

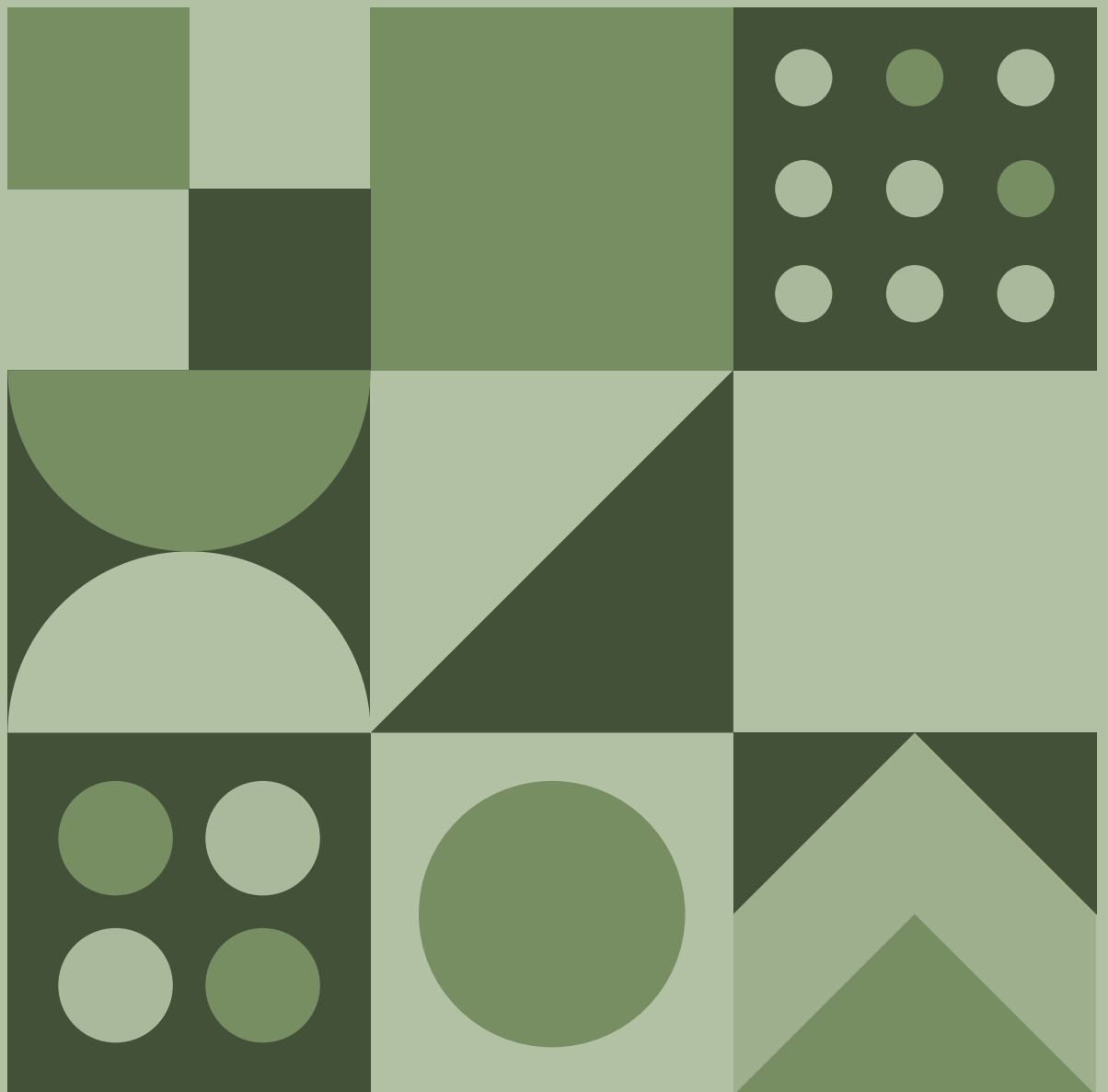


Australian Government

Department of the Prime Minister and Cabinet

Including Gender

An APS Guide to Gender Analysis and
Gender Impact Assessment



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Including Gender: An APS Guide to Gender Analysis and Gender Impact Assessments

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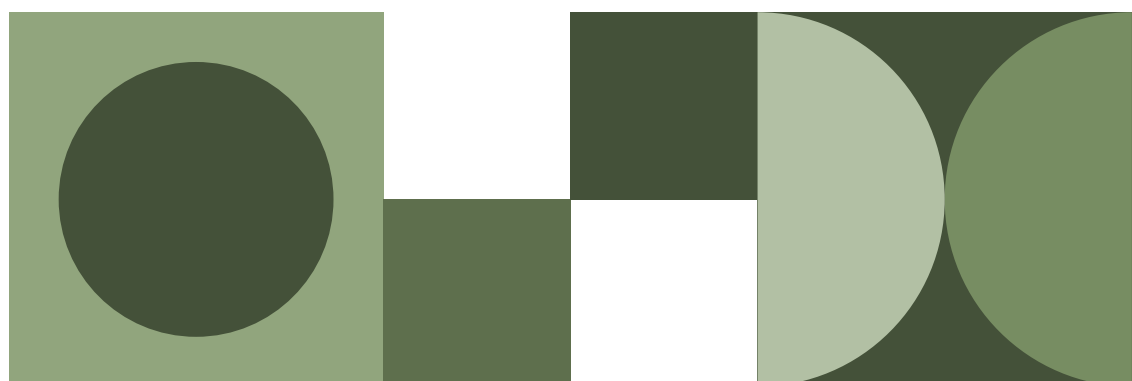
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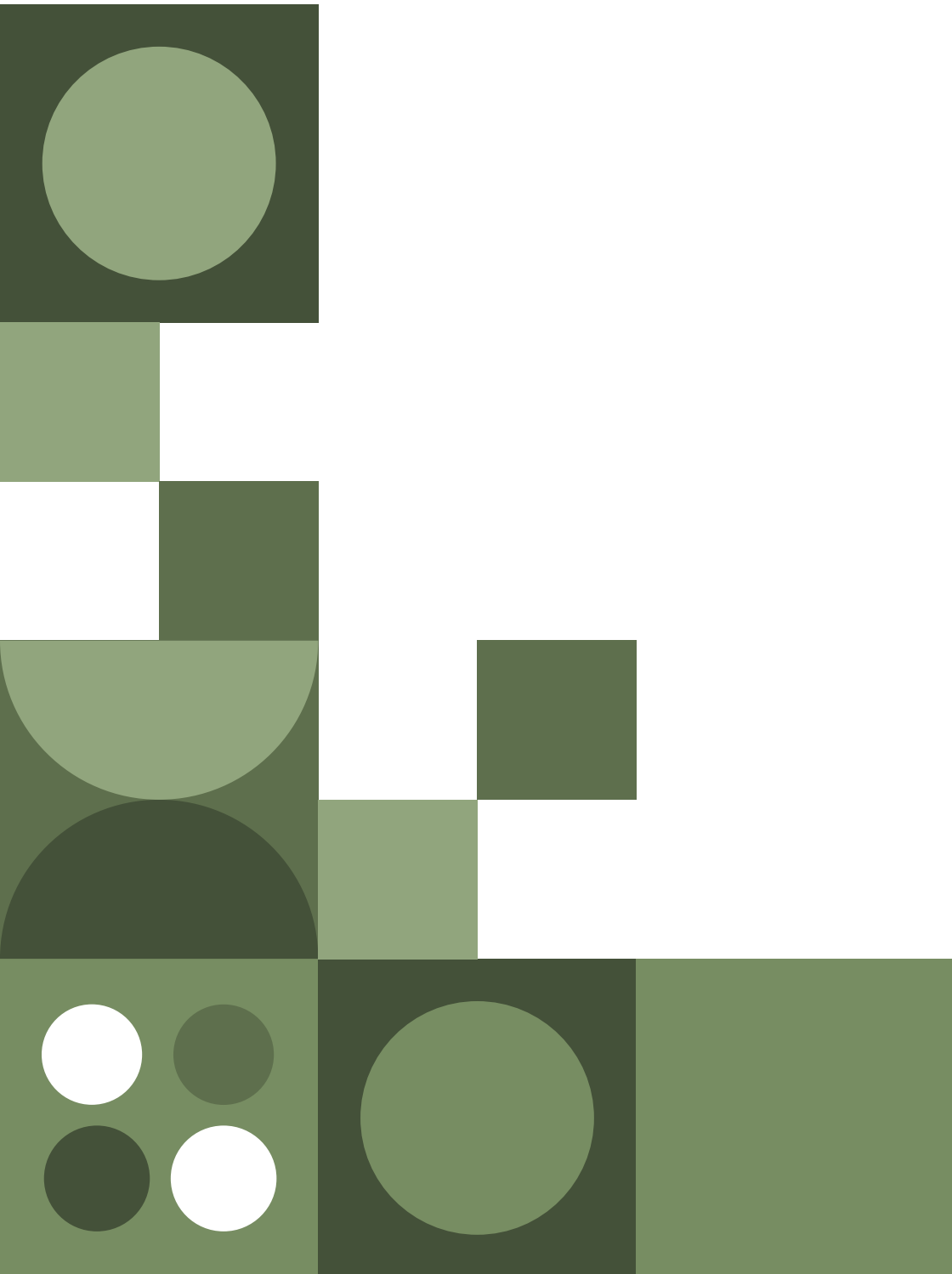
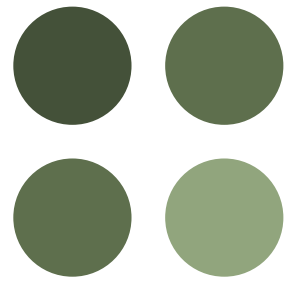
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How to use this guide

