

MÉTIS SPECIFIC GENDER-BASED ANALYSIS FRAMEWORK for HEALTH

*****02-09 DRAFT DISCUSSION DOCUMENT *****

Preamble - The Federal Government is committed to the development and use of Gender-based Analysis (GBA). At present there is no *Métis specific Gender-based Analysis Framework (MSGBAF) for health*. Health Canada's-Bureau of Women's Health and Gender Analysis (BWHGA) is mandated to promote, co-ordinate and evaluate the implementation of a systemic GBA process for the Federal government. The Prairie Women's Health Centre of Excellence (PWHCE) is one of four Centres of Excellence for Women's Health that is funded and overseen by the BWHGA. The PWHCE is working with the BWHGA to develop a culturally relevant Métis specific gender-based analysis framework for health.

The purpose and intent of this project is to draft and develop one option of what a *culturally relevant "Métis specific gender-based analysis framework"* document could look like for consideration and application in Health and other GBA processes. In respect to building upon the expertise and knowledge of previous work done with the Métis, this document is a necessarily timely Health Canada document that is intended to be:

- A draft culturally relevant Métis specific gender-based analysis framework document for health to review and respond to
- A document that will both complement and serve as an addition to the on-going work of the *Bureau of Women's Health and Gender Analysis* in culturally relevant gender-based analysis.
- Incorporated in a planned for *Culturally-relevant Gender-based Analysis Toolkit*
- Most critically (due to the federal governments' commitment timelines) ensures that a Métis specific GBA component is included in Federal Government processes in health and other dialogues;
- Utilized by the Federal Government;
- Widely available for use by not only the Federal government, but also Métis and other organizations, agencies, researchers and individuals, as well as for provincial governments, non-governmental organizations, political and other bodies; and
- A jumping off point to assist Métis peoples participation in moving forward themselves, with a Métis specific GBA process.

Intended Audience - Métis Peoples and Organizations, Federal Government and others

SECTION 1 - INTRODUCTION and METHODOLOGY

A. Introduction - *Definitions, assumptions and underlying understandings for the purpose of this document:*

- **What is Gender- based Analysis (GBA)?**
- **What is a Framework?**
- **Development of a Culturally Relevant Gender- Based Analysis Framework for Health Specific to Métis People in Canada**

What is Gender- Based Analysis?

The Concept - The concept of Gender-based analysis systemically integrates and considers a gender (socially constructed roles and relationships) and sex (biological differences) perspective into the development of policies, programs and legislation, as well as planning and decision-making processes. Gender-based analysis is used to discern, who benefits from policy and who may be disadvantaged.¹ GBA does not advocate or promote one sex over another. GBA is for analyzing consequences for everyone.

Why do GBA? - GBA is done not only because the process is useful for its' intended analytical outcome purpose; but as further background, it is also being done as..."it responds to provisions in legal documents such as the *Canadian Charter of Rights and Freedoms*, the *Federal Plan for Gender Equality*, the *Canadian Human Rights Act* and various international obligations and commitments";² such as the *Beijing Platform for Action* signed at the 1995 United Nations World Conference on Women.

Who does GBA? - According to the Status of Women Canada (SWC), some persons who would do GBA are...individuals who participate in developing policies and projects. "Including gender expertise in the policy process helps policy makers become more gender-aware and encourages them to incorporate that awareness into their work. Most often, people who do GBA are:

¹ Sutherns, Rebecca et al, *Final Summary Report; Rural, Remote and Northern Women's Health: Policy and Research Directions*; Centres of Excellence for Women's Health (2004) A5

² Web-site: Status of Women Canada- Publication - *An Integrated Approach to Gender-based Analysis*; What is GBA? (2004)

- Involved in the planning and design of governmental and non-governmental interventions.
- Involved in the administration or implementation of governmental or non-governmental interventions.
- Participating in governmental or non-governmental interventions.
- Involved in developing policy or in research that guides governmental and non-governmental interventions." ³

How is GBA done?

Basic premise and components - A basic premise of GBA is that it is evidence-based; and is informed by data and other information gathered from research and consultation. As such, GBA occurs through the use of numerous different components such as data, determinants, indicators, guidelines and other types of criteria that may be considered on their own or be included in a framework, indicator, or other type of document and or analytical tool.

