

# **BRIEF TO INCOMING MINISTER**

*HE WHAKAMÖHIOTANGA KI TE  
MINITA HOU*

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## INTRODUCTION:

### WOMEN'S WELLBEING AND NEW ZEALAND'S FUTURE

#### The status of women in New Zealand

The key external influence on the work of the Ministry of Women's Affairs (MWA) is the status of women in New Zealand. The Ministry's Statement of Intent (2002) sets out how it addresses this in its work.

Major issues concerning women's status and wellbeing continue to need government's attention. These issues are detailed in the following sections. Overall, women are finding it increasingly difficult to achieve and sustain economic autonomy, while meeting society's expectations that they carry the major responsibility for unpaid work.

In the Māori and Pacific populations, a younger age structure, broader family responsibilities, concentration in lower paid work and a higher level of community work are placing additional stresses on women in these groups.

#### *Women's wellbeing is central to sustainable economic growth*

These issues are central to New Zealand's ability to achieve sustainable economic growth. New Zealand's success, prosperity and wellbeing will be assured only when women are able to participate fully, freely and actively in social, political, economic and cultural life. For this to occur, women need to be economically autonomous, secure, safe, healthy and treated justly.

#### *Women must be able to achieve work/family/community balance*

Enabling women and men to balance their work, family and community commitments and responsibilities is crucial if New Zealand is to offset the impacts of population ageing and sustain a viable economy and society. The 'baby-blip' generation (born since 1980) must be cared for, educated, and in turn enabled to combine reproduction, unpaid and paid work, and community contributions.

#### *Integrated policies are essential*

To achieve these results, integrated policies that improve all women's equity and opportunities to achieve balanced lives are essential. This is not well recognised across all government agencies. Government needs to send a strong signal that this is a major goal of economic and social policy, and that a cross government approach is essential to reach it.

#### *Māori women have a unique role*

Māori women's unique role in whānau, hapū and iwi needs proper recognition by government, to ensure that government policy enables Māori women to achieve their aspirations while contributing to New Zealand society and economy. It is essential that durable relationships across government are formed with Māori women, to ensure that the leadership contributions of Māori women are valued, visible, recognised and incorporated into all government decisions.

### ***Uptake of gender analysis is slow***

MWA has developed robust tools to enable government departments to analyse their own policy advice in terms of gender. Uptake of gender analysis is slow. The key factor now is to ensure that the gatekeepers and monitors of the Cabinet process and of departmental capability and performance (Cabinet Office, Department of the Prime Minister and Cabinet, State Services Commission and Treasury) recognise the need for gender analysis and clearly encourage and maintain departments' capability to undertake it. Without this commitment on their part, MWA's work under its mandate from government is impeded.

### ***The Women's Strategy will form the basis for an integrated policy approach***

With advice initiated by the Ministry, successive governments have addressed many aspects of issues affecting women's lives, such as universal superannuation, childcare, paid parental leave, domestic violence, matrimonial and de facto property relationships, and cervical screening.

The Women's Strategy, which the Ministry is currently preparing, will form the basis for government to engage across departmental interests, in order to address the critical issues for women, which are integral to New Zealand's achievement of sustainable economic growth. Consultation on the Strategy will provide an opportunity for government to engage with communities on these issues, and to agree on an effective Strategy by June 2003.

### **How the Ministry of Women's Affairs does its work**

The Ministry is the government's primary provider of gender-specific advice, as it applies to all women and to Māori women as tangata whenua. In this role, it ensures that government has an understanding of the systemic and structural barriers to women's full participation in society, provides advice to help address these, provides tools to ensure that government's decision-making is informed by gender analysis, and promotes opportunities to enhance current levels of participation. The Ministry does this in the following six ways:

- It develops data, tools and advice to enable all government departments to undertake rigorous gender and ethnicity analysis that considers the nature and reality of women's lives, e.g. through providing gender analysis tools and training materials, and monitoring their use (see Section 1).
- It leads policy development that removes systemic and structural inequalities for women and that ultimately transforms the way society operates. This involves advice on new frameworks and systems that reflect the reality of women's lives, e.g. the roles and responsibilities of Māori women, and work/family/ community balance (see Sections 2 and 3).
- It provides advice to the Minister of Women's Affairs and other departments on particular aspects of public policy where the Ministry has identified critical issues for improving outcomes for women, and where it has specific expertise, e.g. on adequate lifetime earnings, childcare provision and access, education and employment, access to justice, protection from violence, and wellbeing throughout life (see Sections 4 and 5).
- It facilitates access by community groups of women to government processes and services (see Section 6).

- It provides a Nominations Service to government to promote the participation of women in decision-making roles (see Section 7).
- It provides advice on implementing and complying with New Zealand's commitments to international conventions and obligations affecting women (see Section 8).

The Ministry uses analytical, influencing and relationship management skills and partnerships at all levels in the government policy-making process, and with key women's non-governmental organisations (NGOs), Māori women, iwi, Pacific women and other groups of women in the community, to inform its advice and to facilitate access to government processes and services by these groups.

The Ministry adopts the following influencing strategies to progress outcomes for women, in line with government's and women's expectations and New Zealand's international obligations:

- Maximising opportunities that arise across government for improving outcomes for women, Māori women and Pacific women
- Encouraging other agencies to ensure that issues for women are fully considered in their advice, through using gender and ethnicity analysis as a tool for quality policy advice
- Creating opportunities to obtain improved data collection and research that is disaggregated by gender and ethnicity, through alliances with other agencies and organisations
- Building external partnerships and alliances to manage within the political environment, and with governmental and non-governmental organisations
- Participating in international fora relating to women, co-ordinating New Zealand's international reporting obligations, and using international obligations and human rights instruments to inform domestic policy advice
- Seeking improved monitoring and evaluation of government's outcomes for women.

### **Key opportunities to improve outcomes for women**

Sections 1 to 8 of this briefing set out key opportunities to improve outcomes for women. A summary of these opportunities follows.

#### ***Developing the Women's Strategy***

The Ministry has, over the years, addressed many policy issues that have had a positive impact on women's lives. However, many structural and systemic barriers for women, particularly those groups of women suffering the most disadvantage, still exist.

Development of the Women's Strategy provides the opportunity to develop a cross government strategic response to addressing issues for all women, by:

- Building trust through engagement, recognition and action in 'on the ground' relationships with diverse groups of women and their organisations
- Developing a government wide response that focuses on identifying critical policy outcomes which can be facilitated and addressed by government in partnership with the community
- Focusing policy responses on the results that women, as citizens, and governments want to see in terms of outcomes and services

- Providing the basis for coordinated cross government agreement to actively pursue cross-cutting objectives that address complex social problems and have tangible benefits for women.

### ***Further integration of gender analysis in public policy***

MWA will continue to report on the quality of gender analysis undertaken and in discussions with chief executives. The State Services Commission (SSC) has a role in monitoring departments' capability and performance in carrying out gender analysis, which needs to be developed. Other opportunities to improve the quality of gender analysis are through:

- Promoting and evaluating the effectiveness of gender implications statements (GIS)
- Enhancing relationships with other departments
- Enhancing relationships with Cabinet Office and officials' committees
- Improving the efficacy of compliance statements
- Improving accountability for the integration of gender analysis across government.

### ***Social Statistics Programme***

The results of the Time Use Survey have been used in developing policy and programming planning. It is expected that in the near future the results of the survey will be used extensively to develop new policy initiatives.

The Ministry considers that developing a measure for the value of unpaid work to the economy is an important step in improving outcomes for women. Issues that the Ministry and Statistics New Zealand are discussing, or will discuss in the future, include:

- The current Social Survey Strategy, which will include discussions on the frequency of a Time Use Survey
- Determining the most appropriate valuation method for unpaid work, which is a critical factor in comparing the value of unpaid and paid work over time
- Developing and publishing a Household Satellite Account and, at a later date, a Satellite Account for non-profit institutions serving households (NPISH).

### ***Māori women's priorities***

The Māori Women's Welfare League (MWWL) has raised issues about the status of Māori women within the Ministry and across government institutions, especially whether it could better reflect a partnership model. Recent staff changes have provided an opportunity for the Ministry to further investigate, in consultation with MWWL, how the organisational structure, processes and work programme of the Ministry can address the issues raised by MWWL. This work will also provide the opportunity for further developing and maintaining enduring relationships with Māori women.

Other opportunities include:

- Developing a government wide response to improve outcomes for Māori women, based on Māori women's priorities, through the Women's Strategy now under development

- Developing accountability mechanisms based on Māori women's priorities through the SSC capability and performance system currently being rolled out
- Engaging with Māori women to:
  - ♦ develop a national action plan that addresses Māori women's priorities for leadership, safety and wellbeing, and economic autonomy
  - ♦ facilitate, in consultation with financial institutions, the inclusion of Māori women in regional, national and international business development opportunities
  - ♦ develop Māori-focused indicators for measuring progress toward social and economic sustainability for Māori women
- Developing a research strategy to investigate critical inequalities for Māori women, with Te Puni Kōkiri, to enable the development of a strategy which addresses the barriers to participation in society
- Providing policy advice and solutions to government that address the underlying causes of systemic and structural inequalities which impede Māori women's innovation, enterprise and success
- Working alongside the Ministry of Foreign Affairs and Trade to ensure that the views of Māori women, as tangata whenua, are represented at meetings dealing with New Zealand's international obligations and conventions which impact on women (see Section 8)
- Working with key capacity building agencies to support the strengthening of Māori women's social and economic capacity to enable Māori women, their whānau, hapū and iwi to develop indigenous responses to all forms of violence, as appropriate for local conditions and needs
- Working with the Ministry of Economic Development (MED) to identify Māori women's regional economic development priorities.

### ***Pacific women***

- Continuing to work collaboratively with other departments to progress the issues which Pacific women have raised, including access to health, education, adequate housing, employment, welfare and economic development
- Continuing to monitor departments' progress in addressing issues for Pacific women, in their reporting on Pacific Capacity Building
- Providing advice on the structural barriers, policy options and processes for monitoring progress for Pacific women
- Through the Women's Strategy, providing a framework to specifically identify priorities for Pacific women, and processes to ensure this collaboration is developed effectively.

### ***Economic autonomy***

- Developing policy options on measures to address equal pay for work of equal value with the Department of Labour and State Services Commission, in consultation with other departments and women stakeholders
- Working with the Ministry of Social Development to ensure a radical rethink of family policy, whereby gender issues for women are addressed, including issues for spouses, sole parents and work, debt, and older women
- Taking part in the review of paid parental leave to ensure that issues of equity for all groups of women are addressed
- Continuing to work with the Department of Labour on policy responses to the gender pay gap

- Providing advice on work/family/community balance which acknowledges paid and unpaid work, and encouraging other departments to consider the implications of women's unpaid work for policy development
- Leading, in consultation with the Department of Labour, Treasury, and women stakeholders, the development of policies to reduce structural discrimination against women employees with caregiving responsibilities
- Providing advice on tertiary education and training for women, including the impact of student loans on women, and the incorporation of a gender perspective in implementation of the Tertiary Education Strategy, with a focus on Māori and Pacific women.

### ***Safety and justice***

- Supporting the implementation of Te Rito, the Family Violence Prevention Strategy
- Ensuring that the General Violence Strategy (GVS) consultation process provides for the inclusion of whānau, hapū and iwi perspectives
- Ensuring that at all stages of development, the GVS takes into account the principles, change strategies and measures of progress to provide greater access to justice for Māori women
- Keeping a watching brief over the development of a Women Gender Related Need (WoGRN) assessment tool, as part of the Department of Corrections' Integrated Offender Management assessment process and the specific issues for women which arise
- Working with the Law Commission to ensure that Access to Justice recommendations from MWA are included in their current review of access to justice
- Working with the Ministry of Justice on the Care of Children Bill to ensure that the interests of women are adequately reflected.

### ***Housing***

- Outstanding issues in relation to housing will be highlighted in the Women's Strategy.

### ***Disability***

- Providing advice on the participation of women with disabilities to improve their quality of life
- Providing advice on the development of policies that value family, whānau and people providing on-going support
- Providing advice across government sectors, in collaboration with non-government organisations, on policy that promotes participation of women with disabilities.

### ***Positive ageing***

- Providing advice on policy that addresses income inequities for older women
- Providing advice on transport policy that is affordable and accessible for older women
- Providing advice on employment policy that directly affects older women
- Promoting positive attitudes to ageing and older women.

## ***Health***

- Providing advice to the review of the Ministry of Health's New Zealand Health Strategy Toolkits
- Providing advice on health issues for Māori and Pacific women
- Continuing to monitor the implementation of health strategies to ensure women's access to health and community services
- Providing advice on health workforce issues, including those relating to caregivers.

## ***Communications***

- Recording women's views and highlighting the opportunities they raise to improve outcomes for women in New Zealand
- Actively using the interactive facility of the internet for discussion and consultation with women on policy options
- Developing improved access to Ministry publications by people with disabilities

## ***Nominations Service***

- Raising the appointment success rate for nominees, especially through giving the pool of women nominees a higher profile with appointing Ministers and officials
- Increasing the representation of Māori women through profiling Māori women to decision-makers, and providing information, support and mentoring to increase the numbers of Māori women making themselves available for appointment
- Increasing diversity of board members through working with other agencies on mentoring, raising women's profiles, increasing the database with potential nominees for boards and improving the monitoring of board membership, and on improving geographical representation of potential nominees for boards
- Providing information, support and mentoring to encourage more women to make themselves available for appointment
- Liaising with CCMAU on the provision of computer-sourced demographic reports that provide disaggregated data by gender and ethnicity below company sector level and within the database.