The APS Guide to Gender Analysis and Gender Impact Assessment (the Guide) provides information to assist policy makers fulfil gender analysis requirements set by Government to support gender responsive budgeting. It aims to guide policy makers in Australian Public Service (APS) departments in development of policy for government decision, such as the drafting of a Cabinet Submission or New Policy Proposal (NPP).

This Guide is divided into four parts to assist policy makers to better understand what gender analysis and Gender Impact Assessment entails and to align policy development with the Government's priority of advancing gender equality.

- [Part 1](#) explains why gender analysis is important and how policy makers get started by understanding what they are required to do.
- [Part 2](#) explains what gender analysis is, as well as when and how it is conducted.
- [Part 3](#) provides instructions for completing a Gender Analysis Summary.
- [Part 4](#) provides instructions for completing a Gender Impact Assessment.

For any questions about the use of this guide and its contents please contact the Office for Women (OFW) at GIA@pmc.gov.au



Quick guide to terminology

Gender analysis refers to processes policy makers can use to assess and highlight how a policy proposal might impact people in different ways based on gender. A gender analysis should be **targeted and proportional**, ensuring that the effort in conducting an analysis is proportional to the potential impact, value and scope of the policy. In practice this requires either a **preliminary gender analysis** to surface gendered impacts, or a **comprehensive gender analysis** which builds on the preliminary analysis to identify policy responses and actions to address any impact. A comprehensive gender analysis is usually undertaken to complete a Gender Impact Assessment.

Gender Analysis Summary gives an overview of the preliminary gender analysis. It aims to inform decision makers whether a proposal will have a gendered impact and what this might be. A Gender Analysis Summary is a requirement for all Cabinet Submissions and New Policy Proposals (NPPs).

Gender Impact Assessment is a more detailed analysis required for proposals that have a significant gendered impact and proposals that meet the Gender Impact Assessment criteria. It aims to inform decision makers of the gendered impact a policy is expected to have and can include concrete actions to improve the impact on gender equality. A Gender Impact Assessment must be attached to the associated Cabinet Submission for each proposal that meets the criteria.

1.

Why include gender?

1.1 Addressing inequalities and improving outcomes

‘Women’s equality is at the heart of what we do as a Government. It is essential for strengthening our economy, our society and our nation.’

2023-24 Women’s Budget Statement

The Australian Government has committed to putting gender equality at the heart of policy and decision making, and making women’s economic equality a central economic imperative. This requires policy which acknowledges and addresses inequality.

While Australia has made significant gains towards gender equality, inequality still exists in a range of areas across people’s lives. These existing inequalities, as well as ongoing norms and attitudes that can drive inequality, mean that even when a policy seems gender neutral it can still impact people differently, or disproportionately, based on their gender. This means policies can have unintended consequences, exacerbate or perpetuate existing inequality or fail to achieve their intended outcomes.

Considering available data and other forms of evidence can reveal these impacts. For example, a government policy which provides additional financial support for the construction industry to support economic growth appears to have no gender impact on the surface. Looking at data and evidence, however, would reveal that the construction industry is currently male dominated and any benefits provided to the construction workforce would disproportionately go to men.

Highlighting this impact may lead to looking for ways to increase how women could benefit from the Government’s financial support to the construction industry. For example, through employment targets or training subsidies. Alternatively, the analysis may prompt development of policy options that would more directly benefit women.



What is gender?

The language used to refer to gender is important. Sex and gender are commonly used interchangeably, including in legislation. Sex is understood in relation to sex characteristics while gender is about social and cultural difference in identity, expression and experience. A person’s sex and gender may not necessarily be the same. Some people may identify as a different gender to their birth sex and some people may identify as neither exclusively male nor female (gender non-binary).¹

¹ ([ABS](#), The Standard for Sex, Gender, Variations of Sex Characteristics and Sexual Orientation Variables, 2020).

1.2 Progressing gender equality through gender responsive budgeting

Including gender in policy making progresses the Government's commitment to embed gender responsive budgeting across the Budget process. In the 2023-24 Mid-Year Economic and Fiscal Outlook (MYEFO), gender responsive budgeting will continue to be implemented throughout the process.

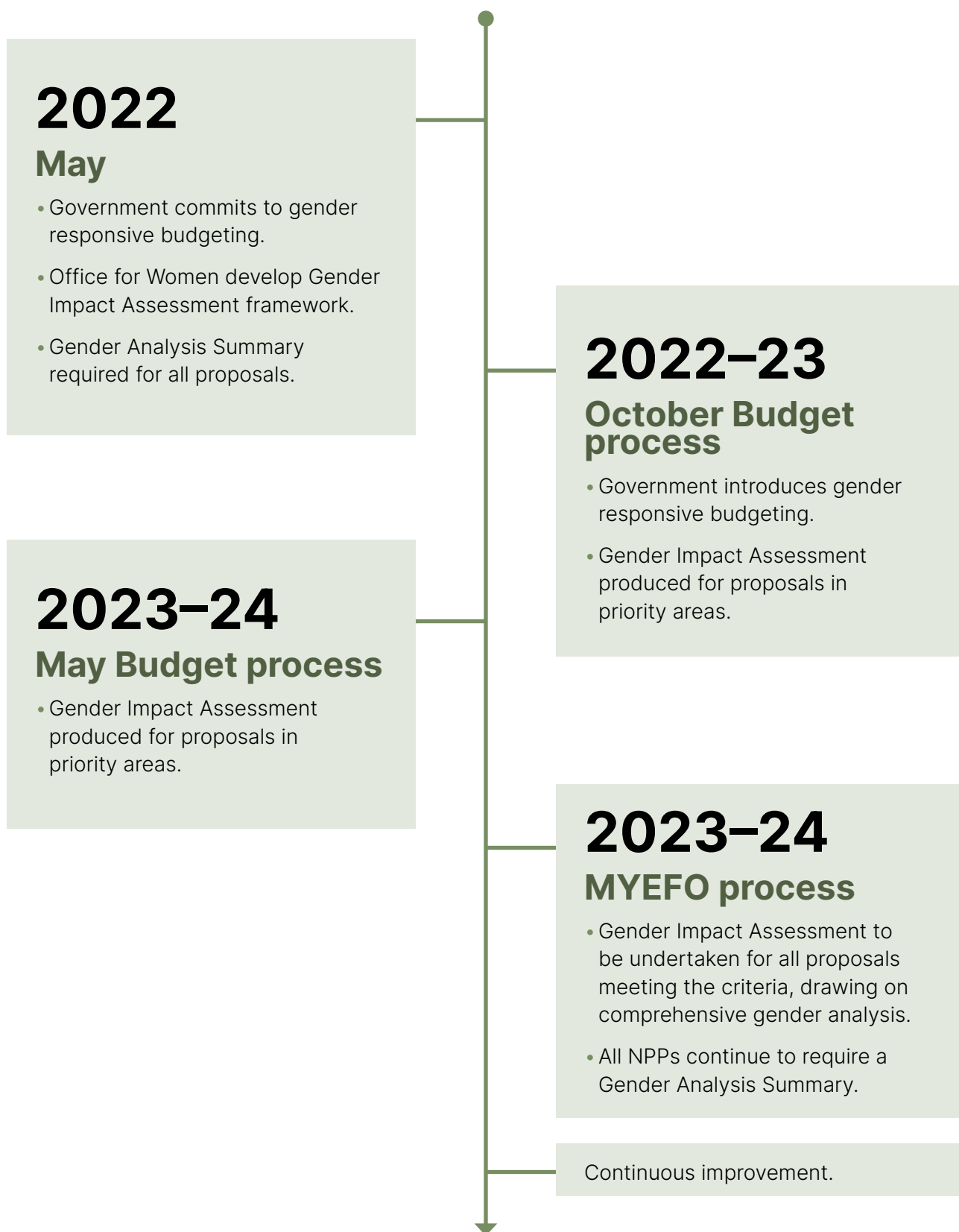
Gender responsive budgeting (see [Glossary](#)) weaves consideration of gender impacts through the budget process and is a way governments can identify and fund measures that close gender gaps. Gender responsive budgeting helps avoid measures that could inadvertently exacerbate gender inequality, as well as highlighting the distributional impacts of proposals.