GBA and Health - GBA helps to identify and clarify the differences between women and men, boys and girls, and demonstrates how these differences affect health status, access to, and interaction with, the health care system. ⁴

GBA recognizes that gender is one of the determinants of health, interacting with other determinants in the complex web of health influences. GBA takes the differences between and among women and men into consideration. Good gender-based analysis also takes into account and honours the diversity, differing abilities, culture, economics, geographic location, and experiences of social exclusion / inclusion, as well as the effects of racism or colonialism. GBA also recognizes the differences in roles and health issues based on sexual orientation and for trans-gendered, two-spirit and other people. ⁵

As per Health Canada: "GBA is consistent with Health Canada's Population Health Approach which aims to reduce health inequities by looking at and acting upon factors that influence health. These factors, also known as the determinants of Health include:

³ *ibid.*

⁴ Web-site: Health Canada - Healthy Living - Gender-based Analysis (March 2003) 1

- gender
- income and social factors
- social support networks
- education
- employment
- working and living conditions
- physical and social environments
- personal health practices
- coping skills
- healthy child development
- health services
- biology and genetic endowment; and
- culture " ⁶

Framework Document Background

Definition of the term "Framework" - For the purposes of this document a "framework" is an organized and structured outline of underlying basic background information required to be known and considered in an analysis process.

Development of this *draft* culturally relevant Métis specific Gender-based Analysis

Framework for Health document - The purpose of this framework document is to provide *an overview of cultural, historical and current issues* specific to Métis people in Canada. It is anticipated that this is one component of the type of information needed, considered and included in a gender-based analysis process. This document was written on the premise that culturally relevant gender-based analysis can only transpire from a knowledge basis. As such, for analysis to be Métis specific and culturally relevant, the historical and cultural background makeup of "*whom the Métis people in Canada are*" along with consideration of current issues; is the basic underlying *framework of information* required to be known and considered in any gender-based analysis. This framework document is written with a further focus on health. As well, while clearly respecting that *GBA* does not advocate or promote one sex over another

⁵ Web-site: Prairie Women's Health Centre of Excellence (PWHCE), *Gender and Health Planning*; Report;1

⁶ *supra* at 4

and is for analyzing consequences for everyone; this document does include *some emphasis of considerations specific to and by Métis women*. This has been done for the sole purpose of recognizing, respecting, building upon and or giving a voice to some of the work that *Métis women* have previously done on issues related to this document's content.

Why Develop a Métis Specific GBA Framework- Considerations

Although, the concept of gender-based analysis (GBA) is still fairly new to some parts of the Aboriginal community, in fact, a number of women and agencies have been discussing and writing about GBA that is relevant to them for many years. Therefore, it is important that this project respect and build upon the expertise and knowledge already shared by Métis and other Aboriginal women including the culturally relevant GBA frameworks already developed in conjunction with Inuit and First Nations women, respectively.⁷

Métis Women - Métis women are part of a unique cultural and political dynamic that cannot be compared to or included with those of First Nations and Inuit women. A number of Métis women and the organizations and agencies that they work with have been striving to establish Métis women specific agendas and criteria in various political arenas. These calls for recognition have taken numerous forms and include experiences, expertise, knowledge, concerns and suggestions for change that will be essential for consideration in a framework that is both culturally relevant and gender specific to Métis.⁸

Over time, Métis women have repeatedly requested and recommended that they be able to participate and be consulted concerning Métis women specific Federal and Provincial Government policy matters. As Canadians, Métis women and all Métis people are included in other Federal government GBA processes involving the general population of Canada; but there will not be any Métis specific analysis and or considerations, unless a culturally relevant Métis specific GBA framework is developed.

⁷ PWHCE

⁸ *ibid.*

This project, is such an opportunity, as it responds to the former requests and recommendations by Métis women to be consulted and included. As participants in this process, Métis women will be able to participate in the development of one option of a culturally relevant Métis specific GBA framework for health that will potentially influence and impact Federal government policy and other processes.

B. Project Methodology

1. Literature Review of:
 - Existing culturally relevant gender-based analysis documents developed *for and by* Aboriginal (Métis, Inuit and First Nations) persons in Canada.
 - Current and recent documents discussing Métis women's specific health, social and political concerns.
2. Writing of draft framework document
3. Multi-method Community Review Process with Métis grassroots community and political agencies to review and comment on the draft document via:
 - Web based invitation
 - Public Service announcements, flyers and posters advising women in rural communities of the draft framework document; and providing information for contact (toll free phone number, e-mail address and web-site location)
 - Postings through various women's health list servers and the Canadian Women's Health Network
 - Written invitations and solicited replies from established Métis organizations and agencies in Ontario, Manitoba, Saskatchewan, Alberta and British Columbia.
 - In-person meetings in two sites (Prince Albert and Winnipeg) to bring women together to review the responses from the larger community review and provide further responses and input.
4. Completion of the draft framework document, post and in consideration of, the input and responses from the community review process.
5. Dissemination of the completed framework document to:
 - All participating individuals, organizations and agencies
 - Posted on-line at the PWHCE web-site; and
 - Offered for on-line posting to others