DESIGNING AND IMPLEMENTING A MEANINGFUL GENDER ANALYSIS

GOALS, STRATEGIES, & RECOMMENDATIONS

SAN FRANCISCO DEPARTMENT ON THE STATUS OF WOMEN

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Introduction: CEDAW and the gender analysis

The UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) is the only international human rights treaty to focus exclusively on the rights of women. CEDAW has been ratified by 186 of 193 UN member states worldwide. The United States is one of seven member states -- along with Iran, Somalia, and Sudan -- that has failed to ratify CEDAW.

In 1998, San Francisco became the first city in the world to adopt an ordinance reflecting the principles of CEDAW. SF CEDAW, or Sec. 12K of the Administrative Code, obligates the City to work towards integrating gender equity into all of its operations including policy, programming, and budgetary decision-making.

To support this equity integration, the Ordinance requires City departments to undergo a gender analysis. The gender analysis comprises:

I. The collection of disaggregated data;
II. An evaluation of gender equity in the entity's operations including its budget allocations, delivery of direct and indirect services, and employment practices and;
III. The entity's integration of human rights principles.

The Commission and Department on the Status of Women select the departments for analysis, provide technical assistance, coordinate stakeholder input, evaluate the results, and provide recommendations and follow-up.
What is a gender analysis?

Without deliberate consideration of gender dynamics, governing bodies are more likely to overlook women and girls’ needs when shaping policies and funding services. This is why the gender analysis is so critical.

The gender analysis is a data-driven, human rights-based tool for promoting gender-responsive governance.

It offers a framework for analyzing and responding to the cultural, economic, social, civil, legal, and political relations between women and men, and how those relations impact the institutions that govern society. It recognizes that women and men have different social roles, responsibilities, opportunities, and needs and that because of this reality, policies can impact women and girls differently than they do men and boys.

What is its purpose?

- To close gender inequality gaps so women and men are equitably supported and empowered by their government
- To hold public bodies accountable for their policies and practices, and track whether they comply with CEDAW requirements of “non-discrimination, substantive equality, participation and modification of social and cultural patterns of conduct”
- To inform and empower public bodies to successfully integrate gender equity analyses into their standard operating procedures
Goal-oriented framework

The gender analysis falls short when it is shelved. Analysts must leverage the results and the process of the gender analysis to:

- **Pinpoint inequities**: Uncover or establish inequities under the target department’s purview and then analyze the impacts
- **Educate**: Many people don’t realize that gender inequities persist to this day or are unaware of subtle biases, institutionalized discrimination, and the need to disaggregate data by more than one identity
- **Build capacity**: Provide trainings to department staff and outline concrete steps they can take to mainstream the gender analysis for all future budget, service, and employment decisions
- **Transform**: Results must come with actionable next steps and substantive oversight and evaluation support
- **Encourage sustained collaboration**: Empower department to collaborate with other departments and women/girl-serving nonprofits on an ongoing basis
Definitions
Gender v. sex

Typically,

- **Sex** is defined by biological and physiological difference
- **Gender** is defined by the social (and cultural) constructions of assumed roles and behaviors

While this understanding may be useful to a degree, be careful in its application. By distinguishing sex as the ‘biologically-based identity’ and using it alone in your analysis, you fail to take into account the social construction of its binary. By default, you miss the unique experiences and needs of intersex individuals.

Furthermore, by analyzing within a simple female/male and woman/man framework, you risk reinforcing a cissexual and cisgender understanding of society.

To ensure an inclusive and thorough equity analysis, collaborate with intersex and transsexual/transgender individuals and providers, incorporate their input, and work together to develop a more comprehensive approach.

www.glaad.org/transgender/allies
www.isna.org/faq/what_is_intersex
gas.sagepub.com/content/23/4/440
**Definitions**

**Equity v. equality**

**Equality** means the same for everyone. It is a goal of **equity** and the gender analysis.

**Equity** recognizes that people have different opportunities and experiences with privilege. **Equity** calls for active measures to compensate for historical and social injustice. It offers a means for achieving **equality**.