Gender analysis is a key tool of gender responsive budgeting. The results of gender analysis are reported to decision makers in a Gender Analysis Summary (refer to [Part 3](#)) and, where certain criteria are met, in a Gender Impact Assessment (refer to [Part 4](#)). This enables decision makers to make choices based on a transparent understanding of how proposals affect gender equality, alongside other priorities such as boosting economic growth.

Processes in the [Cabinet Handbook](#) and Budget Process Operational Rules (BPORs) give effect to the Government's commitment to gender equality by elevating consideration of gender equality in policy design and decision making through gender responsive budgeting.

The process of gender analysis, and reporting to decision makers via Gender Analysis Summary and Gender Impact Assessment, is at the heart of implementing gender responsive budgeting.

Gender responsive budgeting: Implementation timeline





1.3 Gender inequality intersects with other forms of inequality

Not all people will be impacted by policies in the same way because of their gender. Gender inequality is experienced differently by different people. It can be compounded by other social factors and identities including characteristics or circumstances of age, disability, race, socioeconomic status or sexual orientation. These inequalities can result in overlapping and interdependent discrimination or disadvantage for a person or community.

An intersectional approach (see [Glossary](#)) recognises that a person's experience of inequality or disadvantage is shaped by the interaction of multiple circumstances and characteristics. An intersectional approach enables the complexity of different people's experiences of discrimination and disadvantage to be understood, for example, through disaggregated data that highlights differences of experiences which can then be addressed.

Collection of data that captures a wide range of a person's or community's circumstances and characteristics is a priority for an intersectional approach to gender analysis. Stakeholder feedback and qualitative evidence is also valuable and can inform analysis, particularly where data is limited.

1.4 Quick Reference Guide

The quick reference guide is to assist policy makers to determine the level of gender analysis required and how this analysis should be incorporated in the relevant Cabinet Submission.



Conduct a preliminary gender analysis to understand potential gender impact

Refer to [Part 2](#) of the Guide for information on gender analysis

All Cabinet Submissions and New Policy Proposals (NPP) now require gender analysis to be undertaken.



Does the NPP or Cabinet Submission meet one or more of the following criteria?

Refer to [Appendix A](#) of the Guide for information on the criteria

Gender equality: significant positive or negative impact on gender equality

Cohorts: affects people who can be typically disadvantaged

Workforce: relates to a gender segregated industry

Partnership: establishes a National Partnership Agreement (or like agreement)

Value: Value is \$250 million or more over the forward estimates.

yes

no



Complete a Gender Impact Assessment

Conduct a comprehensive gender analysis to explore the gender equality impacts. This may include considering responses and actions to improve gender equality.

Refer to [Part 2](#) of the Guide for information on gender analysis

If the preliminary analysis confirmed the proposal has limited or no gender equality impacts, comprehensive analysis may not be required. It may be appropriate to complete only section 1 of the Gender Impact Assessment Template. Completing sections 2 and 3 are optional for these proposals

Fill out the Gender Impact Assessment Template to demonstrate the gender equality impacts, and consider policy responses and actions to advance gender equality, within the scope of the existing policy authority.

Attach Template for lodgment with the Cabinet Submission.

Refer to [Part 4](#) of the Guide for information on Gender Impact Assessment



Gender analysis is targeted and proportional. The level of detail and depth of gender analysis should be proportional to the value, scope and impact of the proposal.



Complete the Gender Analysis Summary

Refer to [Part 3](#) of the Guide for information on Gender Analysis Summary

Fill out the Gender Analysis Summary (3-5 sentences) to demonstrate the gender equality impact at a high level.

1.5 Determining the level of gender analysis required

All Cabinet Submissions and NPPs must include a Gender Analysis Summary.

The Gender Analysis Summary provides information to decision makers about whether the policy proposal has a gendered impact or not, and what that impact is.

A Gender Analysis Summary involves a preliminary gender analysis (refer to [Part 2](#)). This preliminary analysis can help policy makers determine whether a proposal meets the criteria for completing a Gender Impact Assessment (refer to [Part 4](#)) That is, whether the proposal has a significant positive or negative impact on gender equality.

A Gender Impact Assessment must be completed if the proposal meets one or more of the following criteria:

- ▶ The proposal has a significant positive or negative impact on **gender equality**
- ▶ The proposal targets **cohorts** of people who can typically be disadvantaged
- ▶ The proposal relates to a gender **segregated industry**
- ▶ The proposal establishes a **National Partnership Agreement (or like agreement)**
- ▶ The total **value** of the proposal is \$250 million or more over the forward estimates.

Each department is responsible for self-assessing whether their proposal meets the criteria for a Gender Impact Assessment.

All revenue, savings and expenditure proposals must be assessed against the criteria to determine if a Gender Impact Assessment is required.



What does this mean in practice?

A **preliminary gender analysis** is sufficient to produce a Gender Analysis Summary, as it should uncover assumptions and impacts related to gender. A **comprehensive gender analysis** is usually undertaken when required to produce a full Gender Impact Assessment in addition to the Gender Analysis Summary. The Gender Impact Assessment, builds on the preliminary analysis to help identify how a policy can avoid, ameliorate or address negative impacts. Comprehensive gender analysis can also help identify concrete actions to advance gender equality. A comprehensive gender analysis is good practice for policy development and can support the identification and development of more effective policy outcomes. Refer to [Part 2.2](#) for further guidance on how to conduct a preliminary or comprehensive gender analysis.

Targeted and proportional analysis

Gender analysis should be targeted and proportional to the scope, value and impact of the proposal. This will focus the analysis and direct policy development to where there is likely to be a significant impact, without placing undue burden on policy makers. It is important that departments' efforts are targeted to proposals with the greatest potential to improve gender equality.

2.

Gender analysis

2.1 What is gender analysis?

Gender analysis is a process for assessing the potential impacts of a policy proposal on people based on their gender. It aims to improve gender equality by identifying and analysing the impacts and risks of policies, thoroughly considering options which can improve the policy's impact on gender equality, and supporting the development of risk mitigation.

Why conduct gender analysis?

Gender analysis provides a foundation for ensuring policies address the needs of all people, so that policy making supports an equitable and inclusive society. It ensures transparency by giving decision makers information on who a policy impacts, how it impacts them and how these impacts affect gender equality.

Policies that are developed without consideration of gender, or which are considered 'gender-neutral' or 'gender-blind' policies, assume that gender is not a factor in how a particular issue affects people. However, existing inequality as well as gender norms and stereotypes can mean policy changes – which may appear gender neutral – can have disproportionate or different impacts on people because of their gender.