## ***Liaison with international bodies***

- Using the views of women set out in the CEDAW Report in the development of the Women's Strategy
- Working towards ratification of ILO Conventions that will enhance outcomes for New Zealand women
- Attending the Commission on the Status of Women in March 2003 to support the tangible implementation of the Beijing *Platform for Action* across UN countries
- Maximising the interests of New Zealand, particularly opportunities for women entrepreneurs, at the APEC Second Ministerial Meeting on Women in September, and the Women's Leaders' Network and Small and Medium Enterprise meetings in August
- Working with Australian indigenous women in the preparation of the second Commonwealth-State Ministers Conference on the Status of Women (MINCO) Indigenous Women's Gathering in 2003
- Having input into the Draft UN Declaration on the Rights of Indigenous People and the UN Permanent Forum on Indigenous Issues.



# 1. FRAMEWORK FOR WOMEN'S PRIORITIES: WHOLE OF GOVERNMENT POLICY DEVELOPMENT

## Development of the Women's Strategy

### *Overview*

In recognition of the important roles women play in our society, Cabinet directed the Ministry of Women's Affairs (MWA), in consultation with other agencies, to develop a Women's Strategy for advancing government's goals<sup>1</sup> for women in a way that addresses the diverse lives of women. As government's primary provider of gender-specific advice, the Ministry develops policy in collaboration with, and with the cooperation of, other government agencies.

Government policies, systems and laws may either reinforce or reduce discrimination and constraints on women's participation in society. While there has been some progress in addressing direct discrimination through human rights, employment and other legislative change, and through voluntary approaches, these interventions have to date been insufficient. Women continue to have their skills in the community, the home and the workplace undervalued. They confront difficulties in accessing services and experience significant risks to their independence, security, safety and health. The situation is not likely to improve until gender inequalities in our society have been recognised, acknowledged and addressed.

The Women's Strategy project seeks to examine critical areas for change, which will enable women to enhance their contribution to achieving higher standards of living and wellbeing for all New Zealanders. Overall, this project takes a 'whole of government' approach to assist with identifying critical areas for change which can be facilitated by government and the community, to ensure that equality for women contributes to progressing an inclusive society and economy for all.

The Ministry is involved in engagement with non-government organisations and a strategic reference group on how to develop a Women's Strategy. Both groups are made up of women with expertise in particular policy areas. This engagement has enabled the Ministry to draw together policy priorities in a draft Women's Strategy which is expected to form the basis of New Zealand-wide consultation with women over the remainder of 2002 and early 2003.

### ***Key opportunities to improve outcomes for women***

The Ministry has, over the years, addressed many policy issues that have had a positive impact on women's lives. However, many structural and systemic barriers for women, particularly those groups of women suffering the most disadvantage, still exist.

The major opportunity which the development of a Women's Strategy provides is the chance to develop a cross government strategic response to addressing issues for all women, by:

- Building trust through engagement, recognition and action in 'on the ground' relationships with the diverse groups of women and their organisations

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<sup>1</sup> These goals are currently equity, opportunity and choice, full and active participation, adequate resources, no discrimination and a society that values the contribution of women.

- Developing a government wide response that focuses on identifying critical policy outcomes which can be facilitated and addressed by government in partnership with the community
- Focusing policy responses on the results that women as citizens and governments want to see in terms of outcomes and services
- Providing the basis for coordinated cross government agreement to actively pursue cross-cutting objectives that address complex social problems and have tangible benefits for women.

## **Further integration of gender analysis in public policy**

### *Overview*

Gender analysis is a process that assesses the differential impact of proposed and/or existing policies, programmes and legislation on women and men. The goal is to integrate a gender perspective into all stages of the policy cycle, starting when issues or problems are identified. Some form of consultation or dialogue which provides a gender perspective is often an essential part of the gender analysis process.

A longstanding strategic focus of the Ministry has been to encourage other departments to include gender analysis in their policy development. Since November 2000, there has been a formal requirement that departments show gender analysis in advice in cabinet submissions to the former Cabinet Committee on Closing the Gaps through a gender implications statement (GIS). From the start of 2002, a GIS has been required for all papers submitted to the Cabinet Committee on Social Equity. To assist departments, the Ministry has run gender analysis training and developed gender analysis training tools, and provides information to analysts on gender analysis, including on the Ministry website.

Despite the Ministry's concerted efforts at promotion of and education about gender analysis, as well as the formal Cabinet Office requirements that departments demonstrate the inclusion of gender analysis in their policy advice, most departments have not engaged with gender analysis. Departments are either not including a GIS in cabinet submissions, or where a GIS is included, it is of poor quality and shows that gender analysis has not been undertaken at the early stages of policy development.

Despite the Ministry's promotion and education efforts there is a clear problem of compliance with the requirements for a GIS.

### *A way forward*

The Ministry has put in place a sound platform for departments to undertake gender analysis through training, information provision and the GIS framework. It is essential that the formal requirements of the GIS be maintained, as this mechanism situates gender analysis as a central part of policy analysis. It is also essential that continuing pressure is put on departments to improve their gender analysis. That pressure needs to be focused strategically in three areas: firstly, in departments, where the submissions are produced; secondly, where gatekeepers control a submission's journey to Cabinet; and thirdly, where central agencies monitor departments' strategy, capability and performance.

### Departments

The Ministry has invested considerable resources in developing gender analysis training and information packages for analysts in other departments. Those now need to be built on through continuing communication between the Ministry and other departments.

### Cabinet processes

If submissions are getting through to cabinet with no or inadequate GIS, then officials' committees and Cabinet Office need more advice from the Ministry about what constitutes an acceptable GIS. They also need to be encouraged to send back papers that have an unacceptable GIS.

### Central agencies

The State Services Commission (SSC) is in the process of rolling out a new approach to their role with other central agencies in monitoring the strategy, capability and performance of departments. They have a critical role in encouraging departments to address their capability and performance in gender analysis as part of high quality policy advice to government.

### ***Key opportunities to improve outcomes for women***

The Ministry will continue to report on the quality of gender analysis undertaken and in discussions with chief executives. SSC has a role in monitoring departments' capability and performance in carrying out gender analysis, which needs to be developed. Other opportunities to improve the quality of gender analysis are through:

- Promoting and evaluating the effectiveness of gender implications statements (GIS)

MWA will promote the need for GIS in Cabinet submissions, evaluate their effectiveness, and report to Cabinet on the evaluation results.

- Enhancing relationships with other departments

MWA will focus on its relationships with departments where gender analysis has the greatest value and will provide feedback through the interdepartmental process.

- Enhancing relationships with Cabinet Office and officials' committees

MWA will assist in determining a minimum standard for GIS, and encourage the inclusion of GA and GIS in submissions to other Cabinet committees.

- Improving the efficacy of compliance statements

MWA will work with central agencies and departments that oversee implications statements to identify how the quality of GIS could be improved, and how the burden of compliance on departments can be managed.

- Improving accountability for the integration of gender analysis across government

The Women's Strategy will define key priority areas for government to achieve improved outcomes for women, to guide decisions about where MWA and other departments can best put their efforts, and will address accountability for the integration of GA across government.

## **Social Statistics Programme**

### *Overview*

High quality statistical information is crucial to effective policy development. MWA is concerned to ensure that the development, interpretation and dissemination of gendered statistics reflect the complexities of women's lives, including Māori, Pacific and Asian women's lives.

The statistical needs of social policy development have been recognised by government. A Social Statistics Programme, led by Statistics New Zealand, has been set up to define the broad content and structure of social statistics over the next ten years. The steps being undertaken to achieve this are:

- determination of the core social statistics that are needed in New Zealand
- examination of what is currently produced
- identification of the gaps between what is needed and what exists
- determination of the best way of filling these gaps
- specification of this as a programme for social statistics over the next ten years
- costing of the programme.

The project has used as broad guidelines the topic domains of the Social Report 2001 and the Information Knowledge Base (IKB) categories. Planning includes a programme of surveys both frequent and infrequent, changes to existing surveys, institution of possible new surveys, amendments to existing administrative collections and identification of possible data integration exercises.

This project has direct implications for women because of the need for good quality information on the situation of women across all policy areas. Links across subject areas are of particular importance to women, for example between paid and unpaid work. With gender identified as a key classifying variable right through the information needs, the final social statistics programme will allow ongoing comparison of the situation of women and men of different ethnicities in New Zealand.

It is important to note that the project is focussed on quantitative statistical needs. Needs for qualitative social information will be noted and may be referred to the Social Policy Evaluation and Research Committee.

### **Social Policy Evaluation and Research Committee (SPEaR)**

The role of SPEaR is to oversee the government's purchase of social policy research and evaluation, in particular:

- identification and dissemination of key social policy knowledge needs
- development of research and evaluation agendas to meet identified social policy knowledge gaps
- assurance of quality and relevance of government-purchased social policy research and evaluation

- integration of research and evaluation information into evidence based policy development.

MWA attends regular meetings of SPEaR, addressing the need for gender issues to be reflected in government funded research and evaluation. MWA also benefits from its attendance through the awareness it gains of cross-government research and evaluation agendas.

### Valuing unpaid work

Unpaid activities carried out by the household sector are excluded from most conventional economic statistics. As a consequence, unpaid work is perceived as having little value to the economy, and less value than paid work. This is seen as a significant barrier for improving outcomes for women. Unpaid work is defined as non-market production, and is therefore excluded from the System of National Accounts (SNA), whereas the same work done for pay (for example, household cleaning or childcare) is defined as market production and is included in economic statistics.

To overcome this barrier, the first step is to analyse the hours spent in unpaid work and to track these over time, seeing how individuals balance their time between paid (market) work, various forms of unpaid work, and leisure. The next step is to value unpaid work. This recognises that household work has a value and makes visible what has previously been hidden. The estimated value of all unpaid work is approximately \$40 billion, equivalent to 40 percent of Gross Domestic Product (GDP). Of this, women contribute approximately \$25 billion, equivalent to 25 percent of GDP, to the New Zealand economy in productive unpaid work.<sup>2</sup>

### Time Use Survey

In 1997 MWA commissioned and worked closely with Statistics New Zealand to conduct a Time Use Survey. In May 2001, MWA and Statistics New Zealand jointly published *Around the Clock*. A further report, *Measuring Unpaid Work in New Zealand 1999*,<sup>3</sup> followed.

The results paint a picture of the various activities that men and women spend time on, the characteristics of people participating in different types of voluntary work and the location of people at different times of the day and week. The results provide high quality and high value information for policy advice across all areas. In particular, for the first time, they have enabled women's and men's differing combinations of paid and unpaid work to be quantified.

### Developing new Satellite Accounts for the household and non-profit sectors

The 1993 System of National Accounts (SNA) recognised the importance of household production and supported the development of supplementary or satellite accounts to provide a more comprehensive picture of economic production. The purpose of such satellite accounts is to provide an overall picture of the productive activities of households and to give these an economic value. They improve the analytical capacity of national accounting for selected areas of social concern, without overburdening or changing the central national account system.

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<sup>2</sup> Statistics NZ (2001) *Measuring Unpaid Work in New Zealand 1999*, Statistics NZ.

<sup>3</sup> Op.cit.

The SNA framework is as follows:

- The household sector includes the production of goods and services organised and managed by the households
- The 'non-profit institutions serving households' sector (NPISH) includes the production of goods and services organised by the non-profit organisations, such as sports clubs, and where volunteer labour is combined with other inputs to produce a range of non-marketed services.

A Household Satellite Account would provide an overall picture of the productive activities of households and give them an economic value. It would cover about 87 percent of the unpaid work completed by households. The other 13 percent would be included in any NPISH Satellite Account. The Time Use Survey has so far been used to value unpaid work. However, full satellite accounts for the household sector and NPISH have not yet been developed. This would require household outputs and inputs to be valued.

To date, the value of only one input has been estimated, that of labour inputs, derived from the Time Use Survey. To develop new satellite accounts, a new range of data would be required. There are currently no plans to collect this data.

### ***Key opportunities to improve outcomes for women***

The results of the Time Use Survey have been used in developing policy and programming planning. However, further use of Time Use Survey findings is required to produce effective advice on work/family/community balance, for example in relation to social assistance policy.

The Ministry considers that developing a measure for the value of unpaid work to the economy is an important step in improving outcomes for women. Issues that MWA and Statistics New Zealand are discussing, or will discuss in the future, include:

- Further analysis of Time Use Survey and 2001 Census data to encourage other departments to consider the implications of women's unpaid work for policy development
- The current Social Survey Strategy, which will address the frequency of a Time Use Survey
- Determining the most appropriate valuation method for unpaid work. This is a critical factor in comparing the value of unpaid and paid work over time. Statistics New Zealand have based their valuation on the wage of a general housekeeper. However, Australia uses a combination of wages, including general housekeeper, childcare worker, household maintenance and gardener. These produce a higher value for unpaid work
- Developing and publishing a Household Satellite Account and, at a later date, an NPISH Satellite Account.

