



GENDER ANALYSIS TOOLKIT

Section 1

What is gender analysis?

The Queensland Government is committed to gender equality in all aspects of society. We recognise that gender equality requires broad cultural change, including better understanding differences in people's lives. Applying a 'gender lens' is vital for developing equitable policies, programs and services, and achieving gender equality.

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Gender Analysis Toolkit was prepared by the Queensland Government Office for Women

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SUMMARY: WHAT IS GENDER ANALYSIS?

Gender analysis is a process that involves:

- assessing a given situation, context or work environment for gender equality issues
- developing responses that target gaps between people of different gender identities and address gender inequality.

Gender analysis focuses on closing key gender gaps by:

- acknowledging that issues can affect women differently to men
- acknowledging that differences in women's and men's lives mean that women's needs and concerns are often different to men's
- investigating the specific needs of women and the likely impact on them of policies, programs and services
- highlighting differences among women with regards to a range of identify factors, separate or together, including age, race, disability, religion, geographic location, sexual orientation or sexuality, gender identity and caring responsibilities
- ensuring that the needs and issues of different groups of women with different social and cultural experiences are clearly identified and addressed in each step of the process of planning, implementing and evaluating policies, programs and services
- seeking and articulating the viewpoints of women and making their input a critical part of developing policies, programs and services
- recognising that policies, programs and services can impact differently on women, men and people with other gender identities, and promoting gender sensitive practices in policies, programs and service delivery
- understanding that simply treating everyone the same may not be sufficient to address gender inequality
- promoting women's participation in social and economic life, which will benefit the community at large.





ABOUT THE GENDER ANALYSIS TOOLKIT

This toolkit is a practical, step-by-step guide to help individuals and organisations better understand what underpins and how to address gender inequality.

Aim

The aim of the toolkit is to help individuals and organisations:

- realise the benefits of gender analysis
- apply the process of gender analysis in their lives and work
- better understand the implications of policies, programs and service delivery for people of different genders
- take account of gender as an integral factor in the development, implementation and evaluation of policies, programs and services.

Who is this toolkit for?

This toolkit is intended for use by the whole Queensland community, to help them factor gender issues into their work and everyday life. Any member of the public who is interested in learning about gender issues and impact should find the toolkit useful.

For organisations wanting to incorporate gender perspectives into their work, this toolkit will help identify those gender issues that should be considered in the design and delivery of policies, programs and services.

Scope

The toolkit complements, and should be used in conjunction with other policy, program and service guides. It does not address all issues to be considered in the formulation of policy advice or program and service delivery.

While the toolkit promotes broad diversity and inclusion, its focus is on gender. It does not cover other diversity and inclusion factors, such as age, disability, race, ethnicity and geographic location. The toolkit recognises the diversity of sexual orientation and gender identity.¹ However, its central focus is on the inequities and inequalities between women and men. Therefore, some of the information and examples in the toolkit may relate to two genders only – women and men.

The toolkit covers all aspects of society, but gives priority to areas where women face historical and social disadvantage, and are not given opportunities at the same levels as those offered to men.

The toolkit builds on the excellent gender analysis work developed Australia-wide and internationally (see Section 6 Further information).



Outcomes

Expected outcomes of the toolkit include:

- **increased 'gender competence'**² of users, including:
 - understanding how gender perspectives are relevant to your work and responsibilities
 - ensuring gender differences and inequalities are among the key factors considered in daily activities
- enabling **sustainable outcomes** for people of all genders in the delivery of policies, programs and services
- **clear definition of issues and target groups** so that the experiences of people of all genders are taken into account
- greater organisational **efficiency and effectiveness** by ensuring that policies, programs and services are tailored to clients and the risk of unintended outcomes is reduced
- stronger **partnerships** across the community.

Getting started

The toolkit consists of the following six sections. You may wish to work with your colleagues when using the toolkit so that your workplace has a consistent approach to gender analysis.

