like this, and I'm not working right now.

"I really don't like feeling so dependent on my husband. I feel lucky that he is such a caring and supportive person. Still, I find myself every day thinking about what I would do if things were different — like, what would I do if he left me tomorrow, or died? Or what if, for some reason, I wanted to leave him?

"I'm afraid I'd end up on welfare. I keep picturing myself in a job interview, explaining to my prospective employer that if I get hired, I'll need special computer equipment and that whoever sits beside me will have to listen to me speaking into the computer all day. I can't help but think that if it's a choice between me and 20 other people with the same qualifications, I'm not going to get the job. Or if I do get the job, there's this feeling that I'd really have to prove myself.

"The funny thing is, I've always been an advocate for persons with disabilities. I've done a lot of work in that area, both paid and volunteer. So it's weird to hear me counting myself out like that. I guess it's all part of the adjustment."

— Miranda, university student

PHASE 1

Identify the Issue

Policies/programs generally respond to an issue or need identified within government or the community. How you see and define the issue can affect your analysis and response throughout the policy/program development cycle. Take the opportunity to identify gender implications of the issue right from the start.

WHAT TO CONSIDER

- What is the issue/need?
- Who has defined the issue?
- How has the issue been portrayed by this group?
- Why has it become an issue for them?
- How might their values, biases, knowledge, experiences and opinions influence their identification of this as an issue?
- How do the values of the system in which they work affect their perception of the issue?

WHAT TO ASK YOURSELF

- Do you think there is an issue/need?
- Do you think the issue has been portrayed appropriately by the group which brought it forward?
- How might your own values, biases, knowledge, experiences and opinions influence your understanding of this issue? For example, if the issue relates to men and women on income assistance, consider whether you are in a position to understand their situation. Have you ever been on income assistance? Do you have any friends on income assistance? What

A gender-inclusive approach asks you to consider how your own values, biases, knowledge, experiences and opinions could influence your understanding of any given issue. The following quotations relating to the justice system suggest ways in which the values and experiences of decision-makers can influence their work.

"The thing that has never left my mind ... is what the judge said to me. He took a few minutes to decide the matter and he said, 'I don't believe anything you are saying.' He said 'the reason I don't believe it is because I don't believe that anything like that could happen to me ... since I would not let it happen to me, I can't believe that it happened to you.'" (Gender Equality in the Justice System, Volume 1, 4-8)

- is your image of people on income assistance? How do you think they came to be in that situation? These factors will affect your framing of the issue. You will likely have to take measures to fill in the gaps in your own knowledge and understanding.

HOW TO ENSURE A GENDER-INCLUSIVE IDENTIFICATION OF THE ISSUE

- Identify and define the issue so that you take into account key factors affecting women and men. For example, keep in mind that women are under-represented in positions of influence in our society. This means that large, powerful organizations, such as business, professional and labour organizations, are primarily led by men. Their framing of an issue is unlikely to reflect women's perspectives. Furthermore, because women do not have economic equality, women and women's organizations have few resources to present their point of view to government.

- Find out what women's organizations and researchers with expertise in women's issues have to say about the issue. Doing this may help to uncover perspectives you might not have thought of. The Ministry of Women's Equality maintains mailing lists of B.C. women's organizations (see List of Resources), as well as a comprehensive library on issues affecting women's lives. You may find these resources useful at this and later stages of the policy/program development process.

- Provide opportunities for men and women from affected and disadvantaged groups to lead in identifying and defining the issue. For example, if your policy/program affects aboriginal people, do not assume that aboriginal organizations speak for aboriginal women and men. Seek the direct input of both aboriginal women and men.

- Make sure you consider the diversity of women in identifying and defining the issue. The interests and concerns of white, middle-class, able-bodied women will differ considerably from those of aboriginal women, immigrant and visible minority women, and women with disabilities. The provincial government has developed a number of tools which you may find useful in respecting the diversity of men and women in policy/program development (see List of Resources).

- Involve women and men in the community in identifying and defining the issue.

> *"We [as lawyers] want people to answer the question directly. When you read a judge's decision they draw an adverse inference from somebody who works around the questions, which is the way many women talk all the time ...And we are just not trained as lawyers or as judges, I am sure, to evaluate that [evidence]." (Gender Equality in the Justice System, Volume 1, 4-11)*

EXAMPLE:

You have been asked to seek a decision on a new hourly minimum wage which would introduce a liquor servers minimum wage which would be 10-15% less than the current general hourly minimum wage.

Wage costs are a significant cost item for tourism and hospitality operators. Hospitality operators note that front-of-house staff frequently receive the majority of their income in the form of tips, so much so that their actual earnings are much higher than those of back-of-house staff. Operators recommend that a liquor servers wage be introduced, modeled after the Ontario regulation, where liquor servers receive less than the general minimum wage. Operators say that savings on direct wages will be re-invested in the form of higher wages for staff who do not receive tips, and in better training for liquor servers. On the face of it, a liquor servers wage might seem to strengthen the growing tourism sector in B.C., by providing better training, greater wage equity and more jobs in the hospitality sector.

However, a gender-inclusive analysis, supported by data broken down by gender, would need to identify the implications for women front-of-house staff and women back-of-house staff. For example, the majority of liquor servers are women. A change in the minimum wage could have a significant impact on their economic situation. It would be important to provide the employees potentially affected by such a change with an opportunity to provide their views on this issue. It would also be important to consult with women's organizations in Ontario and elsewhere to determine the impact of a liquor servers minimum wage on women in these jurisdictions, and whether there is evidence that better training, greater wage equity, and more jobs resulted.