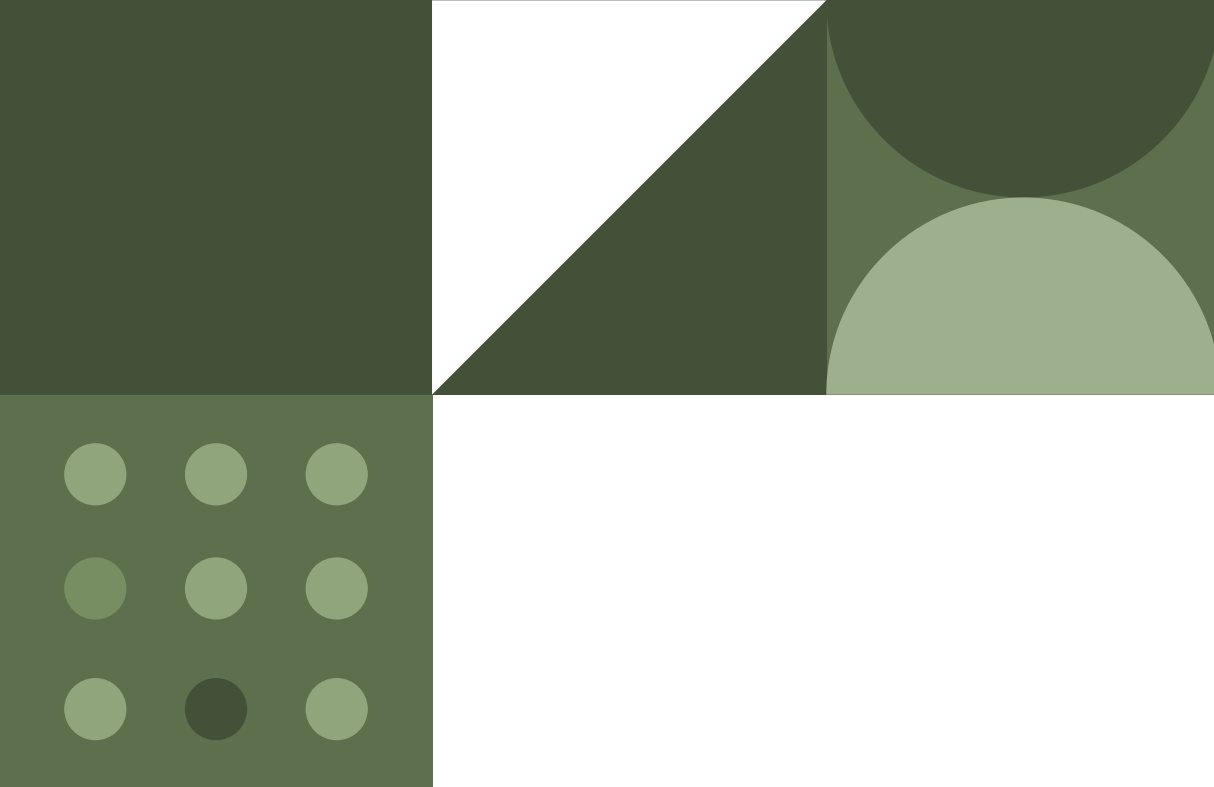
How a policy supports or hinders gender equality may not be immediately obvious in some policies. This Guide helps policy makers undertake gender analysis to uncover differing impacts and unintended consequences, including those that can inadvertently lead to discrimination and exacerbate inequality.

Gender analysis is required to support gender responsive budgeting (refer to [Part 1.2](#)) which is a key way the Government can make decisions that help close gender gaps and avoid worsening inequality.



Understanding the gendered impacts of policy can help achieve gender equality

A gender analysis provides new perspectives on a policy problem and is a way to illuminate options or develop solutions that both meet the primary goals of the policy and help advance gender equality. It enables policy makers to have a more comprehensive understanding of how impacts may differ based on gender. This supports good policy development by allowing policy makers to propose options that improve gender equality, often leading to better overall outcomes for Australia. Good quality gender analysis can help make sure Government's policies and decisions work for the whole community – this is the ultimate aim of gender responsive budgeting.



2.2 How to conduct gender analysis

The key objective of gender analysis is to determine whether a policy has a gendered impact and what that impact is. Gender analysis requires policy makers to reflect on the direct and indirect impacts of the proposed policy based on its impact on gender equality.

Gender analysis should be a standard part of effective policy design. Gender analysis is most impactful when incorporated from the beginning of policy design, as it helps inform the policy design from the outset. When undertaken later in the process, gender analysis will still help surface impacts and possible unintended consequences that can be addressed in the design and implementation. Overall, the earlier analysis is undertaken, the easier – and more effective – it will be to design an appropriate policy response.

What is a gendered impact?

A policy may have a gendered impact if it has different or disproportionate impacts based on gender. A gendered impact may occur because of gendered norms or biological differences. For instance, Australia's superannuation system helps people accrue retirement income based on the amount of time they spend in paid employment. Men and women are paid superannuation at the same rate, but women accrue less superannuation on average. This is the result of factors including, women on average earn less than men and are more likely to be primary carers. The combination of these factors means they typically spend less time in paid employment which reduces their access to superannuation.

A disproportionate gendered impact may occur because of existing inequalities or patterns of behaviour. For instance, 79.9 per cent of single parents in Australia are women ([ABS](#), Labour Force Status of Families). This means that while women and men receive the same rate of Parenting Payments, a change in the rate or eligibility will have a disproportionate impact on women, compared to their share of the population.

Where a policy maker identifies that a policy has a gendered impact, consider whether this is a negative or positive impact on gender equality. To do this, consider current circumstances of inequality, both broadly and specifically to the policy area. Gender disaggregated data and evidence about the identified issue is a good place to start identifying gender components of an issue. Where gender disaggregated data is not available, policy makers can infer the likely gendered impact using other data. For example, the ABS data about single parents referenced above, could provide some insight on the likely impact on women-led single income households of energy proposals where gender disaggregated data is not available.

Policy makers can also use qualitative data, research, expert analysis, stakeholder feedback, or consultation insights to understand the gender impacts of a policy. Also consider whether material relating to one, or a number, of states and territories might be appropriate to use where nation wide information is not available.

The significance of a gender impact is a judgment call.

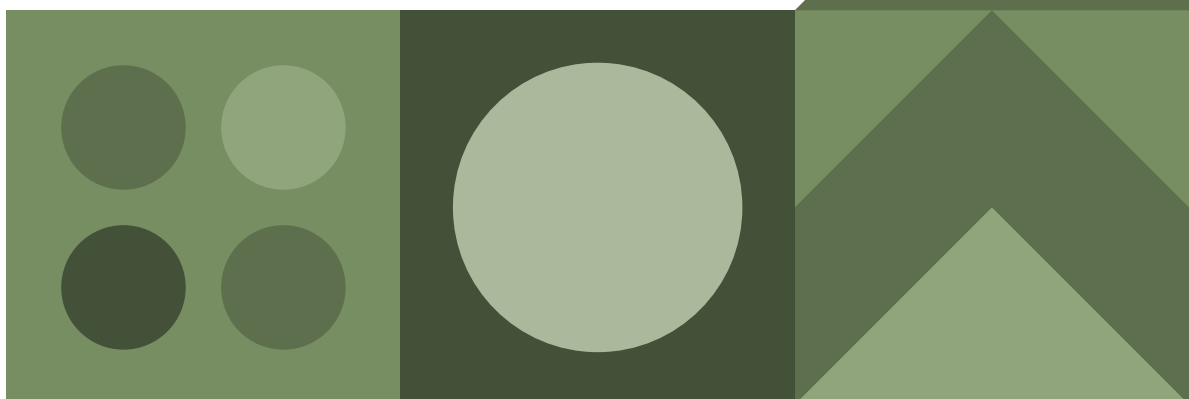
A gender impact is likely to be significant if it significantly increases or limits:

- access to resources for one gender compared with others (through income, payments, taxation, superannuation), and/or
- access to opportunities for one gender compared with others (including workforce participation, education, training, health programs, leadership, public office).