“Equity vs Equality” flickr photo by MN Pollution Control Agency
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Definitions

Gendered data

Gender-sensitive data
- Data reflective of *typically* gendered concerns such as domestic violence, teen pregnancy, or body dysmorphia

Gender-disaggregated data
- Data distinguishing women and men
- **Disaggregation by gender alone is not enough.** Identities interact on many levels simultaneously. These interactions contribute to systematic and institutionalized discrimination. Without disaggregating by multiple identities including race, income, nationality, etc., we miss the impacts of compounded oppression.
  - e.g., the experiences of a black woman cannot be understood in terms of just being black or of just being a woman. A black woman experiences both racial and gender discrimination that are mutually reinforcing.
    - Nationally, women make 78% of men’s earnings. However, black women make 64% of white men’s earnings while white women make 78%.
    - In San Francisco, white girls make up 27% of the total girls population while black girls make up only 7%. Yet, 259 black girls report having Chlamydia compared to 47 white girls.
Actors (and when to include them)

**Department leadership, program officers, and analysts**
- Throughout the process; constant dialogue

**Affected populations**
- At beginning stages to help shape questions and inform areas of inquiry; during data collection stages to share lived experiences; and at the final report stage to inform of findings and seek input for ongoing collaboration

**Public**
- Ensure that information regarding the process and products of gender analyses are easily accessible online, and updated regularly. Actively promote hearings on results, distribute materials that outline the process, and seek feedback

**Press**
- Depending on your internal calculation, the final report and recommendations can be jointly released to raise awareness about gender discrimination, enhance the government’s reputation for transparency and accountability, recognize the target department for its engagement, and share best practices. Consider releasing the materials with a press release incorporating quotations from top leadership
Tailor your approach

Why are you performing a gender analysis?

- Are you looking to find and remedy any gender inequities in the public sector?
- Have you, your community partners, or the target department identified a gender-based problem or gap and want to learn more about the causes and develop solutions?
- Are you hoping to mainstream the gender-analysis to ensure all policies and programs are created, funded, and evaluated to provide equitable benefits?

Which level of analysis and area of focus fit with your goals?
Tailor your approach: level

**City budget or administration**
- e.g., gender audit of entire budget, gender analysis of all proposed legislation

**Governance – commissions, boards, and other oversight bodies**
- e.g., gender analysis of appointments

**Departments or agencies**
- e.g., gender analysis of police department employment, budget, and services; can also select just one area of focus across entire department (budget)

**Programs or specific projects of departments**
- e.g., gender analysis of maternal health division at DPH, analysis of the CityBuild program’s graduate success rate
Tailor your approach: focus

Budget

- Does the department discriminate against women and girls in allocation or funding?
- Does it show initiative in identifying and reflecting needed interventions to address gender gaps in its mission and vision, resource allocation, and budgets?
- Does it establish policies and undertake proactive efforts to assure participation by a diverse representation of women, both as employees and beneficiaries, in budgetary decision-making?

Services

- Does the department recognize the different impact that its services can have in women’s and men’s lives, and work to ensure the equitable design and delivery of those services?
- Does it also track these different impacts through the collection and analysis of disaggregated data, making sure to note which programs and services are specifically targeted to women and girls and what portion of the department’s attention and budget they are receiving?

Employment

- Does the department implement and enforce policies for the workplace that eliminate gender and racial discrimination in pay, recruitment, and promotion, in addition to enabling work-life integration, supporting career development, ensuring equitable participation in management and governance, and securing high standards of health and safety for all female employees?
Budget

Even a nondiscriminatory budget can be insufficient for advancing equity.

Materials: request last two annual reports including complete annual budget, strategic plan, and mission statement. Review with gender lens.

Topic areas:

- **Planning process**
  Who contributed to the department’s mission development and budget planning process? How were women employees and beneficiaries involved in determining priorities, allocating the budget, and evaluating outcomes? Do priorities facilitate gender equity?