1. **What is gender analysis?** outlines the background and key concepts in gender analysis.
2. **Why is gender analysis necessary?** presents our obligations to gender equality, and the benefits of gender analysis.
3. **How do I carry out a gender analysis?** provides step-by-step guidance on gender analysis within the policy, program or service development cycles.
4. **How do I advocate for gender analysis?** provides strategies for promoting gender perspectives and equality and responding to resistance to gender analysis.
5. **Gender analysis template** helps apply the understanding and knowledge of gender analysis to your work.
6. **Further information and feedback** presents valuable links and resources about gender analysis, and a feedback form.

For any questions or concerns about the toolkit, please contact the Queensland Government's Office for Women. It can assist you with information and further direction (email: women@qld.gov.au).





GENDER ANALYSIS – Key terms

Key terms to consider: gender, analysis, and gender equality³

The term '**gender**' is different from 'sex', which identifies the biological and physical differences between females and males.

Gender refers to the social identities associated with being female, male or other gender identities. These social identities are learned by social and cultural systems, beliefs and attitudes. For example, people of different genders face different expectations about how they should behave or dress.

Gender is also used when looking at relations between and among people of different genders. These relations determine what is expected, allowed and valued in a woman or a man, compared with others in a particular group, whether it be a family, workplace or the public.

For example, in general women are more likely than men to spend time on unpaid domestic activities and caring work. Also, women from low socioeconomic backgrounds are more likely to face multiple levels of disadvantage, than women from high socioeconomic backgrounds.

Gender can be applied to all other socio-cultural variables such as class, race, age, disability, religion, and sexual orientation or sexuality.

Gender characteristics vary widely within different contexts and societies, and change over time. Because gender attributes are learned and changeable, they may also change in ways that make a society more just and equitable.⁴

Analysis is defined as separating something into its basic elements, and studying its nature to learn its essential features.⁵

Gender equality occurs when people of all genders enjoy the same rights, responsibilities and opportunities. Gender equality does not mean that people with different gender identities will become the same. It means that someone's rights, responsibilities and opportunities will not depend on whether they are born, or identify as, female, male or another gender identity.

Gender equality concerns and fully engages people of all genders, including men and boys. It ensures that the interests, needs and priorities of people of all gender identities are taken into account across society, while recognising the diversity of different groups of women, men and gender diverse people.

Gender equality also includes both quantitative and qualitative aspects. For example, the equal representation of women and men in all areas of society (quantitative), and equal weight to the values, knowledge, experience and priorities of both women and men (qualitative).

See the Gender Analysis Glossary at the end of this section for more definitions of useful terms.