## 2. MÄORI WOMEN'S PRIORITIES

### Overview

Māori women play a unique role in whānau, hapū and iwi. This role needs recognition by government to ensure that government policy enables Māori women to achieve their aspirations, and fully contribute to New Zealand society and economy.

Māori women have been instrumental in developing and implementing an extensive range of whānau, hapū, iwi and government based social, economic and environmental initiatives that have contributed to building the capacity of Māori communities and a sustainable and just society. These initiatives include:

- Māori Women's Welfare League
- Te Kohanga Reo
- Māori Women's Development Fund
- For Māori by Māori Health and Social Services
- Iwi Authorities, Māori Trust Boards, Urban Māori Authorities
- Women's Refuge
- Māori Education Trust.

The recent Global Entrepreneurship Monitor (GEM) study ranked New Zealanders as among the most entrepreneurial peoples in the world, noting particularly high rates of Māori entrepreneurship.<sup>4</sup> Māori women have already shown innovation and drive in pursuing, developing and controlling their own solutions and strategies to achieve full participation in the government's vision of an innovative New Zealand, capable of sustained social and economic development.

Often these achievements have happened in spite of, rather than because of, New Zealand's economic and social systems and structures. The perpetuation of structural and systemic inequalities, for example in housing, employment, and economic and social development,<sup>5</sup> prevents New Zealand and Māori communities from accessing Māori women's skills, abilities, talents and innovations to the full.

To ensure that the leadership contributions of Māori women are valued, visible, recognised and incorporated into all government decisions, it is essential that durable relationships across government are formed with Māori women. The primary focus of such relationships is to engage with Māori women, as Treaty partners, as tangata whenua and as citizens, in all social, economic and environmental issues that impact on Māori women's lives.

The status of Māori women is often articulated from a disadvantage or deprivation perspective. This approach has its merits when considering the extent to which government has successfully addressed systemic and structural discrimination and inequalities experienced by Māori women. However, the ongoing articulation of Māori women's status from a disparities perspective often leads to a failure to acknowledge and highlight the positive contributions Māori women have made and continue to make in their own communities and within the wider society.

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<sup>4</sup> New Zealand Centre for Innovation and Entrepreneurship (2001) *The Global Entrepreneurship Monitor*, UNITEC.

<sup>5</sup> MWA (2001) *Māori Women: Mapping Inequalities & Pointing Ways Forward*, MWA.

### ***Māori women's priorities***

The Ministry of Women's Affairs is committed to progressing priorities for Māori women. The priorities have been identified through conversing and networking with Māori women through:

- Te Korowai Wāhine, the Ministry's Māori Women's Advisory Group
- various hui with Māori women
- consulting Māori women on the New Zealand Government's Report to the CEDAW Committee
- Mana Wāhine Week, an annual event supported by the Ministry that highlights the achievements of Māori women as role models, in non-governmental organisations (NGOs), government departments and Iwi Authorities
- continuing to profile Māori women in their academic achievements via the Ministry's annual Karahipi Wāhine Māori: Māori Women's Scholarship.

The continual development of these relationships with Māori women at both national and local levels is essential for these priorities to be refined and addressed.

The priorities identified through these processes focus primarily on the status and recognition by government of Māori women as Treaty partners, and on economic, social and cultural advancement for Māori women and their whānau.<sup>6</sup> Specific concerns expressed by Māori women relate to:

- racial discrimination
- inadequate/sub-standard housing
- domestic violence
- employment/unemployment
- health/ill-health
- lack of culturally appropriate education services.

### ***Mana Wāhine analysis***

To ensure that policy advice reflects both women's priorities and Māori women's priorities, the Ministry of Women's Affairs is developing a Kaupapa Māori Framework (Mana Wāhine) to provide a Māori centred approach to analysis that is 'embedded in Māori cultural values'.<sup>7</sup> This framework aims to place Māori at the centre of policy development by approaching policy issues using a Māori cultural framework. The benefits of utilising such a framework are providing policy advice that explores the breadth and depth of issues for Māori women, and ensuring that solutions are Māori centred and reflect Māori women's imperatives.

### **Key opportunities to improve outcomes for Māori women**

The Māori Women's Welfare League (MWWL) has raised issues about the status of Māori women within the Ministry and across government institutions, especially whether it could better reflect a partnership model. Recent staff changes have provided an opportunity for the Ministry to further investigate, in consultation with MWWL, how the organisational structure, processes and work programme of the Ministry can address the issues raised by MWWL.<sup>8</sup>

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<sup>6</sup> CEDAW Report, Māori Women's Welfare League, 5 April 2002, p 5.

<sup>7</sup> G. Smith, P. Fitzsimons and M. Roderick (2001) *Kaupapa Māori*.

<sup>8</sup> CEDAW Report, Māori Women's Welfare League, 5 April 2002, p 5.

This work will also provide the opportunity for further developing and maintaining enduring relationships with Māori women.

Other opportunities include:

- Developing a government wide response to improve outcomes for Māori women, based on Māori women's priorities, through the Women's Strategy now under development
- Developing accountability mechanisms based on Māori women's priorities through the SSC capability and performance system currently being rolled out
- Engaging with Māori women to:
  - ◆ develop a national action plan that addresses Māori women's priorities for leadership, safety and wellbeing, and economic autonomy
  - ◆ facilitate, in consultation with financial institutions, the inclusion of Māori women in regional, national and international business development opportunities
  - ◆ develop Māori-focused indicators for measuring progress toward social and economic sustainability for Māori women
- Developing a research strategy to investigate critical inequalities for Māori women, with Te Puni Kōkiri, to enable the development of a strategy which addresses the barriers to participation in society
- Providing policy advice and solutions to government that address the underlying causes of systemic and structural inequalities that impede Māori women's innovation, enterprise and success
- Working alongside the Ministry of Foreign Affairs and Trade to ensure that the views of Māori women, as tangata whenua, are represented at meetings dealing with New Zealand's international obligations and conventions which impact on women (see Section 8)
- Working with key capacity building agencies to support the strengthening of Māori women's social and economic capacity to enable Māori women, their whānau, hapū and iwi to develop indigenous responses to all forms of violence, as appropriate for local conditions and needs
- Working with the Ministry of Economic Development (MED) to identify Māori women's regional economic development priorities.



### 3. PACIFIC WOMEN

#### Overview

Pressure to take part in the labour market in order to increase family income, as well as fulfilling family and community roles, is one reason for the growth in the number of women in part-time work or holding multiple jobs that provide little security in terms of income or job stability. Pacific women make up a disproportionate number of these women.

Statistics indicate<sup>9</sup> that Pacific women face many barriers to achieving economic autonomy, safety, justice, wellbeing, and a sustainable work/family/community balance. Their rates of labour force participation and employment are lower than the rates for the female population aged 15 and over at every age, but the differences are greatest between the ages of 50 and 64. Similarly, a higher proportion of Pacific women than of all women are unemployed at every age, but especially at ages 50-64.

From 1986 to 1991, Pacific men and women both experienced marked falls in employment, of up to 30 percent. By 2001 employment levels for Pacific women had returned to or exceeded the 1986 levels, but for Pacific men they have remained below 1986 levels for all except those aged 60 plus.

Manufacturing still employs the largest proportion of Pacific women (17 percent, down from 27 percent in 1991). Although the numbers of Pacific women services and sales workers have shown the biggest rise of all occupations since 1991, followed by professionals, Pacific women are still under-represented in the service sector compared with all other women.

The proportions of employed Pacific women working part-time increased from 21 percent in 1991 to 29 percent in 2001, but they are still much lower than the proportions for all women. This may reflect the economic necessity of full-time work for many Pacific women. More than two-thirds (68 percent) of Pacific women received less than \$20,001 in annual income in 2001.

While Pacific women are disproportionately over-represented among those with low or no educational qualifications, they (like Pacific men) have a median income that is less than that for the total population at each qualification level, and this gap gets wider as qualification levels increase.

Pacific women are more likely to be living with children, in larger numbers, than other women are. In 2001, one in three Pacific children were living in families that included four or more dependent children, compared with 16 percent of children overall. Pacific women also carry out an important and often unsupported role in community work.

In 2001, Pacific peoples were:

- More likely (82 percent) to live in a family situation than the New Zealand population as a whole (77 percent)

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<sup>9</sup> The statistics in this section are derived from Statistics NZ (2002) *Pacific Progress: A report on the economic status of Pacific Peoples in New Zealand*, Statistics NZ. The statistics in the report are only partially disaggregated by gender.

- Much more likely (29 percent) to be living as an extended family than the New Zealand population as a whole (7 percent).

The average number of usual occupants for all households in which Pacific people were living in 2001 was 5.4, compared with 3.5 for all New Zealand households.

The continuing high levels of unemployment among Pacific men are likely to be a factor in the high rates of sole parenthood among Pacific women. In 2001, 32 percent of Pacific mothers were sole parents (as were 9 percent of Pacific fathers), and 34 percent of dependent Pacific children were living with one parent. However, 36 percent of the Pacific peoples in one-parent families were living as part of an extended family.

The way 'family' is defined and used in the current policy context does not accord with the Pacific view of family. Consequently particular policies often have negative impacts on Pacific families. The inadequate size of state houses for large families provides a good example of how policies in the housing sector have created a systemic barrier to Pacific women and their families gaining access to better housing. A policy response that accommodates a range of concepts of family would produce positive outcomes and signal a valuing of Pacific bases of family life. It should also be recognised that socio-economic status among Pacific women and men differs by particular Pacific ethnicity and by place of birth.

### **Current policy and work in progress**

The Ministry of Pacific Island Affairs is responsible for reporting to the Social Equity Cabinet Committee<sup>10</sup> on the best way for the government to address disparities for Pacific people. The development and implementation of a Pacific Capacity Building Strategy has been a major focus.

MWA's role has been to encourage all participating departments, including the Ministry of Pacific Island Affairs, to apply gender analysis to: Pacific Capacity Building papers for the Social Equity Cabinet Committee; individual department and sector Pacific Strategies; and evaluations of Pacific Capacity Building initiatives. MWA has raised gender analysis issues at the Ministry of Pacific Island Affairs' interdepartmental Social Equity Pacific Senior Officials Group (SEPSOG) and Pacific Capacity Building Chief Executive Steering Group meetings. The gender analysis issues raised include:

- The need for departments to collect Pacific Capacity Building project participant data disaggregated by gender, and to include this information in their progress reports
- The need for gender analysis to be applied to policy problem definitions in Pacific Capacity Building reports and all Pacific Capacity Building evaluations
- The need for departments to include evidence in their progress reports that their Pacific Capacity Building initiatives are having a positive impact on Pacific women and girls.

The Ministry has also summarised issues raised by Pacific women in various consultation meetings, such as those related to CEDAW (see Section 8). This information is being used to inform the Ministry's work programme.

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<sup>10</sup> Originally the Closing the Gaps Cabinet Committee, it is comprised of the Prime Minister, Deputy Prime Minister, Treasurer and Ministers of Pacific Island Affairs and Māori Affairs.

### **Key opportunities to improve outcomes for Pacific women**

- Continuing to work collaboratively with other departments to progress the issues which Pacific women have raised, including access to health, education, adequate housing, employment, welfare and economic development
- Continuing to monitor departments' progress in addressing issues for Pacific women, in their reporting on Pacific Capacity Building
- Providing advice on the structural barriers, policy options and processes for monitoring progress for Pacific women
- Through the Women's Strategy, providing a framework to specifically identify priorities for Pacific women, and processes to ensure this collaboration is developed effectively.



## 4. ECONOMIC AUTONOMY

### *INCOME, WORK AND FAMILY*

#### Overview

Policies to support women's economic autonomy and wellbeing are crucial to the development of an inclusive, innovative and sustainable economy. Women's role in New Zealand society has changed significantly over the last 50 years. The most notable change is their increased participation in the formal economy. Women are now 47 percent of the workforce and 43 percent of the self-employed.

Census and labour market data show persistent structural inequalities, which reveal the difficulties women are having in achieving economic autonomy, while meeting society's expectations that they will bear children and carry the major responsibility for childcare and other unpaid work. These expectations constrain their availability for employment, their ability to earn income, and their bargaining power in the labour market.

Radical changes have also occurred to relationships and families. For example, in March 2001, one in 10 women (147,855) were sole parents, with 21 percent of Māori women, 16 percent of Pacific women, 9 percent of European women and 8 percent of Asian women being sole parents.

These changes will continue in the future and need to be recognised as a permanent shift. A radical rethink of family policy, as well as income and employment policies, is needed to respond accordingly.

There is a closely woven interrelationship among six key areas of continuing marked difference between women and men in terms of their working life, and women's ability to achieve economic autonomy:

- average annual income and lifetime income
- responsibility for and carrying out of unpaid work, especially the care of children and others
- participation in the labour market
- average hourly and weekly earnings from paid work
- part-time and 'precarious' employment
- occupational differences in which gender segregation is associated with low pay.

#### *Women's incomes*

For many women, personal income provides their only financial support. Women earn their own living, contribute to supporting their household or wider extended family, and in many cases support their children alone.

