

Lessons from the Field:

Policy Makers and Gender-Based Analysis Tools in Canada

A MCEWH Gender and Health Policy Discussion Series Paper

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Designed to enable policy-makers in diverse sectors to incorporate gender analysis into their regular policy activities, gender based analysis (GBA) tools usually come in the form of handbooks and skills development workshops. These tools are important because they create standards for conducting gender analysis and extend expertise beyond that of the gender specialists operating in women's bureaus by helping transfer their knowledge and expertise more broadly.

In the summer of 1998, a series of in-depth interviews were conducted by the Maritime Centre of Excellence for Women's Health (MCEWH) in order to document the application of gender-based analysis tools within the public policy process. The interviews were initiated as a compliment to ongoing research in gender-based analysis funded by the MCEWH. The aim was to gain direct insight into the development and uptake of the federal government's policy to conduct gender-based analysis on all its policies and legislation as of 1995. Key findings from the interview process included:

- 1. the barriers encountered by those working to engender public policy*
- 2. critical success factors for tool development and implementation*
- 3. methods of ensuring accountability for the use of gender-based analysis tools*

This paper, commissioned by the Maritime Centre of Excellence for Women's Health as a policy discussion paper, is a synthesis piece based, to a large extent, on information obtained through primary research and the qualitative methods used to collect and analyze these interview findings. Accordingly, this paper should not be looked upon as an accurate account of the full range of experiences and opinions relating to gender-based analysis among the interview participants or, moreover, among Canadian policy-makers as a whole.



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4. and the need for greater collaboration between governmental and non-governmental supporters of gender equality principles.

A MCEWH Initiative

One of the goals of the Maritime Centre's support of gender based-analysis is the production of a gender-based analysis tool for use by policy-makers at various levels in the Canadian health system. Considerable background research has been necessary, however, as the existing tools have been subjected to little evaluation. Furthermore, there currently exist no gender-based analysis tools specifically designed to assess health policy and the health sector. In order to build this knowledge base and begin mapping out future directions, first hand information was sought through a series of in-depth interviews. As the interviews conducted by the MCEWH in the summer of 1998 revealed, there is a wealth of experience-based evidence relating to the development and uptake of gender-based analysis policy tools.

Invitations for participation in the interviews were sent to over 40 people, each of whom had been directly involved in the use or analysis of gender-based analysis tools. In total, 17 people responded and were interviewed. Organizations represented include: the British Columbia Ministry of Women's Equality, Canadian International Development Agency, Health Canada, Human Resources Development Canada, Justice Canada, New Brunswick Women's Research Collective, Newfoundland Women's Policy Office, Pan-American Health Organization, Saskatchewan Women's Directorate, Status of Women Canada, Winnipeg Women's Health Clinic, and the Yukon Women's Directorate. While most of the participants agreed to share their experiences and views openly and as a matter of public record, several asked to speak anonymously. For this reason, personal identifiers have not been used.

Background On Gender-based Analysis Tools

Gender-based analysis is not a new concept. The Canadian International Development Agency (CIDA) formalized its first Women in Development guidelines in 1976 and in the mid-

A Gender Equity Lens Project

A central project of MCEWH, A Gender Equity Lens for the Policy Evaluation Process or Gender Equity Lens (GEL) project is coordinated by a multi-disciplinary group of researchers interested in exploring how gender-based analysis can positively influence health policy and advance women's equality. The main objectives of GEL are:

- 1. To foster an integrative approach to health policy and program development, implementation, and evaluation that includes gender-based analysis;*
- 2. To ensure that the impact of policies and programs on women are taken into account during development, implementation, and evaluation of policies and programs;*
- 3. To ensure that the gender-analysis dimension (i.e., how and why women and men might be affected differently any given policy) is recognized and understood to be an integral component of the broad health determinants approach to health policy.*

1980's began using a gender-based analysis approach. Canadian feminists in policy positions both inside and outside of government have been using similar principles for many years. As one interview participant stated, in the past "we didn't call it gender analysis. It was more of an informal thing. It was...our knowledge and commitment to women's issues, and basically that is the lens through which we looked at everything. ...We weren't using any sort of a written tool."