GENDER ANALYSIS – The context and process

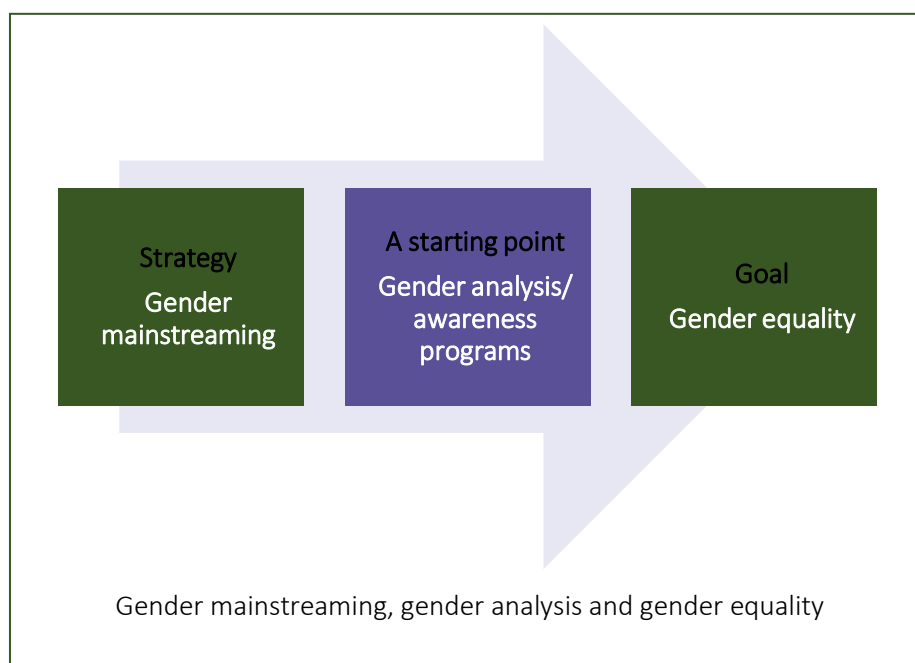
Gender mainstreaming

Gender mainstreaming is an international strategy for promoting gender equality in all aspects of society. It was endorsed at the Fourth United Nations World Conference on Women in Beijing in 1995.

Since then, the strategy has been gradually adopted by many governments in developing and developed countries, including Australia.

Gender mainstreaming is about bringing the concern for gender equality into the ‘mainstream’ of all activities in society.⁶ It means bringing the perceptions, experience, knowledge and interests of people of different genders to bear on all areas of society so that people of all genders can equally influence, participate and benefit. This includes in political, economic, environmental, social, cultural and institutional spheres.⁷

Gender analysis is recognised by the United Nations as a critical starting point for gender mainstreaming.⁸ Gender analysis and other gender awareness programs have been widely used as a tool to implement the mainstreaming strategy and achieve gender equality, as shown in the figure below.



A practical set of processes

Gender analysis includes, but is not limited to, examining:

- how gender differences affect people in a certain situation or context, including their participation, opportunities and rights in social and economic life
- how labour (paid and unpaid), roles and responsibilities are divided at home, the workplace and the public sphere between people of different gender identities
- women's condition and position in society compared with that of men, including the extent to which women have access to, and control over, resources (economic, social, etc.) compared with that of men

Gender analysis involves assessing a given situation for gender equality issues. It is often known as applying a 'gender lens'.

When conducting gender analysis, you may analyse quantitative data, for example the representation of women and men in decision-making roles. You may also analyse qualitative information, such as how women's and men's views are taken into account.

Gender analysis will help you develop responses that target gaps between and among people of different gender identities and address inequality.⁹

However, performing a gender analysis alone will not bring about change. Real change needs explicit and clear commitment of senior management to gender equality and gender mainstreaming. This includes promoting, facilitating and rewarding efforts to bring gender perspectives to the centre of attention.¹⁰ It also requires establishment of effective accountability mechanisms.





GENDER ANALYSIS – Priorities

Women's disadvantage

In most societies there are inequalities between women and men – in responsibilities, access to and control over resources, social and economic opportunities and decision-making. Where inequalities between women and men exist, it is generally women who are excluded or disadvantaged.¹¹

Gender analysis acknowledges the historical and social disadvantages that women face. This is why this process is especially important in areas where women continue to experience disadvantage, such as labour force participation, leadership, economic security, work-life balance and safety. For example, women make up the vast majority of carers and many take on unpaid caring roles at the expense of paid work, to their financial detriment.

This pattern of inequality is a constraint on the progress of any society because it limits the opportunities of women and prevents them from reaching their full potential.

Therefore, a key focus of gender analysis is 'the empowerment of women' – ensuring that decision-making and access to resources and opportunities are no longer weighted in men's favour, and that both women and men fully participate as equal partners in society.¹²

Inclusiveness and diversity

Gender analysis acknowledges that women are diverse with different experiences based on various identity factors, including race, age, disability, sexual orientation, and caring responsibilities. These identity factors are interconnected and contribute to discrimination on the basis of more than one factor at a time.