- **Expenditure**
  What programs and services does the department fund? How much of its spending on public programs is gender-specific? How does its gender-neutral spending impact women and girls? How does its current level of expenditure and allocation advance equity for women?

- **Revenue**
  What is the amount and from where does the funding come for each of the department’s major services (e.g., from service fees, grants, general fund)? Are the sources soft or permanent? Does it differ for gender-specific services v. gender-neutral services?

See sample questions in notes section
Discrimination can occur when departments fail to implement programs that advance equity. Ensuring such programs thrive will require collaboration with impacted populations and their providers from the earliest needs assessments to the final evaluation. Under CEDAW, the government must also adhere to an “obligation of result”—spending on gender equity programs must translate into meaningful outcomes.

**Materials:** request past two community needs assessment surveys with process summaries and results, as well as department brochures with services or programs. Review with gender lens.

**Topic areas:**

- **Assessment of needs**
  How are population needs assessed? Who assesses them? What are the most pressing issues women recipients of the department’s services face?

- **Program design and delivery**
  Are programs designed with input from impacted populations? Are they designed to remedy inequities or to empower? Who delivers the services and establishes their goals?

- **Evaluation**
  How is service provision evaluated for equity? Who leads and who contributes to the evaluation? **Is disaggregated data collected and analyzed for all programs?**
Employment

**Women have a right to work just like men.** Women have the right to promotions, job security, benefits, training, equal remuneration and evaluation, and a healthy and safe environment. They have the right to choose their own profession. Women should not be discriminated against because they are married, pregnant, just had a child or are looking after children or family. **Additionally, an equitable workforce will help your department promote more comprehensive services through a diversity of input and ideas.**

**Materials:** Ask for employee records with statistics including gender, age, years at department, classification, pay. Review with gender lens.

**Topic areas:**

- **Pipeline and recruitment**
  How does your department proactively recruit women and girls for internship and entry-level positions? For mid and higher-level positions? What types of mentoring interactions do your employees have with young girls?

- **Promotion and leadership**
  Are women concentrated primarily in certain jobs or at certain levels within the department? How diverse is the department’s governing body and management?

- **Work-family integration**
  Does your department promote family-friendly workplace policies? Does your leadership provide a good example by taking advantage of such policies? Is flexible work stigmatized?

*See sample questions in notes section*
1. **Emphasize Data:** Insist on collecting and analyzing gender (and race) disaggregated data to establish baselines and set *measurable* goals.

- **Lack of available data?**
  In cases where little data (especially disaggregated data) exists, leverage this early experience to institutionalize gendered-data collection and a gender-input processes. Frame this work as the first step in a longer-term analysis.

  Begin by holding conversations with the department leadership to explain the significance of collaborating. Identify how you (and your network of affected individuals – i.e., women and girls of different communities) will support them in data collection and analysis. Think through the problem with community and department input to determine specific data you need and creative ways to acquire it.

  Initiate collection. In the early stages of analysis, focus efforts on the data most likely to offer indicators of equity. Document every step and the involvement of other groups to ensure such collection can be routinized for future analyzes.

  Some information (parenthood, LGBT status) may be requested only on a voluntary, confidential basis.

- **Bias in data**
  Emphasize transparency throughout data collection process. Be clear about who is involved, the biases they bring, and the tools they used to measure and analyze data.
2. **Don’t Attack, Inform:** Inequity is real, pervasive, institutionalized, and detrimental to individuals and society. Disbelief tends to stem from lack of direct experience or exposure.

- Explain how contemporary sexism/racism/oppression is typically more subtle in nature and note that implicit biases remain ingrained in our individual perspectives and institutions.

- Share **specific** data and examples to support your claim.

Frame the issue as critical to all women and men served by and employed by the department. Departments that understand the reasons and benefits for implementing analyses are more likely to follow through with recommendations.

3. **Be Specific:** Think big picture but be very specific in your inquiries in order to guide the process.

- Specific inquiries will help guide departments through an otherwise academic or wonky subject.