In many federal departments and provincial governments skills and responsibility for applying the gender lens have been primarily concentrated in women's bureaus or secretariats. As a result, gender-based analysis too often occurs outside of, and as a last minute add-on to, the policy process rather than being integrated into the policy development process at the outset. Most women's bureaus are short-staffed, under-resourced and do not have the power necessary to ensure that gender-based analysis is included in all policy initiatives. Dissemination of gender analysis knowledge and skill across government ranks and departments is seen as a favourable strategy.

Gender-based analysis entered the federal policy lexicon when the Canadian government unveiled its plan for action at the 1995 United Nations World Conference on Women in Beijing. Gender-based analysis was described as a means of assessing and responding to the differential impact of proposed and/or existing policies, programs and legislation on women and men...with an appreciation of gender differences, of the nature of relationships between women and men and of their different social realities.

Through its action plan, the federal government mandated that gender-based analysis would be incorporated into all new federal policies and legislation as a mainstay of responsible, equality-promoting governance. According to the directive, policy-makers would begin to ask questions and seek solutions to gender inequality in all policy fields. While many in government were already doing this, it was recognized that in order for gender analysis to have a more significant and ongoing impact on policy, it would have to be mainstreamed into the policy process, meaning that every

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policy worker would apply the principles of gender-based analysis throughout the policy process as a matter of due course. Companioned with educational and training activities, readily accessible, user-appropriate gender-based analysis guides would be a way of facilitating this process.

To this end, in 1996, Status of Women Canada (SWC) published step-by-step instructions in *Gender-based analysis: A Guide for Policy-Making*. A generic manual, the SWC guide was intended to serve as a foundation that other agencies and departments could build upon when developing tools specifically relevant to their own policy areas.

Numerous other gender-based analysis tools have been developed across Canada. The Ministry of Women's Equality in British Columbia first tool, called a "gender lens", predates the federal announcement in Beijing. Subsequently, governments in New Brunswick, Newfoundland, Saskatchewan, Quebec, and British Columbia have developed and implemented tools, as have Human Resources Development Canada and Justice Canada (each to a varying degree). Health Canada is currently in the process of establishing its own framework for gender-based.

Findings: Barriers to "Engendering" Policy

Participants inside and outside of government described encountering a similar range of obstacles in the course of trying to influence policy. Most of the barriers fall into three categories, as suggested by one interview participant: Attitudinal, Operational, and Theoretical.

The first and seemingly most difficult barrier to overcome is resistant mind sets. All interview participants spoke to the fact that some policy-makers don't recognize the need for gender analysis; some are outwardly hostile and others are simply dismissive of the concept. Several participants suggested that this lack of understanding is less prevalent in social policy realms than in fields like finance and natural resources. However, participants frequently mentioned that demonstrated high-level political and bureaucratic support for gender analysis considerably mitigates attitudinal

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problems within the policy ranks. Another enabling factor is a changing political environment wherein governments are accepting that policy must be developed with more meaningful input and participation by citizens than was usual in the past. In brief, the movement towards evidence-based decision making policy may mean that attitudinal resistance to the general concept of policy tools is shrinking.

Issues relating to the operationalization of gender analysis form the second major type of barrier. Resources like time, money, and expertise are limited in governmental and non-governmental organizations alike. In an environment where policy-makers are overworked to begin with, asking people now to enlarge their analysis ... is really asking a lot. High-quality educational materials, training and access to expert consultants on an ongoing basis were suggested solutions to the heavy demands on policy-makers.

Another operational challenge is shortage of information. As policy-making becomes increasingly evidence-based, obtaining relevant sex-disaggregated data is a basic step for building any case for gender equality. Simply having two columns of numbers, one representing men and the other representing women, is not adequate. Using indicators to advance equality requires developing and using research instruments that meaningfully capture the different experiences of women and men, that ask the right questions so as to elucidate these differences, and that are used in the context of respecting and empowering women's voices.