PHASE 2

Define Goals and Outcomes

Once you have defined the issue and determined that action is desirable and possible, you will begin the process of identifying desired goals and outcomes for a policy/program to address the issue.

WHAT TO CONSIDER

- Who is the policy/program intended to benefit?
- What goals and outcomes does government want to achieve with this policy/program? How do these relate to what other stakeholders might expect?
- How do the stated goals and outcomes fit with other government values, goals or policies?
- What outcome indicators should be identified?
- What monitoring and accountability processes are needed to support the attainment of goals and outcomes?
- What factors could contribute to — or detract from — attaining the goals and outcomes?

WHAT TO ASK YOURSELF

- Does your understanding of gender roles and/or the issue affect your perception of who will or should benefit from the policy/program? For instance, you may find it easy to recognize that a policy/program relating to family violence has different impacts on women and men, given documented patterns of violence against women in relationships. In such a case, you would immediately recognize the importance of consulting with women and women's organizations in policy/program development, and you would almost certainly identify different outcomes and outcome indicators for men and women.
- You may, however, be tempted to see a policy/program relating to urban planning as affecting "people" and frame the goals and outcomes in gender-neutral terms. If you do this, you are unlikely to take active steps to

When identifying who your policy/program is intended to benefit, keep in mind that gender differences are often hidden by supposedly "gender-neutral" categories such as "students", "farmers", "taxpayers", "workers", "dependents", "clients", the "public," "consumers", the "working poor", or the "family." For example, policies/programs directed at groups such as "single parents" or "low income families" largely impact on women.

involve women and women's organizations in policy/program development. You will miss opportunities to include women in urban planning issues that will have different effects on women and men and the organizations that serve them.

HOW TO DEVELOP GENDER-INCLUSIVE GOALS AND OUTCOMES

- Determine the gender composition of the people intended to benefit from the policy/program and take that into account in all phases of policy/program development.

- Keep in mind that the goals and outcomes of your policy/program can either perpetuate or overcome existing inequities between men and women. For instance, perhaps you are developing hiring policies for a highway construction project. Currently, most construction workers are male. Your hiring policies can either perpetuate this pattern, or they can include measures to increase the participation of women in this field.

- Involve women and women's organizations in the development of policy/program goals and outcomes. Do this even if you believe your policy/program has a "gender-neutral" impact — you will be surprised at the different perspectives women's organizations have on the policy/program.

- Look for ways this policy/program could support the government's overall strategy for achieving equity. For example, if you are developing a program to encourage people to use the electronic highway, you could design the program so that it also improves women's access to training and employment.

- Recognize that multiple outcomes may be necessary to take into account the effects of gender and/or other aspects of diversity on policy/program implementation. In order to capture the different circumstances of women and men, you may also need different outcome indicators. For example, in developing outcomes and outcome indicators for a pre-employment training program, you might include "left abusive relationship" along with

The following comments from women who completed pre-employment training and work placement programs suggest a range of factors that contribute to women's success in such programs — as well as a range of positive outcomes:

"I was impressed with the attention given to emotional and psychological support throughout the program. I felt that support enabled me to succeed."

"The day care made it easier for me to attend the program and I felt more comfortable knowing my daughter was close by."

"The confidence the life skills part of this program gave me — it's done a 180-degree turnaround for me. This program changed my whole life."

"The job placement ... is what did it for me. Working there has really built my confidence in my abilities."

"My relationships with my family have improved because my situation has improved."

"In counselling I came to understand that I could break the cycle of abuse and not pass that on to my daughter."

"found employment" as an indicator of program success. Many women stay in violent relationships because they would be unable to support themselves and their families if they left.

- Consider which gender-specific factors (see pages 7-8) could affect the possibility of the policy/program achieving desired outcomes. For example, pregnancy, workplace harassment, and difficulty with child care and elder care arrangements are all variables which, if unaccounted for in the policy/program, could limit positive outcomes for women.

- Learn from the successes and failures of the past: review any evaluations that have been conducted on policies/programs whose goals and target populations are similar to yours.

- Build formative evaluation measures into your policy/program design. It may be more helpful to have information which enables you to improve a policy/program while it is in effect, rather than waiting until its completion to determine whether it met its goals or intended outcomes.

EXAMPLE:

The economy of B.C. is changing: what was once a resource-based economy is evolving into one focused on services and knowledge. Most new jobs in the future will require some form of post-secondary training, and many jobs (particularly well-paying jobs) will require a background in science and technology. You have been asked to design a training program that encourages more young people to pursue careers in science and technology.

At this stage in the process, you may have identified a desired outcome of training 500 more young people for jobs in science and technology. You might consult with staff at colleges, universities and training institutes to identify components of successful training programs in science and technology.

However, without integrating questions of gender into this stage of the process, you may unintentionally perpetuate a pattern of gender segregation in education and the workplace, and ultimately contribute to the gender wage gap.

Gender-neutral categories such as "students" or "young people" — apparently the intended beneficiaries of your program — mask the reality that the majority of participants in existing science and technology programs are male. You may wish to take steps to redress this imbalance through your program, by, for example, having a desired outcome of 35% female participation in your program. Recognize, however, that this is not a question of setting "quotas". If you want to increase the participation of young women in your science and technology program, you will need to consider factors that have discouraged women from participating in such programs in the past. Consulting with women's organizations and gender-aware researchers can help you identify those factors and address them in your program.

PHASE 3

Define Information and Consultation Needs

This phase is usually combined with the research stage. It looks at what knowledge is needed, and what sources can best provide that knowledge. Available and relevant data sources, and partners in data gathering and analysis are identified.