- If you do not ask for programs that specifically serve women, departments will consider all programs (no gender-focus) to be women-serving. It is important to keep these categories separate and measure the impact of both types.
4. **Collaborate:** Request formal inclusion of your body into the community needs assessment and evaluation processes to ensure a gender lens is incorporated at all stages.

**Lack of resources? Collaborate to outsource and avoid duplication**

When considering which department or program to analyze, weigh whether there are community coalitions or researchers who might be willing to team up to design and implement the data collection and analysis.

You do not have to reinvent the wheel for your gender analysis. Many other groups and individuals have unique experiences with or research into these issues. Community and nonprofit groups can help:

- coordinate focus groups (*both* single-gender and coed) with women/girl service providers and affected populations
- serve as gender-responsive readers of all community needs assessment and evaluation materials
- ensure that gender concerns always have a face at meetings of the department’s oversight or advisory bodies. They should use time to acknowledge concerns but also to recognize the department for its efforts to rectify inequities
- provide meaningful data sources and support data collection
Ten recommendations (continued)

5. **Gendered Oversight:** Insist on a gender-expert with cultural-competency on all new or existing oversight bodies. This expert should also have expertise in other areas as relevant to the affected population, such as: mental health, women of color, low-income communities, sports and development, etc.

6. **Document and Publicize:** Keep detailed records of your meetings, analyses, and accomplishments. Share information on the analysis process and findings with relevant stakeholders in a way that encourages collaboration and ensures accountability.

   - Consider press releases, blog posts, and reports for big projects and, when possible, do them in collaboration with the department and affected populations.

7. **Focus on both equality and equity**

   - Is the department providing equal opportunities and access to their services? That’s step one. Is it also seeking to remedy past discrimination in access and opportunity by specifically covering gender-responsive needs in all areas including employment, service-provision, and budget formulation? How?
Ten recommendations (continued)

8. **CEDAW**: If not in San Francisco, consider implementing CEDAW as a local ordinance to provide a legal weight, framework, and potentially funding to your gender analysis.

   - Connect with the United States Human Rights Network (USHRN) to understand how to frame gender inequities in a compelling, human rights-based manner

   - Learn how to implement CEDAW at [CitiesforCEDAW.org](http://CitiesforCEDAW.org)

9. **Weigh Urgency**: You will not have the resources to analyze all departments simultaneously. When making your decision on which program or department to focus, consider where you have strong relationships and an advocate network to assist with data collection. Also consider the urgency of concern and type of violation.

   - Are any women in direct and serious danger due to a department policy or lack thereof?

   - Is there a credible threat of budget elimination or cuts?

   - Where are the most serious violations of women’s rights occurring? Has this department respected, protected, and fulfilled all women’s rights?

   - Focus should be on those populations of women most negatively and disproportionately impacted by bad policy. You should always examine the status of low income women of color within any population and should also examine the needs of women veterans, LGBT homeless youth, single mothers, survivors of violence, homeless women and children, etc.
10. **Think Outside of the Box**: Do not always limit your analysis to a single department. Many issues cut across agencies and should involve a comprehensive analysis.

**e.g., the transportation safety audit**

Do women feel safe on or waiting for public transportation?

Safe public transportation – consisting of reliable schedules, well-lit and accessible stations, and operators who are trained to identify and act in dangerous situations – is critical for women’s freedom of movement, health, safety and economic independence. Yet, sexual harassment, violence, and intimidation are all too common for women while on and waiting for transportation.

A gender analysis might consider how the city’s agencies have worked together to ease women’s fear of transportation environments and protect women from harassment and violence. The gender analysis might include a city-led transit safety audit to evaluate space from the perspective of the most vulnerable, engaging women in the planning process, partnering transit agencies with nonprofits working on sexual violence, and incorporating women’s needs into a comprehensive strategy for safety (including environmental design, policing and security technology).