The median annual income of all women reported by the Census in March 2001 was \$14,500, 58 percent of men's median income of \$24,900. In the previous Census the difference was similar (\$12,600 for women, \$22,000 for men).

By age, the highest female median income was among women aged 45-49. In each of the 5-year age cohorts between 25 and 44, between 4.3 and 6.3 percent of women had no personal income. Only 1-1.4 percent of men were in this situation.

*Table 1 Census 2001: Median annual income by gender and ethnicity*

	All	Māori	Pacific
Women	\$14,500	\$13,200	\$13,000
Men	\$24,000	\$18,600	\$17,800

Personal income is an important measure of economic autonomy both for individual women and for women as a group, regardless of whether they have access to other means of support. Patterns of household income sharing vary between households and between Pakeha, Māori and Pacific communities. It cannot be assumed that a household's or a couple's income or assets are an accurate measure of a woman's access to income to meet her and her children's needs.<sup>11</sup>

Over the 1990s, a fall in real wages and household incomes,<sup>12</sup> together with high male unemployment, have meant that women's personal incomes have become vital to the financial support and wellbeing of New Zealand families and communities. Analyses of income data by gender, ethnicity, age and income quintile showed that although some higher earning older women improved their situation between 1986 and the end of the 1990s, most women did not. An increased share of income went to older, higher earning men, while the share of young people and of Māori, Pacific and Asian men and women fell sharply. Lower earning women of all ages have seen no improvement in real income over 20 years.<sup>13</sup>

There is now a concentration of low incomes among women and children, particularly Māori women and children. In the June quarter 2000, 31 percent of Māori women with children were living in households with equivalised<sup>14</sup> income of below \$20,000.<sup>15</sup> A 1995 study of poverty showed that three-quarters of households with an equivalised income lower than 60 percent of the median were households of women and their children.<sup>16</sup>

### ***Unpaid work***

Women's unpaid work, like their paid work, contributes to families, to communities and to the overall economy.<sup>17</sup> The level of unpaid caring and cultural activities is particularly high among Māori women.<sup>18</sup> Their work in whānau, hapū and iwi is highly valued in their communities.

<sup>11</sup> R. Fleming (1997) *The Common Purse: Income Sharing in New Zealand Families*. Auckland University Press with Bridget Williams Books; see also *Ruka v Department of Social Welfare* [1997] 1 NZLR 154 9CA [*Ruka*].

<sup>12</sup> M. Mowbray (2001) *Distributions and disparity: NZ household incomes*. Ministry of Social Policy; Statistics NZ (1998) K. Johnstone and I. Pool, *New Zealand families: Size, income and labour force participation*, Population Studies Centre, University of Waikato, p.108; D. O'Shea (2000) *The Changes in New Zealand's Income Distribution. Working Paper 00/13*, NZ Treasury [www.treasury.govt.nz](http://www.treasury.govt.nz); Statistics NZ (1998) *Consumer Expenditure Statistics: Part 2: Household income and outlay*, Statistics NZ . [www.stats.govt.nz](http://www.stats.govt.nz)

<sup>13</sup> Mowbray (2001); L. Hill (2000) Globalisation and the effects of a low wage economic strategy on New Zealand women. *Women's Studies Journal* 15(1) pp.65-85; B. Martin (1997) *Income trends among individuals and families, 1976 to 1996*, Population Studies Centre, University of Waikato.

<sup>14</sup> Household income data equivalised to take account of number of people in household.

<sup>15</sup> MWA (2001) p.67.

<sup>16</sup> R. Stevens (1999) Poverty, family finances and social security. In J. Boston (ed.) *Redesigning the Welfare State in NZ*, Oxford University Press.

<sup>17</sup> D.S. Ironmonger (1995) Modelling the Household Economy. In M. Dutta (ed.) *Economics, Econometrics and the LINK: Essays in Honour of Lawrence R. Klein*, Elsevier Science Publishers; cited in M. Waring (1996) *Three Masquerades. Essays on Equality, Work and Human Rights*, Auckland University Press with Bridget Williams Books.

<sup>18</sup> Statistics NZ (2001); Statistics NZ/MWA (2001) *Around the Clock: Findings from the NZ Time Use Survey 1998-99*, Statistics NZ/MWA.

In New Zealand, the time spent on unpaid work as a primary activity in one year equates to 2 million full-time jobs, whereas the time spent on paid work equates to 1.7 million full-time jobs.

On average, women and men put in similar hours of total work. But while 60 percent of men's work time is paid, almost 70 percent of women's work time is unpaid. The Time Use Survey<sup>19</sup> shows that while women have increased their participation in paid work, they have continued to carry the major responsibility for unpaid work as well.

### Childcare

The unpaid work that most impacts on women's participation in paid employment, and consequently on their economic autonomy, is the care of dependent children. Over 41 percent of New Zealand families with dependent children have a youngest child of preschool age (0-4).

The cost of replacement care, combined with low earnings, is a major issue for women, especially sole mothers. The 1998 New Zealand Childcare Survey<sup>20</sup> found that the cost of early childhood education and care, and of care arrangements for school-age children, was the single biggest factor preventing mothers from participating in employment. Of those mothers who reported not participating in employment because of lack of childcare, almost half gave cost as the reason. This factor was more likely to affect mothers who also face other barriers to sustainable employment, including those in lower income families, sole parents, those working less than 20 hours a week, and those with no formal qualifications.

Supportive workplaces and employment conditions are also important. Disruptions or changes in regular care arrangements, for example when a child is ill, affect parents' employment. In the week for which the Childcare Survey asked about care arrangements, a disruption of some kind caused one in 10 families to change their arrangements, in most cases (66 percent) because a child was ill. Mothers were much more likely (45 percent) than fathers (28 percent) to have their employment affected by this disruption.

### Out of school care

Lack of access to out-of-school care also impacts on women's employment. From the Childcare Survey, around half (49 percent) of school age children had care arrangements during the last school holidays. Employed mothers with a school age child were more likely to take time off work during the holidays (30 percent) than were employed fathers (21 percent). The Childcare Survey report concluded that adequate, affordable out-of-school care services were wanted, but unavailable, for approximately 30,000 (6 percent) of 5-13 year olds.

### ***Paid work***

Paid employment is now the key factor affecting women's access to income. Women are now 47 percent of the workforce. The 2001 Census showed that 60 percent of all women aged 15 and over are in the workforce, a rise of 9 percentage points since 1991. Workforce participation is slightly higher than average among Pakeha women and Māori women (both over 61 percent) and a little lower among Pacific women (59 percent), and Asian women (50 percent).

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<sup>19</sup> Statistics NZ (2001); Statistics NZ/MWA (2001).

<sup>20</sup> Department of Labour (1999) *The New Zealand Childcare Survey 1998: A survey of early childhood education and care arrangements for children*, Labour Market Policy Group, DoL.

Women do not yet share equally in the rewards of the labour market. They are over-represented in occupations where pay is low, promotion opportunities few and employment security weak. Women who lack formal qualifications or work experience face a higher risk of unemployment and under-employment. Occupational segregation and pay discrimination affect women with high qualifications as well as those with no or low qualifications.

### Part-time work

For women, a common way of balancing family responsibilities with the need to earn is to work part-time. The 2001 Census showed 37 percent of women employees were working part-time. Women were 72 percent of all part-time workers.

The proportion in part-time employment and the hours of work for Māori women are similar to those for all women. Pacific women have the lowest rate of part-time employment, at 29 percent, and also the lowest average incomes.<sup>21</sup> Since the 1980s, many full-time jobs employing Māori and Pacific women in the clothing and textile industry and in light manufacturing have been lost, and alternative employment has been found in the service sector, often in part-time jobs.<sup>22</sup>

At times over the 1990s, growth in part-time employment has been faster than in full-time employment. Among part-time employees aged 20 to 65, there are very high concentrations of women in very short hours of employment.<sup>23</sup> Many women in part-time jobs would prefer longer hours. In March 2002, 23 percent of women in part-time employment reported wanting longer hours of work. Other women increase their income by taking more than one job. In the year to March 2001, 59 percent of those in multiple jobs were women.<sup>24</sup>

Part-time employment is often seen as offering women flexibility and choice. However, not only do short hours of employment mean low income for women, but hourly rates in part-time employment are on average lower than for full-time employment.<sup>25</sup> A main reason for this may be that part-time jobs are most readily available in low paid, female-dominated service and retail occupations, although the key female professions of teaching and nursing do offer part-time positions at higher rates of pay.

Part-time jobs for women have expanded as retail, hospitality and fast food have become 7-day industries trading longer hours each day. Employment in these industries often demands levels of staff flexibility that do not always match the needs or increase the job security of low paid women employees.<sup>26</sup>

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<sup>21</sup> Census 2001 data.

<sup>22</sup> Ministry of Pacific Island Affairs (1999) *Social and economic report*, MPIA.

<sup>23</sup> Census 2001. Men predominate in employment over 40 hours a week, which may attract penal rates or other wage compensation. In the Time Use Survey women reported an average of 16 hours paid work per week, compared with 29 hours for men.

<sup>24</sup> HLFS data reported in MWA (2001) and HLFS, March 2002.

<sup>25</sup> Census 2001. In June 2001 the average hourly rate for men in part-time work was \$14.88; for women \$13.74, compared with average hourly earnings of \$18.18 for men and \$15.66 for women in fulltime employment (Statistics NZ, 2001).

<sup>26</sup> See A. Else (1996) *False Economy*, Tandem Press.

### Gender pay gap

The gender pay gap has been monitored since the Equal Pay Act was passed in 1972. Progress has been slow, however, with the gap narrowing by just 5 percentage points over the last 17 years. Since 1997, the Income Survey has provided data for Māori and Pacific women. In June 2001, women's average hourly earnings were 84 percent of men's. The average hourly earnings for Māori women were 74 percent, and for Pacific women 70 percent, of the average for all men.

### Occupational segregation

Labour market patterns have remained strongly gendered. Women continue typically to do quite different kinds of work from men. Their employment is concentrated in a narrow range of common occupations for women. Overseas studies show that the higher the proportion of women or of an ethnic minority in an occupation, an industry or a work group, the lower their average earnings.<sup>27</sup>

The 2001 Census showed that a third of all New Zealand female employees worked in the 10 most common occupations for women: sales assistant, general clerk, secretary, registered nurse, primary teacher, cleaner, caregiver, information clerk/receptionist, accounts clerk, and retail manager. The 10 most common occupations for men employed only 21 percent of all male employees (sales assistant, general manager, truck driver, builder/contractor, crop/livestock farmer/worker, labourer, dairy farmer/worker, retail manager, and slaughterer).

A third of all Māori female employees worked in 9 occupations: sales assistant, cleaner, general clerk, care-giver, primary teacher, information clerk/receptionist, social worker, packer, secretary and catering counter assistant. A third of all Pacific female employees worked in 11 occupations: cleaner, sales assistant, general clerk, packer, caregiver, information clerk/receptionist, sewing machinist, catering counter assistant and technical representative (sales). The first four of these jobs employed a quarter of all Pacific women employees. Of the group defined as 'Asian',<sup>28</sup> women, nearly 8 percent were sales assistants. Their other most common jobs were general clerk, sewing machinist, retail manager, registered nurse, accountant, waiter, catering counter assistant, checkout operator, accounts clerk and cleaner. These 10 jobs accounted for 35 percent of Asian female employees.

### Bargaining power

Although half of all union members are women, only around 20 percent of all employees are on collective employment agreements. In many of the most common female occupations, women are in small, isolated workplaces, often work short hours, and are often in close proximity with their employer. These factors make it more difficult for women to bargain collectively to improve their situation, whether through wage increases or 'family friendly' workplace policies.

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<sup>27</sup> B.Pocock and M. Alexander (1999) The price of feminised jobs: New evidence on the gender pay gap in Australia, *Labour & Industry* 10 (2), pp.75-86; D.M. Figart and P. Kahn (1997) *Contesting the market: Pay equity and the politics of economic restructuring*, Wayne State University Press; M.W. McCann (1994) *Rights at work: Pay equity reform and the politics of legal mobilization*, University of Chicago Press.

<sup>28</sup> Includes countries from Afghanistan and Pakistan across to Japan, South East Asia and Indonesia.

Although some women benefit from negotiating an individual agreement, there is international evidence that wage outcomes for women are improved through collective or more centralised wage bargaining and through the adoption of international employment standards.<sup>29</sup> Minimum wage rates, holiday entitlements, domestic and sick leave are policies affecting all employees that can particularly benefit women in lower paying jobs, including Māori and Pacific women.

### Unemployment and underemployment

In the 2001 Census, 8 percent of women reported that they were unemployed, compared with 7 percent of men. Rates were lower for European women (6 percent) and much higher for Māori women (18.5 percent), Pacific women (17.6 percent) and Asian women (13.6 percent).<sup>30</sup>

As well as unemployment, the need for labour market flexibility in a tightly competitive economy may result in short term, 'precarious' employment. In New Zealand, increased casualisation of employment is reported in typical low paid female occupations. International research shows that precarious employment disproportionately affects women, increasing their risk of poverty and downward mobility. Fear of unemployment or precarious employment may also trap women in low paying jobs, including jobs that involve increased workplace risks.<sup>31</sup>

### **Social assistance**

Overall, a higher proportion of women than of men receive income support. Fewer women than men receive income support from a Community Wage, although slightly more women than men described themselves as (fully) 'unemployed' in their Census responses. The Domestic Purposes Benefit provides financial support to those, predominantly women, who are caring for children and/or other dependants, and do not have partners or adequate income from other sources. The Widows Benefit (WB) is also categorised as a Domestic Purposes Benefit (DPB). Low income families also benefit from a range of targeted assistance measures, including family support, family credit and child tax credit.