Theoretical issues make up the third type of barrier. These are the kinds of issues and questions that arise when policy-makers are interested in applying gender analysis principles but need skills development in order to do it properly. Gender-based analysis tools primarily seek to remedy this issue. As early experiences by the British Columbia Ministry for Women's Equality (BCMWE) and the Pan-American Health Organization (PAHO) have proven, however, a tool itself can actually serve to confuse policy-makers and exacerbate other problems if it is not developed and

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introduced in an effective way.

The major lesson learned by these organizations is that an effective tool must be developed by a person or group that has first-hand knowledge of the organization's specific policy area and internal dynamics. The tool must also be presented and communicated in the local policy dialect used by the target audience. A tool that is considered to be too long, too academic, or too difficult to read and apply by policy-makers expected to use it does a poor job of conveying new conceptual skills. With expertise gained through experience and hindsight, both the British Columbia Ministry for Women's Equality and the Pan-American Health Organization have redeveloped their tools to better enable policy-makers to incorporate gender analysis into their regular activities.

Findings: Critical Success Factors in Tool Development and Implementation

As discussed above, one critical factor at the development stage is the extent to which the tool is tailored to meet the specific needs of its target group. This requires extensive consultation and an emphasis on shared learning both within the organization and through external consulting. While most interview participants stated that input from women's groups was solicited, in the development stages more feedback was generated internally.

At Justice Canada, for instance, the tool was constructed "to reflect our reality, to be absolutely practical, and to belong to the department so that people would really see themselves in it. Focus groups led to changes to reflect our operational reality ... Drafts were written and rewritten constantly ... And then we would sit down with people and discuss." Through the leadership of the Gender Equality Initiative Secretariat, an extremely collaborative approach was taken whereby consultants, who did the bulk of the actual writing, worked extensively with the various units to develop customized tools for each departmental unit.

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Buy-in and usage by policy-makers is, to a certain degree, determined by the extent to which the target group is involved in tool development. Education, training, and accountability are other critical factors.

Education is needed to raise consciousness on the importance of gender analysis in policy. The general aim stated by participants is to garner understanding and support among high-level decision-makers who can then set the tone for the rest of the government or department. Training or skills development initiatives are most appropriate for mid-level policy workers who have responsibility for operationalizing higher-level mandates. Participants seemed to agree that endeavors to promote the use of gender analysis are best framed within adult education models. More traditional instructional methods may have the unintended effect of making gender-based analysis appear too radical and therefore threatening to some policy-makers. Participants stressed, moreover, that regardless of the educational approach taken, a single workshop is insufficient and ongoing effort is required.

Making the case for integration of gender-based analysis requires persistence, well-documented evidence of the outstanding need, and some marketing savvy. Ultimately, however, mainstreaming gains the most credence when Cabinet members, Deputy Ministers, and senior civil service officials exercise power to ensure accountability for the use of gender analysis.

Findings: Accountability

Several interview participants mentioned that there is a general climate of heightened demand for government

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accountability and measurement of effectiveness across Canada. Accordingly, there seems to be general receptiveness to the idea of a policy tool among policy-makers in governments where evidence-based decision-making has become embedded in the policy process. Even in these environments, however, actual application of gender analysis principles requires active leadership.

Real accountability for ensuring that gender analysis is incorporated into the policy process is limited at present, according to most participants. While Ottawa has set an important national tone through its domestic and international commitments, it has not yet effectively abided by its promise to make gender equality a primary factor in policy development. Virtually all participants expressed concern that the federal commitment is a soft one, coming in the form of guidelines with no formal consequence for non-adherence. Furthermore, compliance with the guidelines is no guarantee that the results of gender analysis will influence policy outcomes. While the analysis can serve to uncover inequalities, decision-makers must make a conscious decision to apply the information if equitable policies are to result.