The proposal may have a significant impact on gender equality if it relates to:

- safety from violence including online safety, and/or
- unpaid care or household work, and/or
- attitudes or stereotypes about gender and/or
- addressing gender discrimination or advancing gender equality.

A gender impact is likely to be significant if it impacts a large number of people.



The questions below are prompts for policy makers conducting a gender analysis, and should be considered throughout the policy making process.

During a preliminary gender analysis consider:

- Are there existing gender inequalities related to the policy area? Such as inequalities in participation, responsibilities or distribution/access to resources.
- Does the proposed policy:
 - ▶ Provide equitable access to services?
 - ▶ Promote participation of all people equally in decision making?
 - ▶ Perpetuate or prevent gender based violence, including addressing risks of violence, and ensuring appropriate and trauma informed support/interactions with victim-survivors and/or perpetrators?
 - ▶ Address or challenge gender stereotypes or roles?
- Are there gendered norms or attitudes that may impact patterns of behaviour in the policy area?
 - ▶ If yes, is it anticipated that this may lead to the policy having a different or disproportionate impact based on gender?
 - ▶ What will that impact be? Will it have a positive or negative impact on gender equality?
- What gender disaggregated data, evidence and insights are available (refer to [Appendix B](#) for suggested data sources)? Are there intersectional data, evidence or insights (refer to [Part 1.3](#))?
- Do stakeholders identify or raise gender impacts?
- Can demographic data, evidence and insights, e.g. family composition, household types, income level, be used to infer the gender impact of a proposal?

All Cabinet Submissions and New Policy Proposals (NPPs) must be informed by a preliminary gender analysis and include a Gender Analysis Summary in the NPP.

Where a proposal meets the Gender Impact Assessment criteria, but the preliminary gender analysis reveals there is limited or no gender impact, policy makers may not need to conduct comprehensive analysis. It may be appropriate to complete only section 1 of the Gender Impact Assessment Template to demonstrate that there is limited or no gender impact, and why this is the case. This will give decision makers confidence that gender impact has been carefully considered.

Policy makers are encouraged to undertake further analysis to identify how the proposal could increase gender equality, options for implementation or provide a more holistic picture to decision makers. In this case, completing sections 2 and 3 of the Template is optional.



Remember the principle of targeted and proportional analysis.

The level of detail and depth of the gender analysis should be proportional to the scope, value, and impact of the policy proposal. In practice, this will be a preliminary or comprehensive gender analysis.

During a comprehensive gender analysis consider:

Where a proposal meets the criteria but the preliminary gender analysis reveals there is no gender impact, policy makers may not need to conduct further analysis. Policy makers must still fill in section 1 of the Gender Impact Assessment Template to demonstrate that there is limited or no gender impact, and why this is the case. This will give the decision maker confidence that gender impact has been carefully considered.

The following questions may be useful in a comprehensive analysis:

- Can gender equality be incorporated through implementation including via diverse representation in decision making and consultation, a focus on achieving gender equality in terms of reference or inclusion of gender equality outcomes, for example in grant opportunity or research guidelines?
- What is the mechanism for course correction if the policy intervention contributes to gender inequality?
- Are there levers to improve access to resources, services or any other opportunities created by the proposal?
 - ▶ Are these levers being used to deliver meaningful outcomes?

- Can gender equality be considered as a priority in negotiating mandates, government strategy, procurement arrangements, grant guidelines, draft legislation, reform proposals?
- Are there opportunities to design gender equitable leadership teams, governance arrangements, consultations, or co-design? Can explicit expertise in gender equality/diversity be included in selection criteria?
- Can the evidence base and research available be improved and built to inform gender impact, including collection and analysis of gender disaggregated data and evidence?

Equal access does not always mean equitable access, and does not mean gender is not a factor. For example, although public transport is available for everyone, women are more likely than men to use public transport to travel to work. Consider the broader gender implications where equal access is a claim made in the policy proposal.

([ABS](#), Census of Population and Housing: 2021)

A comprehensive gender analysis is good practice for all policy development and can support the identification and development of more effective policy outcomes.

3.

Gender Analysis Summary

3.1 Completing a Gender Analysis Summary

All Cabinet Submissions and New Policy Proposals (NPPs) must be informed by at least a preliminary gender analysis and include a Gender Analysis Summary in the Cabinet Submission and each NPP.

Policy makers are encouraged to analyse and demonstrate consideration of gender throughout the policy proposal to provide a robust summary of gendered impacts. The NPP Template requires a clear and concise high-level summary, usually 3-5 sentences, which demonstrate whether the policy has a gendered impact, what that impact is, and how the policy affects gender equality, drawn from the gender analysis conducted on the NPP.

Gender analysis (refer to [Part 2](#)) captured in an NPP should also be applied and reflected in the Cabinet Submission. The Gender Analysis Summary for a Cabinet Submission with multiple NPPs should reflect the analysis for the Cabinet Submission as a whole.

The first sentence of the Gender Analysis Summary outlines whether the policy, on balance:

- ▶ improves gender equality
- ▶ has no impacts on gender equality
- ▶ negatively impacts gender equality.

Additionally, the Gender Analysis Summary should capture the findings from each step of the gender analysis, such as:

- ▶ any gendered context to the policy issue
- ▶ insights from available gender-disaggregated data and evidence
- ▶ differential impacts on different groups (e.g. First Nations people, people with disability, people living in rural or regional

areas, people with low socio-economic status etc.)

- ▶ whether stakeholders identify a gender dimension to the issue
- ▶ clearly outlining any gendered impacts of the policy.



In a Gender Analysis Summary

Do

- Ensure analysis is targeted and proportional
- Draw on data and evidence where available, including stakeholder feedback and expert analysis
- Reflect how intersectional factors may compound gendered impact
- Ensure any gendered impacts of the policy are transparent to decision makers
- Reflect how gendered norms and patterns, for instance around caring responsibilities, may influence access and outcomes

Don't

- Record a nil or neutral impact without explanation
- Reflect assumptions that gender impact is broadly the same for all women or make generalisations such as "all women" or "particularly women"
- Assume that equal access to a program or service results in equal outcomes

Example 'Gender Analysis Summary' content

Positive impact

This proposal improves gender equality for First Nations women by providing cultural competency training for frontline community services.

Evidence and consultations with First Nations women showed that mainstream support services are not able to meet the needs of First Nations women, resulting in low uptake of these services from First Nations women, compared to other women. Increasing the cultural competence of these services will help the policy meet its intended outcome of providing support to women from all backgrounds.

No or Neutral impact

This proposal has a neutral impact on gender as the proposal works to identify and address unethical behaviours and data gaps. Identifying these issues will improve the efficiency and integrity of the program and allow the program to improve labour market outcomes for people.

While this proposal doesn't explicitly target by gender, women are disproportionately represented as participants in this program as shown by the data (provide the data). Therefore improvements to the program will likely contribute to improving labour market outcomes for women in the future.

The additional resources and improved data capability will allow the department to better identify and monitor trends in gender bias in non-compliance in the future and support broader work to ensure employment services deliver outcomes for women.

Negative impact

This proposal negatively affects gender equality because reducing funding for domestic violence shelters in the region will disproportionately affect women's safety and ability to leave violent and unsafe relationships.

A new emergency housing scheme is being launched in the area, which includes 100 places for women experiencing domestic violence. To mitigate the negative impacts of this proposal, it will be important to transition existing clients to the new scheme and maintain referral pathways.

4.

Gender Impact Assessment

4.1 What is a Gender Impact Assessment?

A Gender Impact Assessment provides decision makers with a transparent and clear understanding of the gender impacts of the policy proposal and the impact on gender equality. It also outlines where gender analysis has been used to inform the policy design to deliver better gender equality outcomes.

A Gender Impact Assessment is a key mechanism for enabling gender responsive budgeting. Proposals that meet the Gender Impact Assessment criteria (see [Appendix A](#)) must have a Gender Impact Assessment in addition to a Gender Analysis Summary (refer to [Part 3](#)).