As Table 2 shows, Māori women are apparently over-represented among DPB and Widows Benefit recipients. This reflects the very different age structure and fertility and mortality patterns of the Māori population. Pacific women are also over-represented to a lesser extent, reflecting a younger population and higher fertility rates than for the population as a whole. The reliance of Māori and Pacific sole mothers on the DPB occurs in the context of the high unemployment and underemployment discussed above.

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<sup>29</sup> J. Rubery (ed.) (1998) *Equal Pay in Europe? Closing the gender wage gap*, ILO/MacMillan; D.M. Figart and P. Kahn (1997) *Contesting the Market: Pay equity and the politics of economic restructuring*, Wayne State University; R. Henderson (2000) A forward looking approach to pay equity. Presentation, NSW Department for Women.

<sup>30</sup> These unemployment rates are higher than the Household Labour Force Survey (HLFS) rates. The difference may be partly due to the international criteria used in the HLFS to define unemployment, which exclude, for example, women who do not register as unemployed because their partner's income excludes them from benefit eligibility, or women who are unavailable for work the following week because they do not have immediate access to childcare.

<sup>31</sup> G. Rodgers (1989) Precarious work in western Europe: The state of the debate. In G. Rodgers and J. Rodgers (eds) *Precarious Jobs in Labour Market Regulation: The growth of atypical employment in Western Europe*, Institute for Labour Studies; R. Spalter-Roth and H. Hartmann (1998) Gauging the consequences for gender relations, pay equity and the public purse. In K.Barker and K.Christensen (eds) *Contingent work: American employment relations in transition*, IRL Press.

*Table 2 Census 2001: Percentages of population groups receiving key types of social assistance by gender and ethnicity*

		NZ Super/ Veterans Pension	Job Seeker	Domestic Purposes	Sickness	Invalids
		%	%	%	%	%
European	Men	15.7	6.1	0.6	1.7	2.4
	Women	19.6	4.9	5.4	1.7	2.2
Māori	Men	5.0	16.6	2.6	3.6	4.3
	Women	5.9	12.7	19.8	3.8	3.8
Pacific	Men	3.5	12.9	2.0	3.6	3.1
	Women	4.5	10.2	12.9	4.1	3.0
Asian	Men	2.3	7.7	0.9	1.6	0.8
	Women	2.9	6.7	3.2	1.8	0.8
Other	Men	1.9	17.7	1.2	4.0	1.7
	Women	3.0	15.3	6.2	3.8	1.7
Total	Men	13.6	7.4	0.9	2.0	2.5
	Women	17.0	5.9	6.7	2.0	2.3

*Note: As people can state multiple ethnicities, percentages are of responses rather than of people in each group.*

### Sole parents

Changes in relationships and family formation have increased the importance for women of the availability of the DPB. With minimal or no private child support being paid by many ex-partners, the majority of sole mothers are reliant on their own earnings and/or the DPB to support their family. At current levels, benefit income and family tax credits are not providing a sustainable level of income for these women and their children. Over the last decade, the most striking trend in the living standards of households with children is the decline for one-parent households. Their real disposable incomes remain below 1988 levels.<sup>32</sup>

Employment statistics highlight the impact of sole parent responsibilities for children on labour force status and hours of employment. Data from the 2001 Census showed that among mothers with at least one child under 5, 29 percent of sole mothers were employed, compared with 52 percent of partnered mothers.

Apart from responsibility for children, two particular difficulties arise in 'making work pay' for women on benefits. The first is low pay. The Ministry of Social Development (MSD) has identified the need for beneficiaries to obtain not merely jobs, but 'sustainable employment'. The pay rate for sustainable employment is considered to be \$11-\$15 an hour. This is above current rates for several typical jobs for women (without taking account of childcare costs).

Secondly, as women on benefits increase their earnings, the benefit, accommodation supplement and other forms of assistance, including deferral of student loan repayments, are abated in a relatively rapid and complex way. This issue is under consideration by MSD.

<sup>32</sup> MSD (1999) *Social Environmental Scan*, IAG Group, June.

### Debt related to social assistance

Women, particularly those who have been receiving the DPB, are accumulating a high level of debt to Work and Income New Zealand, because of the current lack of fit between the criteria for benefit payment and the range of living arrangements and relationships that exist in today's society. MWA's view is that women and children should not be penalised within the benefit system as a result of their relationships with men and the financial support decisions made by those men, or the level of financial support that men are able to provide. Ideally, individual assessment of and entitlement to benefit is the preferred way to address these concerns. Short of this solution, if debt is incurred under criteria for 'a relationship in the nature of marriage', half of the debt should be repaid by each partner in that relationship.

### Spouses of beneficiaries

There is currently a lack of knowledge about: how current social assistance rules constrain the circumstances and opportunities of men and women who are the spouses of the primary recipients of the unemployment, sickness and invalid's benefits and the student allowance. Information is needed on type of benefit involved, family type, caregiving responsibilities (including responsibilities for children and for partners receiving sickness and invalids benefits), and the possibly discriminatory effects of the application to spouses of abatement regimes based on the work expectations of their partner (the primary benefit recipient). One issue of concern is whether assessment of the capacity of spouses of primary benefit recipients to do paid work should be based on their own caring responsibilities, not on the criteria by which their partner is entitled to a benefit.

### Superannuation

The 2001 report *Living Standards of Older New Zealanders: A Summary*<sup>33</sup> highlighted that, although state superannuation might be considered to be currently set at about the right level for most older New Zealanders, 5 percent of its sample population were experiencing quite marked material hardship, and a further 5-10 percent had some difficulties. Factors contributing to being at risk of poor living standards included low lifetime income, no savings, and lack of home ownership, with consequent high accommodation costs. The findings also clearly showed that the material disadvantages experienced by Māori and Pacific peoples extend into old age.

This report did not present any data or analysis by gender, apart from noting that almost three quarters (74 percent) of the 'single' people who made up 53 percent of its study sample were women. Its findings did show some differences related to living standards between single people and couples, apart from the level of state superannuation they received. For example, three quarters of the single respondents had savings and investments worth less than \$37,000, whereas three quarters of partnered respondents had savings and investments worth less than \$100,000. Only 68 percent of single respondents owned their own home, compared with 86 percent of couples.

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<sup>33</sup> D. Fergusson, B. Hong, J. Horwood, J. Jensen & P. Travers (2001) *Living Standards of Older New Zealanders, Te Noho o ngā Kaumātua o Aotearoa*, MSD.

For the generations of women coming into retirement in the next few decades, changes in relationships and family formation, greater reliance by many women and their children on the woman's own income, and unemployment levels affecting lifetime earnings and home ownership - particularly among Māori and Pacific people - mean that the report's finding that 'most older people were doing quite well and had relatively few restrictions and difficulties'<sup>34</sup> cannot be assumed to hold for the future.

Policies that shape patterns of employment, tax revenue, health and housing services and income support will be crucial for the wellbeing of the next and future generations of older women.

### **Current policy and work in progress**

MWA work and policy advice over the next period will include a number of its own projects, as well as consultation and advice on the work of other departments.

#### ***Paid Parental Leave***

From 1 July 2002, employment rights include paid parental leave for 12 weeks, funded from taxation, to a maximum of \$325 a week before tax, available to mothers who have been with one employer for at least 10 hours a week (or 40 hours a month) for a year. This builds on 1987 legislation on unpaid leave for childbearing, which required mothers' jobs to be held open for them for up to 12 months.

This policy is a major advance for women and for families. Paid parental leave helps in providing care for children, maintaining women's incomes at the time of child bearing or adoption, and supporting career continuity.

MWA provided key advice for this policy, along with the Department of Labour (DoL), and will continue to be closely involved in its further development. It has been agreed that DoL will undertake a phased evaluation of the effects and implementation of paid parental leave, with input from MWA. The first phase (after one year) will focus on implementation, including take-up and delivery, collecting information to inform possible extension of eligibility, and implications of any policy extension. (It should be noted that under the current scheme, women who are employed for less than 10 hours a week with any one employer, or have been with their current employer for less than a year, are not eligible. Māori and Pacific women are more likely to be in this situation.) The second phase will focus on impacts of paid parental leave on return to work behaviour, employers and employment relations, health and wellbeing of mothers and children, and gender equity.

#### ***Pay Equity***

On 8 July 2002, *Next Steps Towards Pay Equity* was launched for public comment until 30 November 2002. The aim of this document is to raise awareness and to initiate and inform public discussion on issues around the gender pay gap in general and pay equity in particular. This work builds on analysis by DoL of factors contributing to the gender pay gap, particularly the link between occupational differences and lower average pay for women. It identifies 'equal pay for work of equal value' as a policy gap in the array of actions that might be taken to help reduce the current gender pay gap.

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<sup>34</sup> Fergusson et al. (2001), p.5.

A detailed, fully referenced background paper focusing on equal pay for work of equal value will also be available during the consultation period. MWA will ascertain the views of Māori women on this issue and develop approaches that will ensure positive policy outcomes for Māori. Responses will be summarised for release.

An evaluation of overseas policy approaches to pay equity will also be undertaken. This, together with submissions, and consultations with key stakeholders and groups, will inform work to develop broad policy directions for consideration by government in 2003, and may be followed by further work on more detailed policy options.

This project is being undertaken in consultation with DoL, SSC and other agencies, including the Human Rights Commission and the National Advisory Council on the Employment of Women (NACEW).

DoL and MWA are working together on a complementary programme on pay equity. DoL's programme involves a review of the New Zealand literature and research on policies in a number of other countries, development of a policy framework, and exploration of possible policy options. DoL will look at all factors affecting the current gender pay gap. This will complement MWA's focus on 'equal pay for work of equal value', in response to ILO 100 and CEDAW. The Ministry will also be involved in the wider pay equity policy work.

MWA also plans to undertake work exploring the occupational patterns of women's employment, including policy implications, based on Census data. This will inform further work on women's employment and pay equity, as well as the Framework for Women's Priorities. This will complement work by DoL that will consider theories of skill and occupation categorisation as well as trends in segregation and desegregation of a more econometric nature.

### ***Homecare Workers***

Research on homecare work commissioned by MWA in 1999 showed characteristics of the job that contributed to low pay via the undervaluing of women's traditional skills.<sup>35</sup> Homecare workers provide semi-skilled nursing care and household support for frail elderly people, people awaiting or recovering from operations, and people with long term conditions such as paraplegia or multiple sclerosis. Employed by service providers contracted to the Ministry of Health (MoH), they work in isolation in the patient's home providing personal services. Despite low pay (\$8.40-\$10.77) and short, unstable hours of employment, these women report feeling they have 'no choice' but to meet the needs of their vulnerable patients.

MWA will continue to monitor this area of women's employment, contributing to workforce development policies by MoH.

### ***Equal Employment Opportunity***

MWA will provide advice in this area led by DoL. Equal employment opportunity (EEO) policies and programmes focus on equal access to jobs and promotion for various groups, including women, Māori women, Pacific women, women of other ethnic groups, and disabled women, with the aim of ensuring non-discriminatory treatment. Some EEO programmes encourage family friendly workplaces and aim to reduce any disadvantage to women as a direct result of their family responsibilities.

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<sup>35</sup> J. Burns, M. Dwyer, H. Lambie and J. Lynch (1999) *Homecare Workers: A case study of a female occupation*, MWA.

The State Services Act 1988 requires government departments to report on EEO issues. Consideration is currently being given to whether these requirements might be extended to the wider state sector. The EEO Trust promotes best practice hiring and promotion practices, principally in the private sector. The 2002 Budget raised annual funding for the Trust to \$1.061 million.

In December 2001, amendments to the Human Rights Act 1993 included a new Commissioner to be responsible for equal employment opportunities, including pay equity. This appointment has not yet been made. MWA is involved in discussions on the Commissioner's role and function. The Human Rights Commission is currently developing a National Human Rights Strategy, which is likely to include EEO and pay equity issues. MWA will be working closely with HRC on this.

The Ministry has provided advice on financial support for the EEO Trust, and will be consulted on the National Human Rights Strategy.

### ***Labour Market and Industry Policies***

The Ministry provides inter-departmental advice and advice to the Minister on labour market policies, such as the annual minimum pay review (led by DoL). MWA has an advisor on the National Advisory Council on the Employment of Women (NACEW), a committee administered by DoL. NACEW will be taking a key role in the public discussion of pay equity.

DoL is currently undertaking work on casualisation of employment, including case studies of Māori women. Cross-sectional surveys do not capture statistics on the number of jobs or periods of unemployment that may be experienced. Data from Statistics New Zealand's new Longitudinal and Social Surveys will become available within the next term of government and will provide data on women's labour market situations, particularly casualised employment, that can inform future policies.