For city agencies, this analysis would require involvement from the police, transit agencies, entertainment commission, planning, emergency communications, and public utilities.
Case study: streetlights

The top-down gender analysis of the Public Works Department is an excellent example of the value of gender analyses as a tool to identify and address issues that do not explicitly concern gender, but do nonetheless impact men and women differently.

Affected Population
All women, transgender, queer, and other individuals vulnerable to street harassment and assault

Data
One aspect of the gender analysis focused on Public Works’ responsibility to ensure public safety through street lighting. Through conversations with the department’s engineers and staff, the analysis found that the spacing and level of brightness of street lights significantly affected the public’s perception of security – and independence – and that women on average needed brighter lights, closer together to feel safe at night. More hard data is recommended for future follow-ups.

Response to Analysis
In response to the gender analysis, Public Works upgraded street lighting in four districts by replacing lights on old wooden utility poles with newer poles and lights that meet national standards for uniformity and brightness levels. The new lights shine directly on streets and walking areas, an improvement to old lights which also shone into houses. The Department also reduced spacing between lights.

In strategically targeting where to improve lighting in the future, data collection should focus on: statistics on where harassment, assault, and other forms of violence are most prevalent; where streetlights are oldest, dullest, and farthest apart; and where any complaints have been submitted regarding streetlights. To identify other disparities, data could include a review of complaints disaggregated by gender to examine patterns in which issues affect men and women differently. The Department could also conduct focus groups with women about their experience of the built environment. Women’s safety experts and groups should have positions on all advisory councils and taskforces related to transportation and public safety.

Source: sfgov.org/dosw/department-public-works
Case study: street artist licenses

The Street Artists Program, a project under the Arts Commission, licenses individual artists to sell their crafts on the sidewalks of several neighborhoods. The program creates a valuable economic opportunity for local artists. It is particularly valuable for women artists as it is seen as “an opportunity for women to run their own lives, be validated, support themselves and their families, choose when they want to work, and what they want to create artistically.” About 350 spaces are available for stalls and tables. Each morning, the Arts Commission conducts a lottery to assign these spaces. Vendors must attend in person to participate in the lottery.

Affected Population
Women street artists are adversely affected by this government policy since (1) women disproportionately serve as family caregivers and (2) many child care obligations (such as bringing children to school or daycare) occur in the early morning. This problem is exacerbated for artists without a car or dependable, affordable transportation.

Data
The problem was discovered through a focus group with street artist vendors. No data existed regarding how many women received spaces and it was considered difficult to find data on how many women would participate if the lottery was held at a later time.

Response to Analysis
The Arts Commission responded to the analysis by allowing in-person proxies to attend the lottery on the artists’ behalf. The Commission also holds a second morning lottery for those who arrive late. A final lottery held at 12:15 pm assigns artists to vacant spaces that had been abandoned by artists who received the spaces at an earlier lottery.

Source: sfgov.org/dosw/arts-commission-2009-gender-analysis-update
Case study: fire department exam

The Fire Department is 64% men and therefore concerned about female recruitment. Over the past decade, since affirmative action in hiring was prohibited, the SFFD has witnessed a rapid decrease in the number of woman applicants to 7% of the total applicant pool. More troubling is that this 7% statistic reflects the number of woman applicants scheduled to take the exam—fewer actually attended the exam. Of those scheduled to take the exam, just 66% of Filipina, 65% of Hispanic, 60% of Asian, 60% of American Indian, 56% of White, and 35% of Black female applicants actually attended the exam. While men also dropped out of the exam, women dropped out at a higher rate.

Affected Population
Women (especially black women) interested in becoming firefighters, women needing secure and high-paying jobs, and those with caregiver responsibilities

Data
Issues that were thought to contribute to such a low number of signing up for and attending the exam included lack of publicity, unsuccessful recruitment strategies, and lack of a set date for the exam. Also targeted was the difficulty in signing up which had to be done in person during normal business hours, a substantial barrier to those with caregiver responsibilities and inflexible work schedules. The analysis relied on statistics tracing the number of women who signed up for the exam, which recruitment efforts reached them, who took the exam, who passed the exam, and who were employed by the SFFD.