For example, a woman who is discriminated against because of her disability may also suffer discrimination because of her age. LGBTIQ+ women from ethnic minorities may face discrimination and exclusion in a way which is different from either other women from ethnic minorities or LGBTIQ+ women, while they reconcile their sexual orientation or gender identity with their cultural or religious identities.¹³

Such discrimination contributes to placing women from minority groups at a cumulative disadvantage, compared with other groups of women and men in society.¹⁴ In response to these intersecting identity factors, gender analysis is intended to:

- direct attention to how these factors, separate or together, impact on women's access to rights and opportunities
- give a clear idea of the consequences and impacts of initiatives and lead to better targeted service delivery by focusing on the different situations and needs of women.





GENDER ANALYSIS – Glossary¹⁵

Gender

- refers to the social identities associated with being female and male, which are learned and supported by social systems, cultural beliefs and attitudes
- also refers to the relations between and among women and men, the different expectations and values placed upon their identities, roles and relations, and the consequent differences in experience and outcomes for women and men
- involves social differences that are learned, changeable over time and variable within and between contexts and cultures
- is diverse and not limited to female and male (not everyone's gender is clear and not everyone embraces the gender they were born with).

Gender analysis

- is a process for assessing and understanding differences in the lives of people of all genders, their participation in social and economic life, and the different impacts on their lives of policies, programs and services
- aims to redress gender inequalities and inequities.

Gender audit

- is a systematic process that assesses the extent to which gender issues are taken into account in planning, implementing and reviewing policies, programs and services
- also assesses whether gender equity objectives were included, the impacts on women and men, and strategies incorporated to mainstream gender planning.

Gender bias

- is an approach that, while often appearing neutral, is implicitly inclined towards one gender (usually men) or prejudiced against one gender (usually women).

Gender blindness

- is an attempt to address inequity by simplistically treating all people the same, but does not actually address the gender implications and potential unintended consequences on people of different genders.

Gender budget

- promotes equality and equity, by identifying:
 - expenditures targeted to specific groups of women and men to meet their specific needs
 - expenditures to promote equal opportunities, especially within the public sector.



Gender equality

- involves people of all gender identities enjoying equal status, with equal rights, responsibilities and opportunities to realise their full human rights and potential
- implies that the interests, needs and priorities of people of a different gender identity are taken into consideration, thereby recognising the diversity of people of a different gender identity.

Gender equity

- recognises that women and men have different lives, needs and power, and that to be fair, impartial and just, different steps need to be taken to create fair and equal outcomes
- may include equal treatment, or treatment that is different but equivalent in terms of rights, benefits, obligations and opportunities, and 'levels the playing field,' by creating circumstances through which gender equality can be achieved
- as a term, should be used with caution as 'fair' treatment of women and men based on tradition, custom, religion or culture risks perpetuating unequal gender relations and solidifying gender stereotypes that are detrimental to women (for this reason, the term 'gender equality' is preferred by the United Nations, rather than 'gender equity').

Gender mainstreaming

- institutionalises mechanisms and strategies to ensure that gender relevance is identified and gender analysis applied across the full range of policies, services and programs
- is defined by the United Nations Economic and Social Council that:¹⁶

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

Gender neutral

- is an assumption that policies, programs and services will be experienced by women and men and girls and boys similarly.

Gender responsive

- is acting on issues that arise or are identified as a result of the differing needs and interests of women and men, based on their socially constructed roles and relations.

Gender role stereotyping

- is ingrained and rigid expectations and beliefs about the roles of women and men such as 'women care for the home and children' while 'men are the breadwinners'.

Gender sensitivity

- is to identify and understand the socially constructed differences between women and men, their roles, relations, needs and interests, and issues arising out of these differences.
- focuses mainly on instances of structural disadvantage in the positions and roles of women.



Gender statistics

- reveal differences and inequalities in the situation of women and men in all aspects of life
- have the following characteristics:
 - data collected and presented, disaggregated by sex as a primary and overall classification
 - data reflect gender issues
 - data based on concepts and definitions that adequately reflect the diversity of women and men and capture all aspects of their lives
 - data collection methods take into account stereotypes and social and cultural factors that may bring about gender biases.