WHAT TO CONSIDER

- What do you need to know about the issue, about the underlying problem, and about values influencing the issue?
- What information do you need to ensure that all perspectives will be taken into consideration?
- Who should be involved in determining what information is needed?
- What information sources are available?
- Who will be partners in gathering and providing information? How will you ensure these partners are able to participate?
- Is the available information sufficient and appropriate to define the policy/program? Do you need to generate primary data?

WHAT TO ASK YOURSELF

- How do your own values and experiences affect your perception and willingness to investigate?
- How do the established priorities and processes of your organization affect your ability to ask new questions and hear unexpected answers? Be on the look-out for those moments when you or your colleagues think a question is asking too much or an answer seems unreasonable. Your gut responses may be right — on the other hand, you may simply be embarking on new, and perhaps important, territory.

HOW TO GATHER GENDER-INCLUSIVE INFORMATION

- Break data down by gender — including data on aboriginal people, people with disabilities, visible minorities, and any other affected

groups. Gender-specific data will make gender impacts more visible, helping you to ask the most relevant questions and develop appropriate options.

- Request information from community-based organizations. These organizations often have information that is not available through traditional data sources. The Ministry of Women's Equality maintains mailing lists of B.C. women's organizations, which you may find useful (see List of Resources).

- Seek the advice and participation of community and women's groups when looking at sensitive issues, such as sexual abuse or spousal assault. Take appropriate measures to ensure their full participation, such as providing for confidentiality, adapting consultation processes, and providing child care support during consultations.

- When seeking the input of community groups, take their operational realities into account. For example, women's organizations generally have limited funds and rely almost entirely on volunteers. Also, responses to consultation requests may take time, as decisions are often made by consensus.

- If you cannot locate gender-specific data, seek information in the form of case experience or administrative data.

EXAMPLE:

You are developing a program designed to increase the availability of health care services for aboriginal people in British Columbia. In developing this program, you plan to consult with aboriginal organizations across the province.

Your research to date indicates that the majority of health care consumers — aboriginal and non-aboriginal — are women. Women have health concerns that are distinct from men's, and usually have responsibility for the health care needs of their families. You decide, therefore, to involve aboriginal women and aboriginal women's organizations in your consultation. You recognize that "mainstream" aboriginal organizations may not be in a position to adequately represent the interests and concerns of aboriginal women.

Before you launch your consultation, you should consider what resources aboriginal women's organizations have to participate. Statistics show that aboriginal women are among the poorest people in Canada. If you want them to participate in your consultation, consider providing additional support such as child care, transportation costs, or grants to assist in preparing submissions.

"There is an opportunity to tap into the existing women's networks and community groups. But that means supporting them and the work they do, not strip-mining them for their talent."

— participant, Women's Health Conference

In 1992, the B.C. government launched a major review of the Employment Standards Act. Over 590,000 women employed in non-unionized sectors of the workforce are protected by government-set employment standards for minimum work conditions and wages, and over 60% of minimum wage earners are women. Many of these women, and the organizations which represent them, do not always have the resources they need to have their voices heard on issues which affect them directly.

In 1992-93, the Ministry of Women's Equality funded four women's groups to present briefs to the Employment Standards Act Review. One of the organizations was the West Coast Domestic Workers Association (DWA), whose members are immigrant women, almost all from visible minority groups. The DWA's brief to the review included the stories of 26 foreign domestic workers regarding their working conditions, and 16 recommendations for change.

In 1995, the Employment Standards Act and Minimum Wage Regulation was changed to provide full coverage for domestic workers. Minimum hourly wage and overtime pay replaced the former daily rate, which had set no limit on the number of hours worked in a day. These changes are helping address the types of working conditions described below:

"I started working on the first of November for a family in the Fraser Valley. I looked after a family of five, three of whom were disabled. Aside from that, the family had three horses, two cows, 26 chickens, five dogs, three cats and ten goats, all of whom I was also in charge of, and that included bathing the horses.

"I worked an average of 16 hours a day for that family. After my job was done at my employers' place, her friend would come and pick me up to help her clean her house. [Her friend] paid me $180 for my work. My employer didn't pay me at all because she said [her friend] was already paying me.

"After a month with my employer, they released me so I could work for a different family. My present employer refused to pay me proper wages because she said that she was giving the rest of my pay to my first employer. When I complained that I didn't owe them any money, they told me that if I didn't keep quiet, they were going to deport me."

PHASE 4

Conduct Your Research

This stage clarifies the research design and the type of analysis to be performed. Tasks and methods of analysis and approaches to data presentation are discussed in this phase, and the research is carried out.

WHAT TO CONSIDER

- What is the analysis seeking to determine?
- What are the research questions and who determines them?
- What factors will affect the research design?
- Who will be involved in the research and research design?
- Is the scope and nature of the research design appropriate?
- What research methodologies will be used?
- What type of analysis will be done?

WHAT TO ASK YOURSELF

- How do your education and work experience affect your perception of what "counts" as evidence? For example, do you think personal stories are "subjective" and statistical data "objective"? Do you think "subjective" information is more valuable than "objective" data? (See the sidebar on qualitative and quantitative evidence.)

HOW TO CONDUCT GENDER-INCLUSIVE RESEARCH

- Consult with both women and men in determining research questions, in creating a research design, and in determining research methodologies. Both the people who are to be consulted, as well as those who will implement policies, programs and legislation should feel comfortable with the research methodology.
- Use reports, studies and guides that use gendered methodologies in designing your research. You can gain valuable ideas on how to conduct gender-inclusive research from these sources.
- Pose research questions that make specific references to men and women to ensure the research addresses their particular circumstances.
- Design the research so that gender-specific data are collected.