DoL is also evaluating the implementation of the Employment Relations Act. In consultation on the development of this project, MWA has emphasised the importance of looking at impacts of changes in the bargaining framework on women in different occupational areas in the labour market, particularly Māori and Pacific women.

MWA is currently working with DoL on how the Employment Strategy adopted in 2000 can better reflect the objective of Valuing the Employment of Women. This Strategy includes policies that can support economic growth by contributing to job growth, as well as aiming to minimise persistent and structural disadvantages for women and to maximise their potential to contribute to a sustainable and inclusive society. Broad programme areas proposed by MWA under 'Valuing the Employment of Women' include:

- recognition of women's skills and abilities
- occupational patterns by gender and ethnicity
- work and family balance for women employees with caregiving responsibilities
- minimum wage and other employment standards
- strengthening the economic capacity of Māori women
- maximising the full potential of Pacific women
- economic growth through women's entrepreneurship.

This work will be reported on to Ministers within the next few months.

The Ministry of Economic Development and Industry New Zealand are funding the textiles, clothing, footwear and carpet sector to develop a sector strategy. This is in response to the progressive removal of tariffs and its impact on employees (predominantly women) in these sectors. MWA has provided advice on these issues and will continue to monitor the impact of changes in this sector on women.

### ***Strategic Plan for Early Childhood Education***

Cabinet has agreed to the publication of a 10-year Strategic Plan for Early Childhood Education (ECE), 'Pathways to the Future: Nga Huarahi Arataki'. The focus on particular groups with current low ECE participation (Māori, Pacific, low income and rural women and their children) aims to benefit these groups. Initial teacher education strategies will support all ECE services to be responsive to Māori children and whānau, and to other children from different ethnic backgrounds, languages and cultures. The Ministry considers that the strategy to improve ECE participation will have a positive impact on the labour force, education and training participation rates of women.

The Strategic Plan includes pay parity for kindergarten teachers and compulsory teacher registration training requirements, which will increase average salaries for this predominately female group. There is also a risk of negative impacts, which could include increased costs, resulting in a reduction in women's participation in the labour force and in education and training, and reduced earnings from work and net incomes after childcare expenses.

MWA is involved in inter-departmental work led by the Ministry of Education on the size and nature of this risk, and how to address it via the childcare subsidy and/or equity based education funding.

### ***Out of School Care***

The 2002 Budget provided for \$36.592 million to go into out of school care over the next four years, with \$29.84 million going directly into Out of School Care and Recreation (OSCAR) services. The government also added an extra \$4.333 million over the next four years to the childcare subsidy, in anticipation of an increase in the use of out of school care by those on low incomes who can access the childcare subsidy.

### ***Social Assistance***

The Ministry provides inter-departmental advice and advice to the Minister in this area led by MSD. MSD's Future Directions work programme has three main strands: income adequacy, work incentives and the simplification of the social assistance system. Proposals have been developed in the area of Family Income Assistance (FIA), aimed at reducing poverty, encouraging employment and contributing to the cost of raising children. Improving access to childcare will form an important part of the work on FIA. In the short term, options are being considered that will enhance the value of FIA, with a medium term focus on improving effectiveness through structural reform.

### ***Domestic Purposes Benefit (DPB)***

Recent directions in social assistance policy development have focused on moving women supported by social assistance, including those caring for dependants, into paid employment.

The MWA takes the view that the raising of children is important, socially productive work, in line with a recent ruling by the High Court on the legislative purpose of the DPB (the Ruka decision - see below).<sup>36</sup>

In February 1999, eligibility changes required DPB recipients whose youngest child was over 7 to seek part-time employment and those whose youngest child was over 14 to seek full-time employment. In a context of falling unemployment, there was a decrease in numbers receiving the DPB and WB.

Evaluation research found that recipients moved from the DPB into paid employment when family circumstances allowed, rather than when children reached a certain age. Circumstances included a complex mix of factors, such as the needs of particular young or teenage children, the mother's needs and skills, local labour market opportunities, the availability and affordability of childcare, contributions towards voluntary work, and beliefs about caring for children and taking part in paid work that vary across the whole population. Despite the increase in sole mothers' participation in the labour market, the policy, systems and delivery framework did not provide the optimal settings for sole parents and older former carers to move into sustainable employment as their parenting responsibilities and individual circumstances allowed.

The Social Security (Working Towards Employment) Bill, which was to have been passed at the end of July, included a new single abatement regime from 26 August 2002 for DPB and WB recipients, independent of age of children.<sup>37</sup> This cannot be implemented until the Bill is enacted. The Bill would also have introduced a Facilitative Case Management Model to assist beneficiaries to move into ongoing employment as their parenting responsibilities and individual circumstances allowed, with recognition and addressing of issues such as availability of and access to suitable and affordable childcare, family responsibilities, financial and housing circumstances, health and personal needs, need for and access to a range of educational and training opportunities, support, realistic expectations, and appropriate agency referral for those affected by domestic violence.

Evaluation of these further policy changes for DPB and WB recipients would be undertaken over the next three years. In addition, the 2002 Budget included a Pathways payment for long-term beneficiaries with children to assist with extra costs in making the transition to paid employment.

### ***Benefit Debt and the Ruka Decision***

In its 1997 judgement in *Ruka v DSW*, the Court of Appeal made it clear that in determining whether a relationship is in the nature of marriage for the purposes of the Social Security Act 1964, the prerequisite factors of financial interdependence and emotional commitment have to be established satisfactorily. Where violence is evident, these factors have to be assessed in the context of its existence.

The Joychild report (June 2001)<sup>38</sup> concluded that the correct legal test has been applied since December 2000. MSD is now considering a response.

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<sup>36</sup> *Ruka v Department of Social Welfare* [1997] 1 NZLR 154 9CA) [*Ruka*]. Ms Ruka was prosecuted by DSW for receiving the DPB while in a 'relationship in the nature of marriage'. She received no income from her violent partner, whom she was afraid to leave. The court rejected the prosecution, confirming that the purpose of the DPB was to support sole parents with dependent children and no other means of support. The court considered that the key criteria for a 'relationship in the nature of marriage' were mutual financial and emotional support, which were lacking in this case.

<sup>37</sup> This new abatement regime would not apply to the DPB for care of the sick or infirm.

<sup>38</sup> F. Joychild (2001) *Report to the Minister for Social Services: Review of Department of Work and Income Implementation of the Court of Appeal Decision, Ruka v Department of Social Welfare 1997*, MSD.

### ***Compliance 2000 – Widows and Same Sex Couples***

The Human Rights Amendment Act 1995 required government services to be fully compliant by 2000 (Compliance 2000). There are 'anomalies' in social assistance that were considered but not addressed in 2001, and are likely to be raised again by MSD.

First, the Widow's Benefit and the Woman Alone Benefit (for older former carers not yet eligible for superannuation) has no equivalent for widowers or older male carers. It was proposed that women on these benefits with dependent children would be transferred to the DPB proper, while those without dependants would be transferred to the Community Wage for unemployed people. For this second group, the transfer would mean a lower benefit rate and increased pressures on women likely to have considerable difficulty finding work. (Around half those on the Widow's Benefit had exemptions under the 1999 work test.) This benefit redesign was dropped and these groups of women now come under the Personal Development Plan policy described above. The gender anomaly remains.

Secondly, Compliance 2000 means there may also be changes to benefit eligibility for women in a same sex relationship. This relates to the extension, since the 1980s, of use of the household as the unit of entitlement for benefit eligibility.<sup>39</sup> This was always the case for married women; they pay taxes while employed, can (but usually do not) register as unemployed and receive job help, but are not entitled to an Unemployment Benefit unless their spouse's earnings are extremely low. In the 1990s this policy was extended to cohabiting couples, who continue to pay taxes as individuals if employed, but are required to support each other financially if sick or unemployed. In 2001 it was proposed to extend the policy to same sex couples. This was deferred until there was further progress on legal rights for same sex couples.

It is not known how many mothers and children on the DPB would be affected by loss of income and independence if this policy were implemented, or how the Benefit Control Unit would go about identifying a same-sex relationship 'in the nature of marriage'. Besides privacy risks in 'outing' people, financial interdependence and co-parenting on the heterosexual model cannot be assumed. The legal right to marry, which might be thought compensatory, is highly controversial among lesbians. There is more consensus on kinship and custodial rights.

### ***Work/Family/Community Balance***

DoL is preparing information for dissemination on 'work-life balance', including generic benefits and costs associated with it, terms and conditions that can be bargained over and available resources. Over the medium term, DoL is proposing a research programme examining 'work-life balance' from the perspective of employers and employees. It is envisaged that this will provide targeted information and a greater understanding of the issues to guide government policy.

MWA has worked to advance work/family/community balance issues through:

- Inclusion of these issues in other broad government strategies, including the Employment Strategy (DoL), Pathways to Inclusion (DoL), Future Directions for Family Policy (MSD), and the Vision for Volunteers and Volunteering (MSD)

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<sup>39</sup> S. St John (1991) The core family unit: The implications of the 1991 Budget for women. *Women's Studies Journal* 7(2), pp.1-13.

- Consultations with NGOs and communities
- Work with other government departments on areas such as early childhood care and education, labour market, paid parental leave and social assistance
- Disseminating information presented in *Work and Family Balance: A Policy Perspective*, the New Zealand Jurisdictional report to the Australia/NZ Ministerial Council Work and Family Workshop, held in Sydney on 25 March 2002
- A review currently under way of overseas policy initiatives and evaluation results by impact on different population groups
- Consideration of New Zealand's participation in the OECD individual country reviews of work/family balance.

The Ministry's plans to progress work/family/community issues include:

- A consultation strategy to ensure that all perspectives, including those of Māori, Pacific, Asian and Pakeha women, women with disabilities, migrant and refugee women, as well as those of women in different types of family, work, and location, and with different levels of income, are involved, respected and addressed
- Preparation of a discussion paper for consultation
- Partnerships with other groups, sectors and interests (e.g. The Parents' Centre) on possible policy implementation
- Ensuring that consideration of work/family/community balance issues forms part of gender analysis of policy development and evaluation.

## EDUCATION

### Overview

New Zealand, like other similar countries, has seen rapid growth in participation in the tertiary sector over the last 20 years. Women are now more than half of all university students and are gaining more bachelor's degrees than men are.

Table 3 Enrolment in Tertiary Education Institutions, by gender, ethnicity and age group, 1999

Age group	Māori		Non-Māori	
	Women %	Men %	Women %	Men %
18-21, % enrolled	20.1	14.8	41.5	34.9
22-29, % enrolled	11.2	8.4	13.6	12.3
30-39, % enrolled	9.3	5.7	7.8	5.7
40 and over, % enrolled	5.1	2.6	2.8	1.5
Total 16 and over, % enrolled	9.2	6.2	7.8	6.4
Total 16 and over, number enrolled*	17,017	10,820	101,666	78,847

\* A relatively small number of these students – 268 Māori women, 262 Māori men, 277 non-Māori women and 253 non-Māori men – were enrolled in TOP, Skill Enhancement and Skill Pathways courses. Source: Ministry of Education tertiary enrolment data.

### ***Women's participation in tertiary education***

Women have different patterns of tertiary education participation from men. Age-mature students are more likely to be women and to have family responsibilities. While Māori women aged 16 and over now have, as a group, the highest overall percentage enrolled in tertiary education, at ages 18-21 they are only half as likely to be enrolled as non-Māori women (excluding Pacific and migrant women). They are most likely to enrol in tertiary education at a later age. This has a significant impact on their level of educational achievement and their ability to participate fully at all levels of society. Māori and Pacific women are also the group most likely to take courses at Private Training Establishments, which have higher fees.

These patterns are related to concerns about the disincentive effects of prospective debt on participation in tertiary education, and on choice of course, subject or possible career path, as well as the larger proportions of loan take-up by Māori and Pacific women. The key issues for Māori women's participation in tertiary education are:

- Funding and access to affordable and quality childcare and early childhood education services, including Māori language immersion services
- The lack of retention of Māori girls at secondary school
- Raising achievement for Māori girls in primary and secondary school
- Enabling Māori women to raise their levels of post-compulsory education and training.

### ***Student Loan Scheme***

There has been extensive policy debate over the balance of private and public funding of tertiary education costs. Tuition fees were introduced in 1990 and the Student Loan Scheme began in 1992. Recent changes made to the scheme to address the issue of debt escalation have included the provision for interest write-offs for full-time, full-year students and low income students, changes to the interest rate level, and changes to repayment provisions, to accelerate repayment of the principal.

*Table 4 Student loan borrowing for the year ended 31 December 2002*

	<b>Average amount borrowed per student</b>	<b>Number of student loan borrowers</b>
Male	\$7,133	62,672 (43%)
Female	\$6,313	81,958 (57%)
All	\$6,669	144,630 (100%)

Source: Ministry of Social Development

The majority of borrowers in 2002 were women. Pacific students borrowed the highest average amount (\$6,735), compared with other groups, and students attending Private Training Establishments borrowed the highest average amount (\$7,449) compared with other types of institutions.

Repayment periods vary by gender. Women take considerably longer than men, on average, to repay their student loans. The Ministry of Education's current estimates for student loan repayment times are 12 years for women and 8 years for men. The 'other' ethnic group, which includes Pacific peoples, has an estimated overall repayment rate of 12 years.