A comprehensive gender analysis is usually necessary to complete a Gender Impact Assessment, building on a preliminary analysis to identify how a policy can avoid, ameliorate or address negative impacts.

A Gender Impact Assessment can also include concrete actions that result from changing or adapting a policy proposal so that it improves gender equality. Concrete actions may include amending the policy design or including targets, implementation milestones, or progress commitments (within the parameters of the policy authority). For example, improving gender disaggregated data or commissioning new research or consultation on gender impacts.



Remember the principle of targeted and proportional analysis

The level of detail and depth of the Gender Impact Assessment should be proportional to the scope, value, impact of the policy proposal.

A Gender Impact Assessment may include consideration of policy options and actions to improve gender equality, for example, where the preliminary analysis shows a clear gender impact.

Hint: If the preliminary assessment shows limited or no gender impact, further analysis may not be required. If so, this should be set out in section 1 of the Gender Impact Assessment Template. Completing sections 2 and 3 is optional in this case.

Steps for a Gender Impact Assessment:

1. Use **findings of the gender analysis** to understand and demonstrate whether the proposal has a gendered impact, and how this impacts gender equality, including intersectional issues.

If this analysis shows minimal to no impacts on gender equality, it may be appropriate to move to step four to complete the Gender Impact Assessment Template. This acknowledges the need for effort to be proportional to the value, scope and impact of the proposal.

2. Consider any **policy responses to the gender analysis** and available options to change, adapt or redesign the proposal to improve gender equality or to address risks to gender equality.
3. Consider concrete **actions to support gender equality**, for example methods to monitor and evaluate progress (eg. targets, implementation milestones or progress commitments).
4. **Complete the Gender Impact Assessment Template** available at www.pmc.gov.au/resources/gender-impact-assessment-template and attach it to the Cabinet Submission.
5. Notify the Office for Women as soon as a proposal has been assessed as requiring a Gender Impact Assessment at GIA@pmc.gov.au.

For the purposes of gender responsive budgeting, a Gender Impact Assessment provides transparency and assurance to decision makers that policies with the greatest potential to influence gender equality have carefully considered – and where appropriate, responded to – gender impacts.



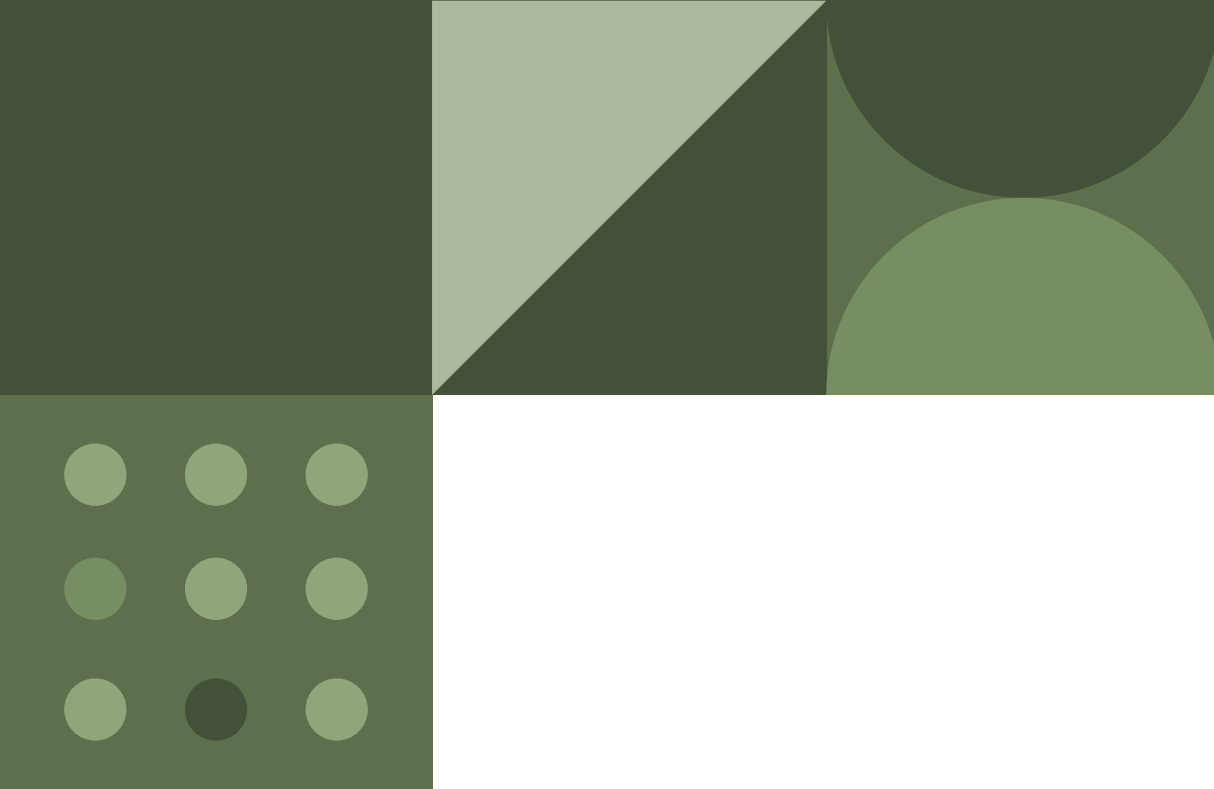
In a Gender Impact Assessment

Do

- Complete the Gender Impact Assessment Template
- Use gender disaggregated data, evidence and insights to design policy options that improve gender equality
- Take a proportional approach to analysis for the Gender Impact Assessment
- Focus on progress, whether it is a big leap forward or an incremental step towards gender equality
- Identify tangible, future focussed steps toward improving gender equality
- Remember Gender Impact Assessment applies to expenditure, revenue and savings measures
- Contact the Office for Women for any questions at GIA@pmc.gov.au

Don't

- Assume the policy has nothing to do with gender equality – gender analysis is a way to check and Gender Impact Assessment is way to unpack the detail and consider changes to improve gender equality
- Assume universal programs or systems are gender neutral
- Worry if there are no obvious policy options at this stage. The Gender Impact Assessment Template can record reasons why changes were not made and identify future options – there is also room to include progress commitments



4.2 Completing a Gender Impact Assessment

The [Gender Impact Assessment Template](#) helps guide policy makers and support decision makers by ensuring that Gender Impact Assessment are consistent in their approach and include sufficient information to support decision making.

The completed Gender Impact Assessment Template must be included as an attachment to the Cabinet Submission when circulated for each stage of consultation (Exposure Draft, Coordination Final and Final) as it is a key source of information for decision makers.



Important Information about a Gender Impact Assessment

Departments are responsible for assessing Cabinet Submissions and NPPs against the criteria to identify if a Gender Impact Assessment is required (see [Appendix A](#)).

Where a Cabinet Submission or NPP meets the criteria outlined in [Part 1.5](#), a Gender Impact Assessment *and* a Gender Analysis Summary must be included.

The Gender Impact Assessment Template

The Gender Impact Assessment Template has the following sections and guidance questions to assist policy makers to complete a Gender Impact Assessment. The Template is available at www.pmc.gov.au/resources/gender-impact-assessment-template.



Outcomes of the Gender Impact Assessment

In this section of the Template, policy makers should provide decision makers with a high-level overview of the Gender Impact Assessment outcome. This section is included as the Gender Analysis Summary in the New Policy Proposal.

Guidance questions

Does the proposal have a gendered impact and what is the nature of that impact (is it a positive, negative, or neutral impact)? Include gender-disaggregated data and/or research evidence and/or stakeholder view to support the identified impact.

Has this proposal been designed or adapted so that it contributes to gender equality?

Does the policy create risks for gender equality and what mitigations have been included?

How will the gender equality outcomes be measured? Are there targets, implementation milestones or progress commitments?

1. Findings of the gender analysis

In this section provide findings from the gender analysis to inform assessment of gender equality impacts.

Guidance questions

1. Will this policy have a positive, negative, or neutral impact on gender equality? What is this impact?
 - ▶ If the proposal presents multiple options with different gendered impacts, detail these.
 - ▶ If the proposal has no gender impact, explain how this conclusion was reached.
2. What are the key findings of the gender analysis you have conducted for this proposal?
3. What were the key data and evidence sources, including quantitative and/or qualitative? Note if data availability has limited your analysis.