Intersectionality

- is a tool for understanding and responding to the ways in which sex and gender intersect with other factors (age, ethnic background, sexual orientation, social class)
- highlights the different types of discrimination and disadvantage that may occur as a consequence of the intersection of sex and gender with other grounds for discrimination.
- was recognised by the United Nations that¹⁷:

Certain groups of women, in addition to suffering from discrimination directed against them as women, may also suffer from multiple forms of discrimination based on additional grounds such as race, ethnic or religious identity, disability, age, class, caste or other factors. Such discrimination may affect these groups of women primarily, or to a different degree or in different ways than men.

Intersex

- refers to someone born with physical, hormonal or genetic features that are neither wholly female nor wholly male, or a combination of female and male, or neither.

Questioning

- refers to someone who is unsure of their gender identity, and/or their sexual orientation, or both.

Sex

- identifies the biological differences between females and males.

Transgender

- refers to someone whose gender identity is different to their gender at birth, and someone who wishes to portray their gender identity in a different way to the gender assigned at birth
- people may present themselves differently by clothing, accessories, cosmetics or body modification and include, among many others, people who are between male and female, transsexuals, transvestites and cross-dressers.



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- ¹ The Queensland Government Public Service Commission, 2017, *Queensland public sector LGBTIQ+ inclusion strategy 2017-2022*, viewed 22 June 2018, <<https://www.forgov.qld.gov.au/sites/default/files/lgbtiq-inclusion-strategy.pdf?v=1491458841>>
- ² European Institute for Gender Equality, 2013, *Investing in gender competence*, Preliminary results of EIGE's in-depth study on gender training in the EU.
- ³ Definitions are from various sources, including International Labour Office, European Institute for Gender Equality, Status of Women Canada, Swedish International Development, and UN Women. For details, refer to the Gender Analysis Toolkit Section 6 Further information.
- ⁴ Technical Division of the United Nations Population Fund (UNFPA), 2014, *Methodological guidelines for the gender analysis of national population and housing census data*, UNFPA.
- ⁵ Macquarie Dictionary, viewed 13 September 2017, <https://www.macquariedictionary.com.au/features/word/search/?word=analysis&search_word_type=Dictionary>
- ⁶ United Nations Office of the Special Adviser on Gender Issues and Advancement of Women, 2002, *Gender mainstreaming: an overview*.
- ⁷ United Nations Office of the Special Adviser on Gender Issues and Advancement of Women, 2001, *Gender mainstreaming: strategy for promoting gender equality*.
- ⁸ United Nations Office of the Special Adviser on Gender Issues and Advancement of Women, 2002, *Gender mainstreaming: an overview*.
- ⁹ Swedish International Development Cooperation Agency, 2015, *Gender analysis – principles & elements*.
- ¹⁰ United Nations Office of the Special Adviser on Gender Issues and Advancement of Women, 2002, *Gender mainstreaming: an overview*.
- ¹¹ Technical Division of the United Nations Population Fund (UNFPA), 2014, *Methodological guidelines for the gender analysis of national population and housing census data*, UNFPA.
- ¹² *ibid.*
- ¹³ Fredman, S., 2016, *Intersectional discrimination in EU gender equality and non-discrimination law*, European Union, viewed 27 June 2017, <<https://publications.europa.eu/en/publication-detail/-/publication/d73a9221-b7c3-40f6-8414-8a48a2157a2f/language-en>>
- ¹⁴ *ibid.*
- ¹⁵ Definitions are from various sources, including Queensland Government Department of Communities, Child Safety and Disability Services, International Labour Office, European Institute for Gender Equality, Status of Women Canada, Swedish International Development, the San Francisco City Status of Women, and UN Women. For details, refer to Gender Analysis Toolkit Section 6. Further information.
- ¹⁶ United Nations, 1997, Report of the economic and social council for 1997, General assembly fifty-second session, A/52/3, 18 September 1997, viewed 22 August 2017, <<https://www.un.org/documents/ga/docs/52/plenary/a52-3.htm>>
- ¹⁷ UN Women, *Gender equality glossary*, viewed 16 June 2017, <<https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>>