Partial exception to this pattern occurs in the field of jurisprudence. Interview participants from Justice Canada indicated that gender analysis techniques are being routinely used to detect and advise on potential challenges to the equality provisions guaranteed in *The Charter of Rights and Freedoms*. When gender equality specialists at Justice Canada advise clients that a proposed policy will infringe upon *Charter* provisions, the policy will often be changed in order to avoid the embarrassment and costs of possible future litigation. In this way, the *Charter* provides a means of fulfilling the federal gender-based analysis mandate through legal advisory services. One lesson that can be seen at Justice Canada is the fact that the *Charter*, federal gender-based analysis mandate, departmental gender initiatives, and the accompanying structures and tools are all elements that serve to mutually reinforce and bolster each other.

According to Grace, federal accountability for the gender-analysis mandate was compromised from the outset by the

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decision to implement gender-based analysis “in a decentralized fashion, counting on individual departments and agencies to assume responsibility to implement gender analysis ‘where appropriate’”. This was deemed necessary, in part, because Status of Women Canada has very limited “overall coordinational capacity”. Interview participants seemed to confirm this by quickly pointing out that in the various federal departments and agencies attempting to mainstream gender-based analysis, the key factor has been exemplary internal senior leadership and authority.

Of the provinces that have mandated gender-based policy analysis, various approaches have been taken. Nonetheless, high-level direction was the most commonly cited accountability factor.

In British Columbia and, more recently, the Yukon, government-wide gender-based analysis mandates have been formalized through Cabinet Submission Guidelines. According to these stipulations, all new policy submissions must include a gender impact component. While ensuring that gender analysis does occur, this approach has not been uniformly positive in terms of shaping policy outcomes. In some instances the gender analysis component is too brief or superficial to identify underlying gender dimensions. In such cases, the mainstreaming objective is compromised as gender-based analysis seems to be occurring hastily with no real opportunity to influence pre-determined policy proposals. Interview participants from both BC and the Yukon indicated that gender analysis continues to have the greatest impact on the policy process in areas where Cabinet Ministers are particularly interested in and attuned-to equality perspectives.

The other provinces have not chosen to go the cabinet submissions route believing, as one interview participant commented, that it was a bit “like asking people to run before they could walk”. The general feeling seemed to be that in order for such an approach to fully work, there first needs to be extensive awareness within government of the need for engendered analysis. Without significant and effective understanding of the issues throughout the policy ranks, formal stipulations like cabinet submissions

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guidelines could lead to greater marginalization of the gender perspective in government. Fears of backlash were also mentioned. In provinces where there is no Cabinet-level mandate to engender the policy process, accountability for gendered policy analysis remains the domain of Women's Secretariats or Policy Offices which, like Status of Women Canada, appear to have limited authority over other government departments and agencies.

Improving accountability for gender-based analysis clearly requires looking for other ways to achieve compliance. At the Canadian International Development Agency compliance with the gender equality policy has become inherent in the organization's results-based management framework. Originally upheld through individual employee job descriptions and performance reviews, the evaluation system has changed significantly over the past two decades. Operating in a more complex and resource-constrained policy environment, greater emphasis is now placed on program and organization-wide evaluation. Audits and comparative best practice studies which measure adherence to the gender equality policy occur regularly. Long-standing organizational commitment to equality principles is a feature which has earned the Canadian International Development Agency considerable acclaim for success in the international development field. This external attention also had the ongoing effect of reinforcing organizational pride and commitment to advancing the gender equality strategy.

Interview participants from other organizations agreed that external attention plays a crucial role in ensuring that gender analysis occurs in the policy process. One participant suggested that an effective model of accountability would involve a senior staff person who establishes assessment and monitoring functions that include a public review process. Public accountability requires that internal evaluation be accompanied with an annual report accessible to the media, interest groups, and the general public. Other participants similarly suggested a combination of internal and external accountability mechanisms. As one participant stated, 'government is not going to monitor itself'. That pressure needs to come from both outside and within government.

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Findings: Government and Non-government Collaborations
Virtually all interview participants suggested that partnership between equality supporters based inside and outside of government offices is a strong factor in determining the extent to which equality considerations are taken into account in the course of government policy. The impression gained from these interviews is that women's advocacy groups are, by and large, quite suspicious of gender-based analysis tools as equality-advancing instruments. One advocate stated clearly that activity around these tools appears to be "busy work" rather than the more important "substantive" tasks. Conversely, it is important that criticism from women's groups be framed constructively and not undermine the work of feminists in government. Lack of collaboration and singleness of purpose is counterproductive to the common objective of advancing women's equality.