- Consider life factors particular to women and men in designing your research. Differences in income and education, as well as differences in the rates and sources of violence in the lives of women and men are among the factors which should influence your research design. For example:

- Offer a choice of response methods to ensure that responses reflect the diversity of women. Written submissions or appearances before official committees are useful, but can exclude many women, particularly women with little formal education, or women whose first language is not English. Consider allowing women to put their views on tape or give oral submissions. (For a discussion of data collection methods and their impact on women, see pages 12-14 of *A Gender Lens for Program Evaluation*, available from the Ministry of Women's Equality.)

- Incorporate safety and trust into consultations with women. Conduct interviews in circumstances, times and locations where women can participate free from the fear of violence. If you are consulting with women who have experienced violence, recognize that they may have concerns about confidentiality which need to be addressed in the research design and methodologies.

- If you are holding a public hearing, recognize that many women do not have the same resources as men to participate. Consider providing child care and/or transportation subsidies.

- Collect both quantitative and qualitative data. Qualitative methods will allow men and women to describe their experiences in their own words, and will help to identify gender differences relating to your policy/program which might otherwise go unnoticed.

Quantitative vs. Qualitative Research

Quantitative methods are useful in providing good structural information about a policy/program, but are limited in their ability to provide meaningful descriptions of people's experiences with the program and its outcome.

Qualitative data, while more expensive to collect and more difficult to summarize, provide a much better understanding of how a policy/program might operate, and of the nature of its impact on women and men. Qualitative research may be particularly useful in eliciting the issues and concerns of groups which have been marginalized in our society.

When writing up research results, one approach to preserving the original content and tone of qualitative information while producing a "readable" summary involves the use of themes and verbatims.

In this approach, responses to open-ended questions are summarized into primary themes, with an indication of the frequency with which each primary theme was noted in responses. Verbatim examples are then added to this summary to illustrate what was said and how respondents expressed their feelings. This technique provides some content in respondents' own voices, while the summary of themes presents information in a format which may be more easily grasped by readers who do not wish to read through all the interview notes.

EXAMPLE:

Sometime in the future, British Columbians can expect to be visited by a major earthquake. Past experience in earthquakes has demonstrated that self-help and first aid have saved countless lives. In the first few hours after an earthquake, the ability of neighbourhoods and office or apartment building occupants to function collectively and independently to meet basic emergency needs is paramount. You have been asked to develop a program which assists communities to develop local response strategies in the event of a major earthquake.

It is critical that women be involved in developing and leading local response strategies. In order to plan your program, you will need to get a clear, detailed picture of the daily lives of families in communities. You should, therefore, design your research in consultation with women and women's organizations and other affected groups. In order to reach a broad cross-section of women in the community, you will need to design your research to maximize women's participation. This may require scheduling public meetings at times and locations when women are most likely to attend, and providing on-site child care.

You will also need to keep in mind that because many women work both inside and outside the home, they have very little time left over to participate in community consultations. Find ways to conduct your research in ways that minimize time and effort (written submissions, for example, are labour-intensive and may exclude women whose first language is not English). Consider too that the complexity of home and community life — at the best of times, let alone in the aftermath of an earthquake — may not always lend itself to quantitative investigation. You should also include qualitative research methods that allow women to describe their daily lives in their own voices.

PHASE 5

Develop and Analyze Options

At this stage, you will develop and refine policy options and/or program design factors suggested by your research.

WHAT TO CONSIDER

- What options are indicated by the data/information/research?
- How are the options directly related to the desired outcomes previously identified?
- How do these options influence or change the factors affecting the issue as previously identified?
- How do each of the options meet or hinder existing policies, programs or legislation?
- What are the direct and/or indirect implications of each option? Are there unintended outcomes?
- What factors will positively and negatively affect the implementation of each option?
- Who would implement each option, and what resources are required?
- How can you ensure accountability?

WHAT TO ASK YOURSELF

- How do values — your own, those of the government, and those of society — limit the range of options you put forward? For instance, if you are developing a training and employment placement program, your research may have indicated the need for on-site child care to support many female participants, particularly single mothers. What was your reaction to this finding? How is it reflected in the options you have developed?

HOW TO DEVELOP GENDER-INCLUSIVE OPTIONS

- Consider how each option may disadvantage or benefit women or men. Include gender-specific measures in each option. For instance, if your options relate to pension policies/programs, the different labour force

"I would love policy makers to live like we do — first of all let them find an apartment with the money that social services provided, let them try and buy furniture, let them try and buy food — let them live like that for a year — they would change the system if they had to do that."

— Terry, single mother on income assistance

participation patterns of women and men and the factors which influence those patterns (i.e., the likelihood of interrupting one's career to look after children) should be taken into consideration under each option.

- Examine each option to see whether it reinforces, challenges or addresses factors which limit women's opportunities (see pages 7-8). For example, if you are designing a program, consider that:

- Factors relating to location, hours, cost and family support may serve to deter women from participating in and completing a program.

- The manner in which a program is delivered to its intended audience will affect women's participation and outcomes in a program. Depending on the program, it may refer to the characteristics of those delivering the program, the materials used in program delivery, or assumptions made about the appropriate mode of delivery.

- Identify the consequences of not adopting gender-inclusive options — for women and for government. In identifying these consequences, take a long-term, holistic approach. For example, an investment in child care, while costly in the short term, may reduce income assistance costs in the long term by allowing more women, particularly single mothers, to participate in training and the workforce.

- Seek the perspectives of both women and men in developing the options and assessing their costs, benefits, acceptability and practicality.

- Create a plan to monitor and evaluate the impact of your policy/program on men and women. For example, the implementation strategy for a policy/program might include provisions for ongoing consultation with women and men and opportunities to adapt the policy/program based on this input.