Remember the principle of targeted and proportional analysis

Where a proposal meets the Gender Impact Assessment criteria, but the preliminary gender analysis reveals there is limited or no gender impact, policy makers may not need to conduct a comprehensive analysis. It may be appropriate to complete only section 1 of the Gender Impact Assessment Template to demonstrate that there is limited or no gender impact, and why this is the case. This will give decision makers confidence that gender impact has been carefully considered.

Policy makers are encouraged to undertake further analysis to identify how the proposal could increase gender equality, options for implementation or provide a more holistic picture to decision makers. In this case, completing sections 2 and 3 of the Template is optional.

2. Policy responses to the gender analysis

In this section detail how the gender analysis has informed the policy development process; include any adaptations or mitigations made to the proposal to advance gender equality.

Guidance questions

1. Was the policy originally intended to positively impact gender equality and/or did the policy proposal change or adapt in order to improve gender equality?
 - ▶ If yes, explain how.
2. If the proposal was found to have a negative impact on gender equality or to entrench existing inequalities:
 - ▶ Is it possible to mitigate these impacts?
 - ▶ Are any steps proposed or recommended to mitigate these impacts?
 - ▶ If not, why not?
3. Did your analysis indicate that the proposal could be improved to better advance gender equality?
4. Are there other policies that could help or are needed to improve gender equality?

3. Actions to support gender equality

In this section identify any concrete actions to support gender equality that can be taken through the policy, design, implementation and monitoring stages.

Guidance questions

1. Are there feasible options, within the scope and budget of the policy authority, to improve gender equality?
 - ▶ For example, can the proposal include targets, commitments to improving gender disaggregated data, explicit consideration of gender equality outcomes in Terms of Reference, grant and research guidelines, service delivery agreements, governance and consultation approaches?
2. How will the monitoring and evaluation plan incorporate reporting and analysis of gender equality outcomes or other gender-related aspects of the policy?
3. Where the gender analysis has identified a neutral or negative gender impact, and there are limited or no options to improve gender equality within the scope and authority of the proposal, are there other actions that could be taken to support gender equality the next time this proposal is considered by decision makers? For example:
 - ▶ Improving data, monitoring outcomes, stakeholder engagement to identify issues.
 - ▶ Revisiting the assessment at a later date (when the process is more mature, when there is more data, at a review point)?
 - ▶ Investing through a separate program.

Example responses to the Gender Impact Assessment Template

Include clear and specific targets, implementation milestones and/or progress commitments, using the table provided.

The below table provides examples of the types of targets, implementation milestones and/or progress commitments that could be considered.

Commitment to gender equality	Increase employment opportunities for women in Early Childhood Education and Care
How this will be achieved	Targets for increased workforce participation
Risks and mitigation	Risk – Lack of uplift in rural and remote areas. Mitigation – Targeted support to regional and remote services in a variety of measures.
Timeframe for achieving	Five percent increase over five years of rural women in the workforce.
Progress reporting	Surveys of the workforce, students, providers and other key stakeholders will be undertaken to determine the benefits of the targets and provide a baseline understanding of the workforce and their particular circumstances.
Commitment to gender equality	Build evidence base of the effects endometriosis has on women in Australia.
How this will be achieved	Improved data collection on number of women affected, ages and underlying health concerns and research the impacts of endometriosis on productivity and barriers to diagnosis.
Risks and mitigation	Risk – Lack of funding available for research and data collection. Mitigation – Grant funding available to target researching endometriosis with identified outcomes (for example the cost of lost productivity to economy).
Timeframe for achieving	In two years the grants will: <ul style="list-style-type: none"> • Establish a viable way to collect data on diagnosis and treatment of endometriosis. • The research and data reported and used by Governments to target funding models.
Progress reporting	Yearly review of grant funding to determine if the grant outcomes are being reached and to review any issues with the grant guidelines. Publish research and data publicly each year.

Commitment to gender equality	Gender equality will be included in the Terms of Reference of the Board.
How this will be achieved	Selection criteria for the board will include experience with gender equality/diversity. The board must be 50 percent women. The board's Terms of Reference will direct it to consider gender equality in the exercise of its duties.
Risks and mitigation	Risk – Lack of appropriate candidates applying for the position who meet the criteria, poorly designed selection criteria and processes. Mitigation – Consultation with peak bodies and community groups to canvas for applicants, purposefully designed selection process.
Timeframe for achieving	By 2025, the board has a gender representation of 50 percent women. Board decisions and reporting reflect consideration of gender equality, such as annual reports, meeting minutes or work plans.
Progress reporting	Provide a report to the Minister on gender representation of candidates at each stage of the selection process. Gender equality clear in the work plan and reporting framework.
Commitment to gender equality	Expanding gender disaggregated data collection to understand how energy costs affects lower-income earners, who are disproportionately women
How this will be achieved	This will be achieved through conducting surveys and consultations with energy retailers and peak body groups.
Risks and mitigation	Risk – There is limited existing data of how women may experience disadvantage from rising energy costs and limited ability to ensure policies are targeted to address those inequalities. Mitigation – Collect data on women's experiences of rising energy costs and engagement with relevant Government programs.
Timeframe for achieving	Over the four years of the proposal, collect sufficient gender disaggregated data to determine if the fund targets the intended cohorts, and to identify opportunities to improve access to subsidies for lower-income women.
Progress reporting	Annual reports to the Minister of disaggregated data to illustrate progress findings of the data collection being conducted, including identification of any difficulties and limitations with the data collection.



Appendix A:

Using criteria to determine level of gender analysis required

For the **2023-24 MYEFO process**, all New Policy Proposals (NPPs) that meet one or more of the five criteria below require a Gender Impact Assessment.

The five criteria can be considered by policy makers in any order.

Each agency is responsible for self-assessing if a Gender Impact Assessment is required. The criteria apply to revenue, savings and expenditure proposals.

1. GENDER EQUALITY: The proposal has a significant positive or negative impact on gender equality

To understand whether the proposal has a significant positive or negative impact on gender equality, consider if it significantly increases or limits:

- access to resources for one gender compared with others (through income, payments, taxation, superannuation), and/or
- access to opportunities for one gender compared with others (including education, training, work, health programs, leadership, public office).

The proposal would likely have a significant impact on gender equality if it relates to:

- safety from violence including online safety, and/or
- unpaid care or household work, and/or
- attitudes or stereotypes about gender and/or
- addressing gender discrimination or advancing gender equality.

Everyone has the right to live free from gender-based discrimination and be treated with respect. Policy makers have an obligation to ensure policies and programs are not discriminatory, while recognising the unique challenges that people may face across different stages of life based on their gender.

Some proposals may appear to have neutral gender impacts. Agencies must consider whether a proposal has concealed impacts on gender that can inadvertently worsen outcomes for gender equality.

2. COHORTS: The proposal targets cohorts of people who can be typically disadvantaged

The criteria captures proposals that impact or interact with a cohort (or cohorts) of people on the basis that they may have specific needs or experience discrimination, marginalisation, vulnerability and/or disadvantage, and need targeted programs or support. These overlapping characteristics or circumstances often compound the level of gender inequality a person experiences.

Understanding how the intersections between a person's multiple characteristics and circumstances impact their life course is critical for achieving gender equality.

These cohorts, depending on the nature of the proposal, may include but are not limited to:

- First Nations peoples and communities;
- People who are culturally and/or racially diverse
- People who are visa holders, or new residents/citizens
- Young people
- Older people
- People living with disability
- People who identify as LGBTQIA+
- People living in regional or remote areas
- People who experience socio-economic disadvantage.

Impacts on a cohort may include changes in access to programs and services, education and training or employment opportunities.

People from these cohorts may face compounding inequalities where inequalities intersect with gender.

3. WORKFORCE: The proposal relates to a gender segregated industry

The workforce criteria applies where a proposal impacts or interacts with a gender segregated industry (or industries).

An industry is gender segregated where one gender comprises 60 per cent or more of the workforce. This definition is employed by the Workplace Gender Equality Agency.