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The concern points to an underlying conceptual debate of 'feminist analysis' versus 'gender analysis' and which ought to be employed by policy-makers. As Grace recently argued in *Canadian Public Administration*, "by using the term gender instead of 'feminist'...gender-based analysis is representing a narrow approach, since it simply adds women into policy analysis without comprehensively examining the structural factors that contribute to women's disadvantaged status". She continues to assert that the federal government has been issuing conceptually divergent messages to policy-makers and this has served to undermine the government's broader strategy for women's equality. In contrast, Sproule contends that while state feminists draw heavily from feminist scholarship and writing to inform their own thinking and analysis, it would be counterproductive to explicitly promote 'feminist analysis' in government departments where societal attitudinal norms, such as gender bias, still prevail in many quarters.

The important lesson to be learned from this discourse is that while policy documents and gender-based analysis tools require clear and substantive equality frameworks, these tools and documents should be interpreted and evaluated within the context of politically and bureaucratically constrained policy arenas. As Sproule states grassroots

feminists and state-based feminists “need to create a space where we can more effectively use what is both common and unique to our experiences” to work together to advance women’s equality.

Extensive collaboration with community groups was described as a key factor contributing to the equality-enhancing policy developments in a variety of jurisdictions and policy areas. Successful recent policy changes cited included the Yukon’s policy on *Gender Equality in Public Schools*, Newfoundland’s *Provincial Strategy Against Violence*, and Justice Canada’s child-support guideline amendments to *The Divorce Act*.

Conclusion

Mainstreaming gender analysis is a challenging objective. As these interviews have proven, however, there is a wealth of experience and expertise relating to the development and usage of gender-based analysis tools and principles from which to learn and chart future directions. The lessons learned thus far relate to barriers, critical success factors, accountability methods and the need for shared learning and collaboration between governmental and non-governmental supporters of equality principles.

Gender analysis tools, which focus essentially on lowering theoretical barriers, are somewhat limited in their capacity to overcome obstacles relating to mental attitudes and operating conditions. Well-designed, user-friendly tools can, however, contribute positively in this area. When coupled with demonstrated high-level leadership, education, training, and effective accountability methods, moreover, gender-based analysis tools can significantly facilitate the gender mainstreaming process.

Endnotes

1. For early analysis, see: Andrew, C. (1990). *Framework For Gender Equality Analysis*. Ottawa, ON: University of Ottawa (unpublished manuscript); Carriere, E. (1995). *Seeing Is Believing: Educating Through A Gender Lens*. Vancouver, BC: University of British Columbia; Teghtsoonian, K. (1997). *Gendering Policy Analysis: Women’s Policy Offices And The ‘Gender Lens’ Strategy In British Columbia And New Zealand*. (Paper prepared for presentation at the annual meeting of the Canadian Political Science Association, St. John’s, NF)
2. Status of Women Canada. (1996). *Gender-Based Analysis: A Guide For Policy-Making*. Ottawa, ON: Agency, p. 1.
3. Grace, J. (Winter 1998). *Sending Mixed Messages: Gender-Based Analysis And The Status Of Women* (Canadian Public Administration Vol. 40 No. 4), p. 593 citing Status of Women Canada (1995). *Setting the stage for the next century: The federal plan for gender equality*. Ottawa, ON: Agency.
4. *Ibid.* 1.
5. Grace, J. *Ibid.*, pp. 587-88.
6. Sproule, LD. (1998). *Between A Rock...Finding A New Place*. (Paper prepared for presentation at the meeting of the Canadian Women’s Studies Association, Ottawa ON) p. 6.
7. Sproule, LD. *Ibid.*, p. 1.

A Tool for Gender-based Analysis

As you develop and analyze policy, the following questions are among the gender-related considerations that should be kept in mind. Taken from Gender-Based Analysis: A Guide For Policy-Making, which was prepared by Status of Women Canada and presented in brochure form. Contact SWC for copies of the full text.