EXAMPLE:

You have been asked to develop a program to help people move from income assistance to training and the labour market. A major objective of the program is to keep young people from falling into a long-term pattern of dependence on income assistance.

In your research, you note that while the proportion of young women and men on income assistance is approximately equal, there is a distinct difference in their lives: the majority of young women on income assistance are parenting, while the majority of young men on income assistance are not.

In developing options for your program, you will want to highlight the implications of this difference. For example, one of your options might be to enact a policy of requiring young people to look for work as a condition of receiving income assistance. If this policy is to apply equally to young men and women, then additional support for single mothers (such as child care), will be critical to the successful implementation of this option.

"I often hear or read of women and other groups saying that they feel 'excluded' from decision-making processes of government, or the legal system, or whatever. Because I'm steeped in those processes, I sometimes find those comments hard to understand. Plus I often hear people describing these women as whining or neurotic or addicted to victimhood.

"But then the other day I went into a welfare office for the first time in my life. As part of some research I was doing, I wanted to take a look at an application for income assistance. I was going to call and ask someone to send me a form, but I was walking by the building, and I thought, well, what better place to go and get it.

"So in I go and I head straight for the part of the lobby where forms are kept. There were forms there all right, but not the one I wanted. I looked around and I saw that there were a lot of people waiting in the reception area, and most of them didn't look like they would be my friends. Over in the corner there was a uniformed security guard.

"Well anyway, I thought I'd go up to the counter and ask for the form. But then I noticed a sign telling me to take a number — except there were no numbers left. Again I thought, well then just go up to the counter and ask for a number, but then I thought, well I think you're supposed to have a number to go to the counter in the first place. Maybe if I head that way the security guard will block my way. Or maybe one of the people waiting will yell at me, laugh at me, hoot at me. Maybe they all will. The nerve of me going in there to get a form for my 'research.' I felt they all knew that and despised me for it.

"It didn't really matter to me that I was probably just being paranoid. All I knew was that 45 seconds of this kind of discomfort was enough for me, and I was outta there.

"I guess it made me wonder if that's how some people feel in situations where I feel perfectly comfortable — except maybe they don't have the luxury of leaving in 45 seconds. I suppose you could say it was a bit of an eye-opener."

— Karen, consultant to government

PHASE 6

Making Recommendations/ Decision-Seeking

The recommendation of options is often a collaborative effort, and sometimes draws directly on public input and consultation. The rationale for the recommendation is derived from the analysis of options, and presents the recommendation in terms of its favourable and unfavourable impacts and implications ("pros" and "cons"), and the policy/program environment.

WHAT TO CONSIDER

- Who will be involved in choosing the option recommended?
- On what basis will the recommendation be made?
- What are the underlying assumptions and values of the option being recommended?
- Is the recommended option free from unintended outcomes and/or restraints (legal, economic, social, cultural, environmental, etc.)?
- Will there be further consultation on the recommended option? Who should be involved?
- What aspects of the policy environment (fiscal, government strategic priorities, other policies, current public opinion, government commitments, etc.) impinge on the recommendation?

WHAT TO ASK YOURSELF

- How do your own values and beliefs affect your recommendation? You may believe in gender equality as an ideal, and include gender in your analysis of options, but what priority do you give it in making your recommendation?
- How does your knowledge of the attitudes of decision-makers affect your recommendation? For example, if you know that someone in a position of power is unsupportive of measures to advance women's equality, how does this affect your recommendation?

HOW TO MAKE GENDER-INCLUSIVE RECOMMENDATIONS

- Include gender equity as a key element in weighing and recommending options — not as an "add-on."

- Review the recommended option to ensure that it contains no legal, economic, social or cultural constraints to gender-equitable participation. For instance, does it meet the requirements established in the *Canadian Charter of Rights and Freedoms*?

- Explain the consequences of the recommended option in relation to the government's commitment to gender equity. Conversely, show how measures to advance gender equality are a critical support to other strategic objectives of government. For example, a recommendation for a policy/program to increase the number of women on the electronic highway will improve women's access to employment, thereby promoting economic equality. Such a policy/program also contributes to the development of a highly skilled workforce that is able to compete in the emerging global economy.

- Outline methods to ensure the recommended policy/program is implemented in a gender-equitable manner.

EXAMPLE:

You are seeking a decision that will reduce the allowable annual tree cut in a region of the province that is heavily dependent on the forest industry. You have identified the number of jobs that will be affected if this decision is taken, and have suggested measures to minimize the impact of these job losses.

From the research and consultation you have undertaken, you know that the majority of workers who will be directly affected by this decision are male. A majority of them are over the age of 40, have little formal education, and lack work experience outside the forest industry. You recognize that opportunities for retraining workers and diversifying the economy are critical components in implementing this recommendation.

In your research and community consultation, you also discovered something else. Many women work in secondary industries, for example in firms that supply the logging companies with equipment, and in tertiary industries, for example catering services and retail stores. These industries are dependent on the primary forest sector, and so the women working in them will experience job loss and reduced hours of work when forest jobs are cut.

In your recommendations, you will need to highlight the direct and indirect economic impacts on women and suggest ways to mitigate them. For example, you may recommend providing opportunities for local women and women's organizations to be involved in community economic development, and land and resource management planning. Women can be supported to develop proposals for labour force adjustment and retraining programs, and to diversify the local economy by encouraging women to start new businesses, including worker co-operatives.

In addition, you may wish to stress the importance of cooperation between B.C. government agencies, other levels of government, and private, public and non-profit groups in developing enterprises and employment for women and men.

To be truly inclusive, policies/programs must take into account the diversity of women. Consider the following:

"As a lesbian, one of the things I find most frustrating is that there is no recognition of my relationships.