Recent key reports on the scheme include the Audit Office report in 2000<sup>40</sup> and the report of the Select Committee Inquiry in 2001. These reports and others have identified the need for research into the effects of student indebtedness, in terms of access to qualifications, and effects in later life.

### ***Differing rewards for education***

In terms of economic autonomy for all women, disparities are evident in the labour market rewards for education. Women receive, on average, lower pay than men with the same qualifications, including tertiary qualifications. This gap appears at ages *before* breaks for childbearing are likely to be a factor.<sup>41</sup>

### ***Debt-related concerns for women***

The main concern is the post-graduation earnings differential between women and men, which leads to women taking much longer than men to repay their loans. Related concerns include:

- Unintended social effects arising from the loan scheme affecting such decisions as marriage, child-bearing, job choice, investment decisions, establishing a business
- Impact on ability to accrue additional debt such as house mortgages
- Effects on the ability of borrowers to make provision for their retirement and/or their children's education

<sup>40</sup> Audit Office (2000) *Report of the Controller and Auditor General, Tumuaki o te Mana Arotake, on Student Loan Scheme*, Audit Office.

<sup>41</sup> NZ Vice-Chancellors' Committee (1999) and (2001) *University Graduate Destinations*, NZVCC.

- Impact of graduates choosing to work overseas to avoid paying back their loan or to save enough to pay it off.

### **Current policy and work in progress**

MWA strongly supports the critical role that the tertiary education system will play in developing the skills and capabilities of all New Zealanders. Work has been progressing to ensure the participation, achievement and progress of women, particularly Māori women, in post-compulsory education and training. This includes:

- Work on the student loan scheme
- The development of the Tertiary Education Strategy (TES).

#### ***Student Loan Scheme***

The government's response to recent reports on the scheme is to address the concerns over the lack of information with a data integration project between the three agencies holding student loan data. The first data set is expected to be available for analysis in September/October this year.

MWA will continue to support and advocate for improved gender-ethnicity analysis of the scheme. This analysis may also support the development of specific research questions and work on the wider socio-economic implications of the scheme, including research and evaluation on how the scheme affects women's study choices, life decisions and economic autonomy. Policy development has yet to address the marked disparity between men and women in ability to repay student loans.

#### ***Tertiary Education Strategy***

The tertiary education sector has undergone significant reform, culminating in the establishment of a Tertiary Education Commission (TEC) and a Tertiary Education Strategy (TES) that articulates the vision for the development of the tertiary education system over the next five years. This strategy focuses on greater alignment between the tertiary system and the priorities for national economic and social development goals. It seeks to ensure that learner needs are met and that continual improvement of quality educational outcomes can be achieved. Under the TES, work is being undertaken on a wide range of initiatives aimed at reducing disparities in educational achievement, including:

- charters and profiles
- funding arrangements
- research.

MWA has contributed to the tertiary education reforms over the past year through consistently raising the profile of gender implications, and in particular issues for Māori and Pacific women, within the Tertiary Education Strategy.

#### ***Charters and Profiles***

A system of charters and profiles and other strategic steering instruments, such as Assessment of Strategic Relevance, is planned to come into operation. This is meant to ensure that each tertiary organisation is responsive to the needs of its stakeholders and learners, as well as contributing to the goals of the TES. In addition, it provides the TEC with a basis for the consideration and negotiation of profiles which summarise the strategic direction of each individual organisation.

MWA will be encouraging the tertiary sector to deliver quality outcomes for women by building gender based performance measures and incentives into the Charters and Profiles regime. This will support MoE's work on including gender considerations in the development of accountability regimes.

### ***Funding Arrangements***

The proposed funding arrangements for the tertiary education reforms are integral to the development of a system that is better aligned to the government's goals for social and economic development. Tertiary funding plays its role alongside the Charters and Profiles and Assessment of Strategic Relevance as one of the steering instruments for improving tertiary education outcomes.

MWA will be monitoring the impact of changes in funding, and their impact on affordability of and participation in tertiary education for women, particularly Māori women.

### **Key opportunities to improve outcomes for women**

- Developing policy options on measures to address equal pay for work of equal value with DoL and SSC, in consultation with other departments and women stakeholders
- Working with MSD to ensure a radical rethink of family policy, whereby gender issues for women are addressed, including issues for spouses, sole parents and work, debt, and older women
- Taking part in the review of paid parental leave to ensure that issues of equity for all groups of women are addressed
- Continuing to work with DoL on policy responses to the gender pay gap
- Providing advice on work/family/community balance which acknowledges paid and unpaid work, and encouraging other departments to consider the implications of women's unpaid work for policy development
- Leading, in consultation with DoL, Treasury, and women stakeholders, the development of policies to reduce structural discrimination against women employees with caregiving responsibilities
- Providing advice on tertiary education and training for women, including the impact of student loans on women, and the incorporation of a gender perspective in implementation of the Tertiary Education Strategy, with a focus on Māori and Pacific women.



## 5. SAFETY, JUSTICE AND WELL-BEING

### *SAFETY AND JUSTICE*

#### Overview

Family violence continues to be the major issue for women's safety. It directly impacts on the health, economic status, social participation and general wellbeing of women, children, families, whānau, hapū and iwi. For example, it can affect women's ability to find and retain paid employment.<sup>42</sup> The new family violence prevention strategy, Te Rito (see below), takes a comprehensive approach to this issue.

Overall, little information is available on the effects of criminal offending *on* women, especially Māori women, both as victims and as associated with offenders, for example as family/whānau members. In terms of offending *by* women, the considerably lower volume and lower profile of women's offending patterns partly explain the relative lack of attention paid to women as offenders in the criminal justice system. A major result of this is that the justice system is only now developing a specialised response to female offending.

The Law Commission project on Women's Access to Justice highlighted the problems women have in getting the legal services they need to access the justice system. There was a clear intention from the outset to use the lessons learned from the project to bring about improvements in the justice system for women. The project has already had a positive impact on the way the justice sector is attempting to become more responsive to women's needs and concerns, including their greater need to access legal aid, without being inequitably burdened by recovery provisions.

In the area of family law, current moves through the Care of Children Bill to reform existing guardianship legislation and improve Family Court processes, by placing the central focus on the best interests and welfare of the child and the responsibilities of parenthood, should be beneficial for women. There would also be new provisions to take account of extended family and whānau relationships and concerns, and the cultural background of the child. The recent introduction of the Property Relationships Act should assist women who have made non-monetary contributions to a partnership to exit a relationship on a more equal footing.

#### *Family violence*

The perpetrators of the most severe and lethal cases of family violence are predominantly male, while adult victims are predominantly female. Data for 1999/2000 on applications for protection orders under the Domestic Violence Act 1995 shows that the rate of application was 7.1 per 1000 for Māori women and 2.6 per 1000 for non-Māori women. However, a review in 2000 of use of the Domestic Violence Act<sup>43</sup> found that there may be some under-use of the Act by Māori women.

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<sup>42</sup> T. Pouwhare (1999) *Māori Women and Work: The Effects of Family Violence on Māori Women's Employment Opportunities*, National Collective of Independent Women's Refuges.

<sup>43</sup> H. Barwick, A. Gray and R. Macky (2000) *Domestic Violence Act 1995: Process Evaluation*, Ministry of Justice and Department for Courts.

### ***Offending by women***

Official statistics on women as offenders are available, but there is less background information available on the impact of the criminal justice system on women as offenders than on men as offenders. In particular, apart from official statistics showing that Māori women are apprehended, prosecuted and convicted at much higher rates than other groups of women, and that a higher proportion of cases involving Māori offenders, compared with non-Māori offenders, result in a prison sentence, there is very little information on Māori women as offenders. Because of the high volume of male offending, less attention has been devoted to developing a range of rehabilitative interventions for women offenders generally, and for Māori women offenders in particular.

Offending by young women aged 10-16 years has increased markedly in recent years. Police apprehension and prosecution data suggests that young Māori women are offending at a higher rate than other groups of women. In 1998, young Māori women accounted for 51.8 percent of female apprehensions. Their rate of apprehension (10.9 per 100) was similar to that for young non-Māori men (10.5). Given the comparative youthfulness of the Māori population and the prevalence of disadvantage among Māori whānau, it is likely that unless appropriate interventions are made available to young offenders, the significant over-representation of Māori among youth offenders will continue.

### ***Women in prison***

Although the female prison population has increased by over 160 percent in the last 15 years, women make up only 5 percent of all inmates. There are only three female prison facilities, so that 63 percent of women serve their sentence away from their families.<sup>44</sup> After release, a significantly lower proportion of women (17 percent) than of men (31 percent) are imprisoned again for reoffending.

A better understanding of the characteristics of female inmates can help in deciding how best to use limited resources to address the needs of women inmates. These characteristics typically include backgrounds of extreme social and economic disadvantage, disrupted education and long periods of unemployment, post-traumatic stress disorder, subjection to sexual abuse, and alcohol and drug abuse problems. Most are mothers and primary caregivers with complex family and relationship issues, lack self-esteem and self confidence, and have difficulty expressing emotion. A disproportionate number identify as Māori.<sup>45</sup>

### ***Women's access to justice***

The Law Commission project on Women's Access to Justice, begun in 1996, culminated in a study paper, *Women's Access to Legal Services* (1999), and a report, *Justice: the Experiences of Māori Women, Te Tikanga o te Ture te Mātauranga o ngā Wāhine Māori e pa ana ki tēnei* (1999).

The study paper concluded that there were substantial barriers to obtaining the legal services needed to invoke the justice system's protection, and that these adversely affected women in particular. It recommended the use of a set of principles and a process to promote the just treatment of women by the justice system, and made 71 specific recommendations on changes to the ways in which legal services are currently delivered.

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<sup>44</sup> M. Rich (2000) *Census of Prison Inmates 1999*, Department of Corrections.

<sup>45</sup> C. Lashlie and F. Pivac (2000) *He Kete Pokai: Suitcase of Hope. A Working Document of the Management of Women in Prison in New Zealand*, unpublished paper for Department of Corrections.

The report on the experiences of Māori women looked at the justice system as a whole, and put forward three general principles: partnership, entailing a co-operative approach; options, enabling Māori women to access mainstream institutions, Māori institutions or a combination of both; and participation, referring to strategies to improve Māori women's access to legal and associated social services. It also concluded that the access of Māori women to justice required additional understanding of the extent of their marginalisation in society generally.

MWA initiated discussions with the Ministry of Justice, Department for Courts, New Zealand Police and Department of Corrections to explore how future policy development and implementation might be more responsive to the concerns, needs and cultural values of women. MWA also drew together key information from the two reports and a summary of the 48 consultation hui with Māori women to identify the general themes and issues, together with Māori women's comments, relating to each agency.

There has been widespread acceptance by these agencies of the project's findings, and a stated commitment to work towards bettering the current situation. There is also agreement on the need to become more responsive to Māori, including Māori women, and acceptance of the three principles of partnership, options, and participation.

### ***Legal aid***

Although women account for only a small percentage of criminal legal aid expenditure, they are the predominant users of civil legal aid. They are often disadvantaged by the current system, particularly the rules governing the repayment of civil legal aid. In principle, women can apply for an exemption from repayment, but in practice exemptions are rarely granted. Some women who have charges imposed on their homes cannot shift. For women without their own home, the charge can reduce their chances of future home ownership, for themselves and their children.

Māori women have considerably less access to legal knowledge or assistance than other women. Māori charged with an offence may be less successful in, or less likely to try influencing the police decision to prosecute. Māori tend to have less access to private lawyers and to depend more on Legal Aid and Duty Solicitors. Yet an evaluation of criminal legal aid has found that proportionately fewer Māori apply for legal aid at their own instigation, and that Māori are more likely than non-Māori to need to be advised to do so by duty solicitors or judges.<sup>46</sup>

## **Current policy and work in progress**

### ***Crime Reduction Strategy***

The Crime Reduction Strategy is a staged implementation plan for a coordinated whole-of-government approach to crime prevention and response. In general the approach taken is to provide:

- Leadership - working with and influencing other government agencies to develop strategic responses to crime reduction, leading the Crime Reduction Strategy in particular

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<sup>46</sup> K. Saville-Smith, G. Allan, G. Newbold, B. Calkin, N. Parata, L. French, D. Young and B. McCombs (1995) *In the Interests of Justice: An Evaluation of Criminal Legal Aid in New Zealand*, Legal Services Board.

- Coordination - on the basis that partnerships between central government, local government and local iwi and community groups will produce the most effective crime prevention outcomes
- Quality advice and services to government – enabling it to make decisions to reduce crime based on reliable data and advice
- Facilitation and funding of crime prevention programmes – to enhance community safety
- Research and evaluation - to ensure the Crime Reduction Strategy reflects changing trends in crime and continuously improves crime reduction outcomes
- Targeting specific groups identified as more likely to commit crimes and be victimised by crime.