- 1. Identifying the Issue:** In what ways are both women's and men's experiences reflected in the way issues are defined? How is diversity taken into account?
 - 2. Defining desired/anticipated outcomes:** What does the government want to achieve with this policy, and how does this objective fit into its stated commitments to social and economic equality? Who will be affected? How will the effects of the policy be different for women and men, girls and boys?
 - 3. Gathering Information:** What types of gender-specific data are available? Are gender-specific data available regarding other designated equity groups, (including Aboriginal peoples, persons with disabilities and members of visible minority groups)? How is the input of women's organizations and other equality-seeking groups being pursued?
 - 4. Conducting Research:** How will the research you consult or conduct address the differential experiences of gender and diversity? If you are conducting primary research, how are gender considerations incorporated in research design and methodology?
 - 5. Developing and Analyzing Options:** How will each option disadvantage some, or provide advantage for others? Does each option have differential effects on women's or men's social and/or economic situation? How will innovative solutions be developed to address the gender/diversity issues you have identified? What are the solutions that affected groups have suggested?
 - 6. Making Recommendations:** In what ways is gender equality a significant element in weighting and recommending options? How can the policy be implemented in an equitable manner?
 - 7. Communicating the Policy:** How will communications strategies ensure that information is accessible to both women and men, and take into account the communications needs of diverse communities? Has gender-aware language been used?
 - 8. Evaluating the Analysis:** How will gender equality concerns be incorporated into the evaluation criteria? How can this be demonstrated? What indicators will you use to measure the effects of the policy on women and men?
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A National Overview of GBA- related Activities in Canada

British Columbia

The 1993 BC cabinet submissions guidelines instituted the requirement that each department conduct gender impact analysis on new policy options - this means that all documents submitted to Cabinet must include a gender impact assessment. Currently, the Ministry of Women's Equality is developing educational materials to deliver workshops on gender inclusive analysis. Ministry of Women's Equality. 1994. *The Gender Lens: Policy Analysts Version*. Victoria: Ministry of Women's Equality. This tool was developed for use by policy analysts in all departments and is, therefore, fairly general in its applicability. The gender lens is separated into two parts, the 'factor lens' and the 'analytical lens'. The factor lens explains some of the underlying causes of gender inequality (i.e. systemic, legal, economic). The analytical lens asks policy analysts questions about the values they bring to their work, sources of data and information, and language and diversity used. Ministry of Women's Equality. 1997. *Gender Lens: A Guide To Gender-Inclusive Policy And Program Development*. Victoria: Ministry of Women's Equality. This is the revised gender lens tool. It retains the core of the draft version of gender-lens tools but is substantially expanded. Ministry of Women's Equality. 1995, April. *A Gender Lens for Program Evaluation*. Victoria: Ministry of Women's Equality. One of the only evaluation tools developed thus far, it is used to assess the extent to which programs are adequately serving identified equity groups.

New Brunswick

New Brunswick Advisory Council in the Status of Women. 1995. *Equity Analysis Guide: A Tool For Analysis Of The Impact Of Initiatives On Gender Equity*. Fredericton: NBACSW. This tool provides a checklist of six key questions relating to gender analysis in the policy process. Rationale and purpose are clearly and effectively outlined. Process framework includes detailed questions for use at each stage e.g. establishing the facts, auditing sources of information, analysis that ensures equity, evaluation (pre and post-implementation). Appendix A presents six policy areas in 'situation, goal & action' matrix format. Appendix B is a summary report form for submission following completion of gender impact analysis. The guidelines were discussed and reviewed at the Interministerial Committee on the Status of Women but did not get any further. They have not been actively applied in the NB government. Current activity includes compiling case studies of policies and programmes that have integrated gender concerns and have had positive effects. These are to be used as 'evidence' and incentive to doing gender analysis.