"For example, if I'm filling out an application for welfare or a student loan, there'll be a section on the form for marital status. It has all the usual categories, like married, separated, divorced, widowed, single. I don't really fit into any of those categories, so I have to say I'm single. But suppose later someone finds out that I'm living with a same-sex partner. All of a sudden, I'm breaking the law by failing to disclose all possible sources of income. That inconsistency puts me in an awkward position.

"That situation doesn't actually apply to me at the moment — it's just one of many I'm aware of. But one that does is the whole issue around separation. My ex-partner and I have two children. When we separated, I wanted to get a formal separation agreement that spelled out maintenance payments, custody and access. But because the laws around separation don't recognize same-sex relationships, I'm forced to make support payments on an informal basis, and I have to see the kids on an informal basis.

"My ex-partner and I are basically relying on each other's good will. If I stopped paying tomorrow, it's not like she could get a maintenance enforcement order. Similarly, if she decided she never wanted me to see the kids again, there's really nothing I could do about it.

"So basically, as a lesbian, my roles as a spouse and a parent are invisible. Except, that is, when it comes to harassment, when I'm suddenly very, very visible. And it's not just me who's affected, it's my children. Last year, there wasn't a day that went by that my daughter wasn't taunted at school for having lesbian parents.

"As a society, I think there's a lot we can do to change our attitudes and behaviours around same-sex relationships. Policy and program developers could start by remembering we're out there."

— Teresa, policy analyst and activist

PHASE 7

Communicate the Policy/ Program

The way the recommended policy/program communicated can play a significant role in its acceptance and implementation.

WHAT TO CONSIDER

- What is the message you want to communicate? Who is your "audience"?
- How will the policy/program be communicated? What information will be given to whom? How?
- What measures will be taken to communicate the policy/program to those who participated in its development and to those who will be affected by it?

WHAT TO ASK YOURSELF

- How does your own background limit the range of communication strategies you select? For instance, if many of those affected by the policy/program are women and men from immigrant and visible minority groups, have you considered developing information in languages other than English? Have you relied heavily on the print media to get your message across?

HOW TO ENSURE GENDER-INCLUSIVE COMMUNICATIONS

- Use gender-inclusive language, symbols and examples in all materials developed to communicate policies/programs. If you are unsure how to do this, get a copy of *Communicating Without Bias* from your ministry's communications branch or library.
- Use communication strategies that will reach both women and men, including women and men from equity groups. Distribute news releases and other communications materials widely — to organizations and publications whose primary audiences are women, aboriginal people, visible minorities and persons with disabilities.
- Highlight the gender implications of the policy/program in your communications products.
- Acknowledge the participation and contributions of both women and men in the policy/program development and analysis process.
- Involve community organizations in the communication of policies/programs.

EXAMPLE:

You have developed a new apprenticeship program that includes measures to increase women's participation in trade occupations. A new poster and brochure are being developed to raise awareness and enhance participation in the program. Be sure that the images in the poster portray women and men as program participants, and that the language and examples in the brochure are inclusive of women and men. Highlight any components of the program which may enhance women's participation, such as higher than average wages, training without incurring a large debt load, and the ability to achieve and maintain financial independence.

Gender-inclusive Language Guidelines

The following comments and suggestions, adapted from Communicating Without Bias, will help you to use gender-inclusive language in your work:

Alternate the word order in phrases which include both sexes so that neither women nor men always go first. Always putting men first in phrases such as men and women, boys and girls, he or she, his and hers, male and female gives the impression that women are afterthoughts or somehow less important than men.

Identify women as individuals, rather than as someone's wife, widow, mother, grandmother or aunt, unless it is appropriate in context and men are described similarly.

Avoid the use of feminine suffixes (as in manageress, waitress, executrix) which reinforce the notion that generic nouns are male, while female nouns are something less, or at least different. Use generic nouns (e.g., manager, executor, waiter or server) for both women and men.

Your language should reflect equal respect for women, avoiding terms or phrases which trivialize or demean their accomplishments. Language which reflects a lack of respect for women also creates stereotypes that can confuse, offend and alienate those reading your documents.

Never refer to adult women as girls, gals, or ladies in situations where you would refer to men as men.

Do not use lady, women or female as adjectives (as in lady doctor, woman lawyer, woman driver or female Deputy Minister) unless gender is relevant. Similarly, avoid the use of adjectives which can stereotype men, as in male nurse.

Avoid words or phrases which promote a preconceived opinion or prejudice. For example, instead of the term career woman, consider using professional, executive or business person; instead of housewife, use homemaker.

Avoid words or phrases that make assumptions about gender (conference delegates and their wives), about how women think or look (feminine intuition, the fair sex), about how men and women behave (describing men as aggressive or assertive, while describing women as strident, shrill or bitchy for similar behaviour), and avoid stereotypical terms (better half, women's work, ladylike, manfully).

Avoid the use of male-specific generics which create ambiguity and exclude women. Unless the intention is to refer only to men, alternative terms should be substituted for phrases such as man, man-made, manpower, spokesman, etc. Similarly, alternatives should be found for he, his, and him when referring to persons whose gender has not been specified.

As you read this young woman's story, consider how, if schools, the health care system, and society generally, had greater awareness of violence against women and abuse in relationships, the chain of events she narrates might have been prevented:

"I'm remembering back to when I was 22 and in my first long-term relationship. The man I was living with was unemployed and depressed, and he was taking it out on me. I would come home and find my clothes ripped to shreds, my desk chopped up, the kitchen floor covered with broken glass — that sort of thing. Once when I got a scholarship for graduate school, he burned the cheque in front of me and urinated on top of the remains.