Response to Analysis
The analysis made five recommendations: the Fire Department should (1) announce the exam date early and not change it; (2) standardize the test so applicants can feel confident in prepping for the test and have equal access to practice time and resources; (3) allow applicants to sign up for the exam online instead of in-person during business hours; (4) convene focus groups to investigate the Department’s outreach and recruitment efforts and seek more women firefighters to assist with community recruitment efforts; and (5) offer substantive internship, apprenticeship, and mentorship programs. Follow-up revealed that the Department now allows applicants to take the test online, lowering some women’s barriers to participation.

Source: sfgov.org/dosw/fire-department-gender-analysis
Appendix: CEDAW summary

**Article 1.** Defines discrimination against women as any "distinction, exclusion, or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment, or exercise by women, irrespective of marital status, on the basis of equality between men and women, of human rights, or fundamental freedom in the political, economic, social, cultural, civil, or any other field."

**Article 2.** Mandates concrete steps, implementing laws, policies, and practices to eliminate discrimination against women and embody the principle of equality.

**Article 3.** Requires action in all fields political, economic, social, and cultural to advance the human rights of women.

**Article 4.** Permits affirmative action measures to accelerate equality and eliminate discrimination.

**Article 5.** Recognizes the role of culture and tradition, and calls for the elimination of sex role stereotyping.

**Article 6.** Requires suppression of traffic in women and exploitation of prostitutes.

**Article 7.** Mandates ending discrimination against women in political and public life.

**Article 8.** Requires action to allow women to represent their governments internationally on an equal basis with men.

**Article 9.** Mandates that women will have equal rights with men to acquire, change, or retain their nationality and that of their children.

**Article 10.** Obligates equal access to all fields of education and the elimination of stereotyped concepts of the roles of men and women.

**Article 11.** Mandates the end of discrimination in the field of employment and recognizes the right to work as a human right.

**Article 12.** Requires steps to eliminate discrimination from the field of health care including access to family planning. If necessary, these services must be free of charge.

**Article 13.** Requires that women be ensured equal access to family benefits, bank loans, credit, sports, and cultural life.

**Article 14.** Focuses on the particular problems faced by rural women.

**Article 15.** Guarantees equality before the law and equal access to administer property.

**Article 16.** Requires steps to ensure equality in marriage and family relations.

**Article 17.** Calls for the establishment of a committee to evaluate the progress of the implementation of CEDAW.

**Article 18.** Sets forth elements of the operation of the treaty.
Sources

Other than the Department’s own experiences with the analysis, this presentation was shaped by the following excellent resources:

**Gender Analysis, Assessment and Audit: Manual and Toolkit (2012)**
- Drafted by ACDI/VOCA for international gender consultations. The manual offers great insight into an effective but sensitive approach to interviewing impacted populations.

**Budgeting for Women’s Rights: Monitoring Government Budgets for Compliance with CEDAW (2008)**
- Created by UNIFEM, this document summarizes how to monitor government budgets for compliance with CEDAW.
  [www.unwomen.org/~/media/Headquarters/Media/Publications/UNIFEM/BudgetingForWomensRightsSummaryGuideen.pdf](www.unwomen.org/~/media/Headquarters/Media/Publications/UNIFEM/BudgetingForWomensRightsSummaryGuideen.pdf)

**Gender Analysis (2001)**
- Created by the UN Development Programme as a comprehensive guide for less economically advanced countries, this resource has helpful definitions and strategies for local application.

- This toolkit was created by the San Francisco CEDAW Taskforce. Refer to it for more in-depth questions.

**San Francisco CEDAW Ordinance (1998)**
[www.sfgov.org/dosw/cedaw-ordinance](www.sfgov.org/dosw/cedaw-ordinance)

View the Department’s complete gender analyses and follow up reports at [sfgov.org/dosw/gender-analysis-reports](sfgov.org/dosw/gender-analysis-reports).