Newfoundland

Hebert, Cheryl. 1998. *An Integrated Approach to Policy/Program Development: Guidelines for Gender Inclusive Analysis*. St. John's, Newfoundland: Women's Policy Office, Government of Newfoundland. (Draft) This is a draft of the tool with the objective of developing an integrative policy making approach with systematic research and evaluation as an integral part of the process. Training materials are being developed at the same time as the tool and will be pilot tested in July, 1998. Government of Newfoundland and Labrador. July 1997. Women's Policy Office, Department of Development and Rural Renewal. *Towards Gender Equity in Regional Economic Development: A Handbook for Regional Development Boards*. St. John's: Women's Policy Office, Department of Development and Rural Renewal. This document draws from the Canadian Association for the Advancement of Women in Sports (CAAWS) handbook to develop a handbook. The Community Economic Development Task Force recommended that all Regional Economic Development Boards be guided by the principle of gender equity. It contains a checklist for planning policies, goals and practices that integrate principles of gender equity. The areas that are highlighted

and for which there are checklists include: systems and structures (policies and procedures; hiring and recruitment), leadership (equal opportunities and professional development for leadership roles), equitable resource allocation, activities (organizations' priorities for attracting women) and education, awareness and promotion; and finally this handbook provides four steps for an overall plan to attain gender equity. An appendix includes a sample policy statement on gender equity and support groups and agencies.

Nova Scotia

Nova Scotia Advisory Council on the Status of Women. *Gender Analysis in the Nova Scotia Government*. Halifax: NSACSW. The Nova Scotia government has not developed a tool but this document illustrates the necessity, gender-based analysis is paralleled with the Community Economic Development (CED) model developed by the Economic Renewal Agency. Offers numerous examples of gender analysis implementation, including: proposed changes to the Canada Pension Plan, gender disaggregation of health and economic status indicators, access to management training in civil service, programs that foster women's economic development (i.e., entrepreneurial mentoring), inclusion of domestic workers in labour standards legislation.

Ontario

The Ontario Women's Directorate is not currently undertaking such an initiative, but has an ongoing policy role in reviewing and participating in the development of government policies which affect women.

Prince Edward Island

There is an Interministerial Policy Forum on gender issues that has been set up; Sandra Bentley chairs this forum and is also a member of the Gender Equity Lens Project Team at the MCEWH of Excellence for Women's Health.

Quebec

Secrétariat à la condition féminine. 1997. *Sharing a Future...Policy Statement on the Status of Women: Action Plan for Women throughout Québec 1997-2000*. Québec: Secrétariat à la condition féminine. The original French-Language document is titled *Le Programme d'action 1997-2000 pour toutes les Québécoises*. This project is the driving force behind the implementation of gender analysis in Québec. It outlines the foundation of this initiative and the methodology to be employed. An interministerial committee has been established that has a mandate of three years to undertake pilot projects in ministries responsible for social and economic portfolios (social services, health, finance, labour, immigration and statistics). It was established in September 1997 and has consulted with academic researchers and women's groups. SCF is the initiator of this project and will share responsibility for the interministerial committee with Executive Council and Treasury. It is a three year project and will occur over four phases; 1-develop a method 2-test, adjust and validate the method initially in two ministries (Health and Social Services and the second Ministry of Finance) final validation (Citizenship and Immigration and Sec. a l'action communautaire autonome) 3-disseminate, communicate, created pedagogical instruments, training and progressive implementation 4-Follow-up, evaluation of results, adjustments

Saskatchewan

Saskatchewan Women's Secretariat. 1998. *Gender-inclusive Analysis: A Guide for Policy Analysts, Researchers, Program Managers and Decision-Makers*. Regina: Saskatchewan Women's Secretariat. Very new guide which is not a step-by-step guide was developed by drawing on the BC tool. It discusses some of the crucial issues

to be considered when doing gender-based analysis. It centres on four guiding principles which serve as a framework for incorporating issues of gender into the policy development process. Excellent section on the consultation process and the importance of involving women's groups in the policy process.