"Don't ask me why, but at the time, I couldn't figure out what was wrong with this. I kept blaming it all on his depression and trying to be understanding about it. I thought that was what I was supposed to do — you know, being supportive in a rough time and all that. Plus I had this romantic notion that through all of this I was coming to a deep understanding of human nature.

"Well anyway, I started waking up in the middle of the night with this terrible heartburn. I started telling everyone I knew about the heartburn. I seemed really focused on it, like it was the only thing in my whole life I could be certain about. One night I woke up at 4 a.m. and went to the emergency department of the local hospital.

"You can't imagine how stupid I felt telling the doctor I was there for an upset stomach. I mean, it made perfect sense that I had heartburn. I'd spent all night at a baseball game drinking beer and eating hot dogs and pretzels. I think the doctor thought I was nuts. He sent me home with a bottle of Maalox.

"I guess what I'm trying to say is, when people do things that don't seem to make sense, there's usually a reason for it. I wasn't nuts. Something was wrong. But there was nothing in my environment to clue me in on what it really was."

— Mandy, freelance writer

PHASE 8

Evaluate the Program

The evaluation stage helps to determine how well programs are attaining their goals, and provides opportunities to make improvements. Gender-inclusive program evaluation provides information and techniques to design, implement and interpret evaluations in a manner which improves awareness of the gender implications of programs under consideration.

For a comprehensive look at gender-inclusive evaluation, please refer to *A Gender Lens for Program Evaluation*, available from the Ministry of Women's Equality.

Gender-inclusive Analysis

AN OVERVIEW

PHASE 1 *IDENTIFY THE ISSUE*

1. Identify and define the issue so that key factors affecting women and men are taken into account. Ensure that the diversity of women and men is considered.
2. Involve both women and men in the community in identifying and defining the issue.
3. Consider what women's organizations and researchers with expertise in women's issues have to say about the issue.
4. Provide opportunities for men and women from affected and disadvantaged groups to participate in identifying and defining the issue.

PHASE 2 *DEFINE GOALS AND OUTCOMES*

1. Determine the gender composition of the people intended to benefit from the policy/program and take that into account in all phases of policy/program development.
2. Ask yourself whether the anticipated outcomes and goals of the policy/program perpetuate existing inequities between men and women, or whether they could be modified to assist women to address barriers which limit their access to opportunities.
3. Involve women and women's organizations in the development of policy/program goals and outcomes.
4. Recognize that multiple outcomes may be necessary to take into account the effects of gender and/or other aspects of diversity on policy/program implementation. In order to capture the different circumstances of men and women, you may also need different outcome indicators.
5. Consider which gender-specific factors could affect the possibility of the policy/program achieving desired outcomes. For example, pregnancy, workplace harassment, and difficulty with child care and elder care arrangements are all variables which, if unaccounted for in the policy/program, could limit positive outcomes for women.

PHASE 3 *DEFINE INFORMATION AND CONSULTATION NEEDS*

1. Break data down by gender — including data on aboriginal people, people with disabilities, visible minorities, and any other affected groups.
2. Request information from community-based organizations. The Ministry of Women's Equality maintains mailing lists of B.C. women's organizations. When seeking the input of community groups, take their operational realities into account — women's organizations generally have limited funds, rely almost entirely on volunteers, and often reach decisions by consensus.
3. If you cannot locate gender-specific data, seek information in the form of case experience or administrative data.

PHASE 4 *CONDUCT YOUR RESEARCH*

1. Consult with women and men in determining research questions, in creating a research design, and in selecting research methodologies.
2. Pose research questions that make specific references to women and men to ensure the research addresses their particular circumstances.
3. Use reports, studies and guides that use gendered methodologies in designing your research.
4. Design the research so that gender-specific data are collected.
5. Collect both quantitative and qualitative data to help identify gender issues.

PHASE 5 *DEVELOP AND ANALYZE OPTIONS*

1. Consider how each option may disadvantage or benefit women or men. Include gender-specific measures in each option.
2. Identify the consequences of not adopting gender-inclusive options — for women and for government.
3. Seek the perspectives of men and women in developing the options and assessing their costs, benefits, acceptability and practicality.
4. Create a plan to monitor and evaluate the impact of this policy/program on women and men.

PHASE 6 *MAKING RECOMMENDATIONS/ DECISION-SEEKING*

1. Include gender equity as a key element in weighing and recommending options — not as an "add-on."
2. Review the recommended option to ensure that it contains no legal, economic, social or cultural constraints to gender-equitable participation.
3. Outline methods to ensure the recommended policy/program is implemented in a gender-equitable manner.

PHASE 7 *COMMUNICATE THE POLICY/PROGRAM*

1. Use gender-inclusive language, symbols and examples in all materials developed to communicate policies/programs.
2. Use communication strategies that will reach women and men, including women and men from equity groups. Consider involving equality-seeking organizations in the communication of policies/programs.
3. Highlight the gender implications of the policy/program in your communications products.
4. Acknowledge the participation and contributions of both men and women in the policy/program development and analysis process.

PHASE 8 *EVALUATE THE POLICY/PROGRAM*

1. For a comprehensive look at gender-inclusive evaluation, please refer to *A Gender Lens for Program Evaluation*, available from the Ministry of Women's Equality.

Glossary

Gender vs. sex — sex refers to the biological differences between men and women. Gender refers to the socially constructed roles and responsibilities of women and men. The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviours of women and men (femininity and masculinity). These roles and expectations vary across time, economies and societies.