Australian industries are generally classified according to the [Australian and New Zealand Standard Industrial Classification \(ANZSIC\)](#).

The features of an industry include, but are not limited to:

- Paid work such as full-time, part-time and casual employees, apprenticeships and traineeships;
- Unpaid work such as volunteering, internships and work experience placements;
- Pathways to employment including education and training; and
- Government actors, companies, organisations, industry bodies, education and training organisations.

Impacts to an industry may include a policy, funding, legislation, program or service, which affects changes to wages, types of work, programs and services, education, training, qualifications, standards, or number of employment opportunities.

4. PARTNERSHIP: The proposal establishes a National Partnership Agreement (or like agreement)

The partnership criteria covers proposals that establish a Federation Funding Agreement, National Agreement, Intergovernmental Agreement or like agreement.

This includes proposals that agree to establish a negotiating mandate to enter into an agreement in the future, and bespoke funding arrangement with governments.

The criteria does not apply to grants or procurement.

5. VALUE: The total value of the proposal is \$250 million or more over the forward estimates

The value criteria includes expenditure, savings, revenue, and balance sheet proposals with financial impacts of \$250 million or more over the forward estimates or the duration of the proposal.

If the financial implications of the proposal are concentrated beyond the forward estimates, and the proposal has an impact of over \$250 million, a comprehensive gender analysis can also be considered to ensure decision makers are fully informed about the gender equality impacts.

For example, this includes where there are material changes in costs beyond the forward estimates, or the policy commences later in, or beyond, the forward estimates.

Financial impacts of proposals include changes to underlying cash balance, fiscal balance, headline cash balance, gross debt, net debt or net worth.

Where there are alternative cost options, the value criteria applies if one of the options meets the value threshold.

Appendix B:

Useful links and data sources

Contact the relevant areas of the departments or agencies, to identify and analyse this data and determine its relevance to each policy item. Highly disaggregated data can be sensitive. When collecting and analysing data, it is important to protect the privacy of information collected from individuals and organisations. Refer to the the following resources for more guidance:

- [The Australian Privacy Principles](#) (or APPs), which govern standards, rights and obligations around the collection, use and disclosure of personal information; an organisation or agency's governance and accountability; integrity and correction of personal information; and the rights of individuals to access their personal information.
- [ABS Data confidentiality guide](#), which provide more information on confidentiality techniques and confidentialising data.

Data source	Description
Women's Budget Statement 23-34	The Women's Budget Statement is available on the Treasury Budget Website and provides a summary and analysis of the key initiatives relating to women and gender equality.
Cabinet Handbook (15th edition)	Processes in the Cabinet Handbook give effect to the Government's commitment to gender equality by elevating consideration of gender equality in policy design and decision making through gender responsive budgeting.
Australian Government Data	Includes data on benefit and payment recipient demographics, taxation data 2020-21 and more. Searches can be conducted by department.
Australian Institute of Health and Welfare (AIHW): Research and data	Various publications including on differences including distinct health and welfare needs and concerns related to their gender and biological sex men and women .
Australian Institute of Family Studies (AIFS): Research	Various publications, research, as well as facts and figures relating to family, including on early childhood education and care, Child Care Subsidy and young people.
Workplace Gender Equality Agency (WGEA) data products including the Data Explorer	WGEA data is from non-public sector employers with 100 or more employees. Organisations report annually on six gender equality indicators including gender composition of the workforce and governing bodies, equal remuneration between men and women, availability of flexible working arrangements, and prevention of sexual harassment and discrimination.

Data source	Description
ATO taxation statistics	Summary statistics as well as detailed data from tax returns. Individual classifications by sex include average and median income, net tax and superannuation account balance.
Household, Income and Labour Dynamics in Australia (HILDA) Survey	A longitudinal study of Australian households that collects a broad range of information. Provides valuable insight into labour market and economic outcomes, family dynamics and gender roles.
National Community Attitudes towards Violence Against Women Survey (NCAS)	A national population survey of Australians' understanding of violence against women, their attitudes towards it, what influences their attitudes, and if there has been a change over time. It also gauges attitudes to gender equality and people's preparedness to intervene when witnessing violence or disrespect towards women.
Australia's National Research Organisation for Women's Safety (ANROWS)	Research and resources concerning violence against women and their children, and its impacts across Australia's economy, community, people's health and wellbeing.

Australian Bureau of Statistics (ABS)

Data source	Description
Gender Indicators	Provides a summary of existing sex disaggregated data in six domains: economic security; education; health; work and family balance; safety and justice; democracy, governance and citizenship.
Personal Safety Survey	Collects information from men and women aged 18 years and over about the nature and extent of violence experienced since the age of 15 (Last conducted in 2016).
Labour Force	Provides employment and unemployment numbers, hours worked, and participation and unemployment rates by sex. Employment numbers included by full-time or part-time.
Labour Force	Provides detailed monthly and quarterly labour force survey data by sex, but includes other characteristics such as marital status, age, location (capital city or state), country of birth, hours worked and duration of job search.
Average Weekly Earnings	Provides average weekly earnings by characteristics such as sex, sector, industry, and state/territory.
Employee Earnings and Hours	Provides detailed statistics on the composition and distribution of employee earnings, hours paid for and the methods used to set employees' pay. Data disaggregation for various groups of employees including by sex, industry, occupation and pay setting method is available.
Time Use	Measures and compares the volume of paid and unpaid work (including caregiving responsibilities) by sex and other characteristics.
Census	Allows for cross-classification of sex with a broad range of characteristics such as children, social marital status, Indigeneity, language spoken at home, relationship in household and unpaid care and work. Important source of geographically disaggregated data.
Socio-Economic Indexes for Areas (SEIFA) Australia	Ranks areas according to their relative socio-economic advantage and disadvantage using Census data.

Glossary

Gender: Gender is a social and cultural concept. It is about social and cultural differences in identity, expression and experience as a man, woman or non-binary person. Non-binary is an umbrella term describing gender identities that are not exclusively male or female ([ABS, Standard for Sex Gender, Variations of Sex Characteristics and Sexual Orientation Variables, 2020](#)).

Gender analysis: The overarching process to assess/consider/investigate how a policy proposal might impact people in different ways based on gender.

Gender Analysis Summary: A short description of the gender analysis in the New Policy Proposal (NPP) and the Cabinet Submission. The Gender Analysis Summary makes the potential gendered impact transparent in the decision making process.

Gender Impact Assessment: A Gender Impact Assessment provides more detail on the gendered impacts and responses, usually drawn from a comprehensive gender analysis. A Gender Impact Assessment ensures that policy makers have detail on gender impacts, as well as any policy responses and commitments to improve gender equality outcomes. A Gender Impact Assessment is required for proposals that meet certain criteria, and is completed using the [Gender Impact Assessment Template](#).

Gender responsive budgeting: Gender responsive budgeting weaves consideration of gender impact through the budget process and is a key way governments can identify and fund measures that close gender gaps and avoid measures that inadvertently exacerbate gender inequality. It helps shine a light on the distributional impacts of government actions so that decision makers can make choices based on the best information available about how potential budget measures support gender equality along with other priorities like boosting economic growth.

Intersectionality: The interconnected nature of different characteristics and circumstances such as race, income, class, disability, sexuality and gender as they apply to a given individual or group. These characteristics and circumstances overlap and create an interdependent system of discrimination or disadvantage. Intersectionality is sometimes applied to acknowledge both the ways in which intersecting identities can lead to the suffering of oppression and discrimination but that can also enrich individual's lives ([UNICEF; scholarship by Crenshaw](#)).

Office for Women (OFW): A division within the Department of the Prime Minister and Cabinet. OFW that works across government to place women and gender equality at the centre of policy and decision making, including through gender responsive budgeting and gender impact analysis.

Sex: A person's sex is based upon their sex characteristics, such as their chromosomes, hormones and reproductive organs. While typically based upon the sex characteristics observed and recorded at birth or infancy, a person's reported sex can change over the course of their lifetime and may differ from their sex recorded at birth ([ABS, Standard for Sex Gender, Variations of Sex Characteristics and Sexual Orientation Variables, 2020](#)).



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