Yukon Territory

The lead agency is the Women's Directorate. It does not have a gender-based analysis tool, but uses BC's tool. Has been doing gender analysis and monitoring of policies but does not call it gender-based analysis. Example of a policy is: *Gender Equity in Public Schools Policy (draft)*. Also have undertaken surveys to obtain research information: *Multiple Roles, Multiple Voices--A Survey Of Yukon Women: Their Concerns And Priorities* (1993) *A Cappella North-A Survey of teenage Girls in the Yukon* (1998), Currently, are developing a profile of men and women in the Territory. The Yukon government's public consultation guidelines are gender sensitive. Its cabinet guidelines include a requirement for doing gender impact analysis of all cabinet submissions. The Directorate will be doing training soon.

Canadian International Development Agency

Its Women in Development and Gender Equity Programme was established in 1984. It has been offering training in gender analysis for ten years and serves as a resource for federal departments. Canadian International Development Agency. 1996. *CIDA's Policy on Women in Development and Gender Equity*. Hull: Minister of Supply & Services. The full participation of women as equal partners in sustainable social development is the goal of CIDA's policy. Accordingly, incorporation of gender-based analysis must occur at all levels of the policy process. This policy document provides brief information about the background, rationale, and policy framework. General actions, mechanisms and strategies for increasing women's participation are also given. Basic gender analysis guidelines are presented in the form of questions to ask and active steps to take throughout the policy process.

Health Canada

The department has integrated gender into its research activity by: adopting a clinical trials policy in 1996; that requires all medications to be approved for use in Canada to have been tested on women and men if both are to be the users; identifying gender as a priority area in funding programs Women's Health Bureau was established in 1993. Five national Centres of Excellence are also funded by Health Canada for 6 years with the purpose of developing policy relevant research regarding women's health.

Human Resources Development Canada

Morris, Marika. March 1997. *Gender-Based Analysis Guide: Steps To Incorporating Gender Considerations Into Policy Development And Analysis*. Prepared for Women's Bureau, Strategic Policy Branch, Human Resources Development Canada. Ottawa: HRDC. Provides detailed examples of gender-based analysis for each of the six identified steps of policy development: Identifying the issue; Defining desired/anticipated outcomes; Information gathering; Development and analysis of options; Communication; and Evaluation. The department has circulated the policy within the department and is currently developing training materials. The lead agency is the Women's Bureau, HRDC

Justice

Department of Justice. June 1997. *Policy of the Department of Justice on Gender Equality Analysis*. Ottawa: Department of Justice. The approved policy, which was distributed to all Justice employees across Canada. Department of Justice. *Diversity and Justice: Gender Perspectives--A Guide to Gender Equality Analysis*. Ottawa: Department

of Justice. This is the guide which will be distributed to all professional employees. This guide will be used in training sessions. Justice Canada has undertaken a three-year Gender Equality initiative that was established in 1996; which they have now renewed for at least two more years. In its first year, it established the Office of the Senior Advisor on Gender Equality and; it also set up an advisory committee within the department and a network of specially trained gender equality specialists (60 of them) was set up across the department (across the country) in every regional office and in all sectors. GES specialists were trained in October 1996. The lead agency is Office of the Senior Advisor on Gender Equality, Justice (est. 1996), and is accompanied by a network of Gender Equality Specialists. It is in the process of finalizing its guide (by August) which will then be distributed to all employees and used in training sessions. The pilot testing of the tool through focus groups also serves as training. Training for the rest of the department will begin in September. Their gender equality initiative is coupled with a campaign to raise the awareness of the gender equality initiative by distributing a quarterly bulletin for example. It is establishing standards and an evaluation process for the gender equality initiative-of note is that the evaluation process will include a committee of governmental and nongovernmental representatives. Evaluation will be undertaken by external consultants in the Evaluation Section of the department.

Status of Women Canada

Plays a central role in the implementation of gender analysis. SWC acts as a resource as advisors; it does not enforce the implementation of gender-based analysis but promotes it. Each federal department is responsible for implementing gender based analysis. Government of Canada. Status of Women Canada (SWC). March 1996. *Gender-Based Analysis: a Guide for Policy-making*. Ottawa: SWC. All departments are to submit final reports to SWC regarding gender-based analysis.

Statistics Canada

Statistics Canada does desegregate data when it is possible to do so, by sex eg. male/female. It also supports the project to develop GEI and to better highlight the gender differences.