Gender-inclusive analysis — recognizes that to the extent a policy has an impact on people, it will very likely have different impacts on women and men because they have different roles in society. Gender-inclusive analysis identifies differences arising out of the gender division of labour, and out of unequal access to power and resources, and assumes that these differences can be changed. **The *Gender Lens* guide promotes gender-inclusive analysis as the approach most likely to result in equitable outcomes for men and women.**

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

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

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

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

List of Resources

The resources suggested below will help increase your knowledge and understanding of the issues underlying gender-inclusive analysis. Most of the resources listed here are available through the Ministry of Women's Equality's Resource Library. You can contact the library at 356-5181, or browse the library catalogue on the Ministry of Women's Equality's Internet Web Site at http://www.weq.gov.bc.ca.

LANGUAGE AND VALUES:

Belenky, Margaret. *Women's Ways of Knowing: The Development of Self, Voice and Mind*. New York: Basic Books, 1973.

Communicating Without Bias. Victoria: Province of British Columbia, 1992. (Full text available at http://www.weq.gov.bc.ca.)

Gender Socialization: New Ways, New World. Victoria: Province of British Columbia, 1993.

Hess, Beth. *Analyzing Gender: A Handbook of Social Science Research*. Beverly Hills: Sage Publications, 1987.

Maggio, Rosalie. *Nonsexist Word Finder: A Dictionary of Gender-free Usage*. Boston: Beacon Press, 1989.

Raising Young Voices. Discussion video (16 minutes) and kit. Victoria: Province of British Columbia, 1995.

Report of the Royal Commission on the Status of Women in Canada. Ottawa: The Royal Commission, 1970.

DATA COLLECTION:

Eichler, Margrit. *Nonsexist Research Methods: A Practical Guide*. Boston: Allen and Unwin, 1987.

Eichler, Margrit. *Sexism in Research and its Policy Implications*. Ottawa: Canadian Research Institute for the Advancement of Women (CRIAW), 1987.

Women Count: A Statistical Profile of Women in British Columbia. Victoria: Ministry of Women's Equality, Province of British Columbia, 1994. (Full text available at http://www.weq.gov.bc.ca.)

Finding the Facts: A Resource Guide for Statistics on Women. Victoria: Ministry of Women's Equality, 1995. (Unpublished report by the Research, Evaluation and Intergovernmental Affairs Branch.)

LAW:

Fairness and Equality for Women in the Justice System: Status Report. Victoria: Ministry of Women's Equality, 1993.

Gender and the Law: An Introductory Handbook for Law Students. Ottawa: National Association of Women and the Law (NAWAL): 1992.

Gender Bias in the Law. Feminist Institute for Studies on Law and Society. Burnaby: Simon Fraser University, 1992.

Gender Equality in the Justice System. Vancouver: Law Society of British Columbia, Gender Bias Committee, 1992.

ECONOMIC SECURITY:

Abella, Rosalie. *Report of the Royal Commission on Equality in Employment*. Ottawa: The Royal Commission, 1985.

Duffy, Ann. *Part-time Paradox: Connecting Gender, Work and Family*. Toronto: McClelland and Stewart, 1992.

McQuaig, Linda. *Shooting the Hippo: Death by Deficit and Other Canadian Myths*. New York: Viking Penguin, 1995.

Papers on economic equality. Ottawa: Status of Women Canada, 1994.

Waring, Marilyn. *If Women Counted: A New Feminist Economics*. San Francisco: Harper, 1988.

EDUCATION:

Gaskell, Jane, Arlene McLaren and M. Novodgrodsky, *Claiming an Education: Feminism and Canadian Schools*. Toronto: Garamond Press, 1989.

Gender Equity: Distribution of Males and Females in the B.C. School System. Victoria: Ministry of Education, Province of British Columbia, 1991.

Gender Equity Teaching: An Annotated Bibliography of Professional Development. Toronto: Ontario Women's Directorate, 1994.

McKinnon, Heather. *Encouraging Gender Equity: Strategies for Change*. Ottawa: Human Rights Research and Education Centre, 1995.

Meeting Women's Needs: Rethinking and Examining Women's Training Needs. Joint Working Group of Status of Women and Labour Market Officials. Victoria: Queen's Printer for British Columbia, 1994.

VIOLENCE AGAINST WOMEN:

Spear, George. *Gender and Violence in the Mass Media*. Ottawa: National Clearinghouse on Family Violence, 1993.

SIMILAR APPROACHES TO GENDER-INCLUSIVE ANALYSIS:

Gender Lens for Program Evaluation. Victoria: Ministry of Women's Equality, Province of British Columbia, 1995.

Bern, Sandra Lipsitz. *Lens of Gender: Transforming the Debate on Sexual Inequality*. New Haven: Yale University, 1993.

CIDA's Policy of Women in Development and Gender Equity. Hull, P.Q.: Canadian International Development Agency, 1995.

Engendering Development: Women in Development and Gender Equity. Hull, P.Q.: Canadian International Development Agency, 1995.

Gender-based Analysis: A guide for policy-making. Ottawa: Status of Women Canada, 1996.

Parker, A. Rani. *Another Point of View: A Manual on Gender Analysis Training for Grassroots Work*. New York: UNIFEM, 1993.

OTHER RESOURCES:

Gender Lens for Program Evaluation. Victoria: Ministry of Women's Equality, Province of British Columbia, 1995.

Disability Lens. Victoria: Office of Disability Issues, Province of British Columbia, 1996.

Multicultural Assessment for Cabinet Submissions. Victoria: Ministry Responsible for Multiculturalism and Human Rights, Province of British Columbia, 1995.

Health Impact Assessment Guidelines. Victoria: Ministry of Health and Ministry Reponsible for Seniors, Province of British Columbia, 1995.

Ministry Distribution Lists. Victoria: Ministry of Women's Equality. (Available from Policy and Programs Division, 387-3613, Ministry of Women's Equality.)