Under the Crime Reduction Strategy, work on a number of specific strategies has gone on collectively across government and non-government agencies and organisations. These strategies include:

- Te Rito – Family Violence Prevention Strategy
- General Violence Strategy
- Youth Offending Strategy

### ***Te Rito***

A recent review of family violence prevention in New Zealand produced a cross-sector plan of action. Te Rito, the new family violence prevention strategy, is the government's official response to and framework for implementing this plan. The strategy, released in February 2002, is consistent with the intent of the government Statement on Family Violence (1996). It reinforces the plan of action, the government's dedication to addressing all forms and degrees of violence, and the government's commitment to international conventions specifically relevant to violence in families/whānau: the Convention on the Elimination of All Forms of Discrimination Against Women and the United Nations Convention on the Rights of the Child.

Te Rito represents a holistic, integrated and multi-faceted approach to family violence prevention. Its vision is to create a society where families/whānau are living free from violence. A set of nine principles is provided to guide the implementation process and any future approaches to family violence prevention. The strategy sets out five key goals, a number of objectives for achieving these goals, and 18 specific inter-related areas of action to be implemented over a five-year timeframe.

The gendered nature of family violence is specifically acknowledged and reflected in the strategy. Some of the 18 actions are aimed specifically at promoting healthy gender roles and responsibilities.

MWA has been involved in the development of this strategy and will assist in monitoring some aspects of the implementation, for example, the establishment of a National Executive to promote cross-sector commitment and consistency and to monitor progress and enhance processes for ensuring that the legal sanctions under the Domestic Violence Act 1995 are effectively monitored and enforced.

### ***General Violence Strategy***

The General Violence Strategy (GVS) began in 1996. It involves the development of a general government strategy to reduce violence, on the basis that coordinated programmes that systematically address known causes of violence will be effective in halting the growth in recorded serious and minor assaults.

Four categories of offences are targeted:

- Offences relating to alcohol, specifically offences of violence in licensed establishments, and spilling out into the streets, selected largely on the basis of high incidence
- Offences of non familial violence in the home, comprising home invasion type offences, selected on the basis of severity of offence and the level of public concern
- Unprovoked attacks on the street, selected on the basis of severity of offence and the level of public concern
- Sexual violence, occurring in the context of non-familial incidents, again selected on the basis of public concern and the severity of the offence.

### ***Youth Offending Strategy***

In August 2000, the government, in support of the Youth Offending Strategy, established a Ministerial Taskforce on Youth Offending. Its main role is to develop and drive through a co-ordinated package of initiatives focussed on improving practice, processes and inter-agency co-ordination to reduce youth crime. Although not represented on the Taskforce, the Ministry of Women's Affairs raised the issue of the lack of information on offending by young women generally and by young Māori women in particular.

The Youth Offending Strategy was released in April 2002. It focuses on creating processes and tools to build the capacity of government to deliver youth justice services of the type, quality and quantity envisaged by the Children, Young Persons and Their Families Act 1989.

### ***Prostitution Law Reform***

The Prostitution Reform Bill, a Private Member's Bill, is before the Justice and Electoral Select Committee, and will be carried over to Parliament when it resumes this year. MWA acts in an advisory capacity to the Select Committee.

The Prostitution Reform Bill seeks to decriminalise prostitution by repealing some of the offences around prostitution and soliciting. The changes it would bring about include:

- Prostitution is explicitly subject to the same laws and controls that regulate other businesses
- Prostitution is decriminalised
- The human rights of sex workers are safeguarded and they are protected from exploitation
- The welfare and occupational health and safety of sex workers is promoted
- An environment which is conducive to public health is created
- Children under the age of 18 will be protected from exploitation in relation to prostitution by making it an offence to be a party to a contract using a child under 18 years as a prostitute

- Laws that are used to prosecute children under the age of 18 for their involvement in prostitution will be repealed.

### ***Legal Services Agency Strategic Business Plan***

The Strategic Business Plan for the Legal Services Agency was recently released for comment. To meet the diverse legal needs of women, Māori and Māori women, it needs to reflect the findings and conclusions of the Law Commission project outlined above. It is important that these needs are identified and responded to in the Agency's work on legal information.

### ***Family Law and the Family Court***

The Ministry of Justice's review of the Guardianship Act, work on adoption law reform, work by MSD on the care and protection of children and the proposed new Care of Children Bill are all strongly linked. MWA is working in all these areas to advance outcomes for women.

### ***Care of Children Bill***

A new Care of Children Bill is currently being drafted to replace the existing Guardianship Act. The defining principle of the proposed legislation is that 'in all matters relating to the administration or application of the Act, the best interests and welfare of the child must be the first and paramount consideration'.

Under the existing Act, the focus on whether parents have 'custody' or 'access' can lead to parents' feelings of having 'won' or 'lost' their rights. Under the proposed legislation, the focus shifts away from parental rights to the responsibilities that those in a parental role owe to the child in their care. Custody and access orders would be replaced with parental orders, which would reflect the full range of care arrangements that may be made for children.

The legislation also seeks to better address issues for Māori and for extended family relationships. It would allow parents, step-parents (including de facto partners) and guardians to apply as of right for a parental order. Near relatives and members of family groups (including whānau, hapū and iwi) would also be able to apply for a parental order with the leave of the Court. The Family Court would be able to order a report into a child's cultural background.

The Family Court would spell out clearly to all parties what would happen if an order was breached, and would have a range of options for resolution, including mediation and education. The aim is to give all parties the information and support needed to comply with an order.

The Family Court would be able to dismiss frivolous or vexatious repeat proceedings, or proceedings it deems not in the best interests of the child, and to prohibit proceedings where a person has persistently brought vexatious proceedings.

### ***Family Court Dispute Resolution Process Review***

A review of the Family Court dispute resolution process, initiated by the Law Commission, sought to consider what changes, if any, were necessary to facilitate the early resolution of disputes.

MWA highlighted the need to:

- Recognise Māori values in such a way that the law and its processes acknowledge and respect Māori. The Law Commission is aware of calls for changes to the way in which hearings are conducted to take account of Māori values in court protocols
- Amend Family Court procedures to ensure that children involved in disputes were more involved in the decision-making processes which affected their futures, and that Family Court professionals were provided with detailed information about children's needs and views
- Support, where appropriate, the appointment of more female judges
- Support the introduction of an intake interview procedure affording the Court the opportunity to provide much needed information to clients about potential dispute resolution processes and the potential consequences of litigation upon children and families.

### Property (Relationships) Act

The Property (Relationships) Act applies to anyone who has been married or who has lived in a de facto relationship for at least three years, as of 1 February 2002. The aim is to recognise that partners, more likely to be women, often make significant non-monetary contributions to a relationship, and often at a cost to their own careers or education. The law now ensures:

- Legal certainty and protection for women in de facto relationships where there is a dispute about the division of property and the partners have made no property agreement
- The introduction of rules to address economic disparities between partners that arise out of the division in functions during the relationship, particularly for non-career partners
- Less costly resolution of property disputes at the end of a de facto relationship
- Inclusion of same sex couples.

### Key opportunities to improve outcomes for women

- Supporting the implementation of Te Rito, the family violence prevention strategy
- Ensuring that the General Violence Strategy (GVS) consultation process provides for the inclusion of whānau hapū and iwi perspectives
- Ensuring that at all stages of development, the GVS takes into account the principles, change strategies and measures of progress to provide greater access to justice for Māori women
- Keeping a watching brief over the development of a Women Gender Related Need (WoGRN) assessment tool as part of the Department of Corrections' Integrated Offender Management assessment process and the specific issues for women which arise
- Working with the Law Commission to ensure that Access to Justice recommendations from MWA are included in their current review of access to justice
- Working with the Ministry of Justice on the Care of Children Bill to ensure that the interests of women are adequately reflected.

## HOUSING

### Overview

Affordable, adequate housing is fundamental to the safety and wellbeing of women, families and communities. Inadequate or unaffordable housing can undermine the goals of other policies designed to improve women's lives. Current research<sup>47</sup> identifies that home ownership affordability, overcoming the deposit-gap barrier, and long term housing sustainability are specifically linked to other social and cultural outcomes, including improved outcomes in education, employment, health, and wellbeing.

People on low incomes, many of whom are women, are the most likely to have difficulty obtaining adequate, affordable housing. Women, and their children, often experience additional difficulty because:

- They may be adversely affected by the sale of the matrimonial home through the breakdown of a relationship
- As primary caregivers of children, they require larger homes
- They may need short term accommodation in emergency situations
- Their lower incomes mean they may need to rely more heavily on state assistance to meet their long-term housing needs.

*A shortage of adequate and affordable housing* is a growing issue, particularly in larger urban areas such as Auckland, and also in rural areas, particularly those to which Māori families are returning.

*Māori women* face particular difficulties in relation to finding and securing adequate and affordable housing. While many may have access to land, building on Māori land is fraught with difficulties, creating another barrier to home ownership. As a group, Māori are younger, and the trend towards a younger and larger Māori population will continue for some time.<sup>48</sup>

*Unsuitable housing in terms of size* is a particular issue for Māori and Pacific households, which contain relatively more people than other households.<sup>49</sup> In 1996, 42.4 percent of Pacific women and girls were living in crowded households, as were 23.65 percent of Māori women and girls, compared with only 5.6 percent of other women and girls.<sup>50</sup>

*Sole parent families*, usually headed by women, are more likely to live in rented accommodation: 53.3 percent of children in sole parent families do so, compared with 20.6 percent of children in two parent families.<sup>51</sup> In 1996 56.2 percent of Māori females and 44.4 percent of Pacific females lived in owned dwellings, compared with 70.7 percent of the total New Zealand population.<sup>52</sup>

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<sup>47</sup> K. Saville-Smith and D. Thorns (2001) *Community based solutions for sustainable housing*, Centre for Research, Evaluation and Social Assessment; M. Mobbs (1998) *Sustainable House: Living for our Future*, Otago University Press; HNZA Current Work plan; MWA (2001) *Mapping Inequalities*.

<sup>48</sup> HNZA as part of their Social Housing Strategy 2002 have identified youth as a specific housing disadvantaged group.

<sup>49</sup> HNZA are currently creating design guides for Māori and Pacific houses.

<sup>50</sup> MWA (2001), p.104.

<sup>51</sup> [www.stats.govt.nz](http://www.stats.govt.nz)

<sup>52</sup> Ministry of Justice (2000) *Pacific Peoples Constitutional Report*, MoJ, p.34.

*Domestic violence* exposes many women to insecure, unsafe housing and to homelessness.<sup>53 54</sup> The emergency housing available is inadequate, especially for Māori and Pacific women. Many women face problems finding adequate housing for themselves and their families once they leave emergency housing.<sup>55</sup>

*Women released from prisons and families relocating* to where a partner is imprisoned<sup>56</sup> face many difficulties in locating and securing adequate and affordable accommodation. The absence of family can have a detrimental affect on efforts to rehabilitate offenders. Recent government policy has recognised the difficulties women face. Transition flats have been made available at Arohata, the largest prison for women, and a new position has been established to look at issues for women inmates.

## **Current policy and work in progress**

### ***Social Housing Strategy***

The purpose of this strategy is to identify all of the providers, agencies and interested parties involved and to provide an environment where a shared view can be developed for the social housing sector covering the next 10 years. MWA has been involved throughout this process, particularly in the area of Youth Housing.

### ***Income Related Rents***

From 1 December 2001, Housing New Zealand Corporation (HNZC) has provided Income Related Rents for state tenants on low incomes, and has introduced a Social Allocation System to ensure that all new HNZC tenancies are allocated to those households who are most in need. Māori women and children are over-represented in households that are most in need. As at 31 August 2001, 26 percent of new tenancies were being allocated to households headed by Māori women.<sup>57</sup> MWA has commented on the first review of Income Related Rents and the Social Allocation System.

HNZC is to review its current information systems with a view to creating specific reports that will enable the organisation to better track the impact of its activities on women, Māori women, Pacific women and migrant women.

### ***Housing Indicators Project***

A Housing Indicators Project currently being led by Statistics New Zealand involves the identification of important housing issues and the subsequent development of a range of indicators to facilitate informed analysis of each issue. These indicators have been identified under the following groupings: affordability, suitability, habitability, tenure security, freedom from crowding, and freedom from discrimination. MWA has provided advice to Statistics New Zealand on this project.

## **Key opportunities to improve outcomes for women**

Outstanding issues in relation to housing will be highlighted in the Women's Strategy.

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<sup>53</sup> See National Collective of Independent Women's Refuges data in MWA (2001).

<sup>54</sup> Statistics NZ (1998) *New Zealand Now: Housing*, Statistics NZ.

<sup>55</sup> Ibid.

<sup>56</sup> See Department of Corrections (2001) *Better Corrections Law for New Zealand*, Department of Corrections discussion document.

<sup>57</sup> Data supplied by HNZC, June 2002.

## ***DISABILITY***

### **Overview**

Barriers to achieving economic autonomy, choice and control over sexual and reproductive health, and access to appropriate transport, education, and home ownership are some of the ongoing social and economic issues that face disabled women. MSD produced a report in August 2001<sup>58</sup> identifying inequities of access and incoherence in services and support funded through government for people with disabilities.

The report highlighted significant issues for women with disabilities in terms of access to services. They tend to receive less home assistance than do men with disabilities because of an assumption that they will be able to find ways of doing a role that has traditionally been theirs. Women with disabilities also have relatively lower incomes, particularly where they are single mothers. Access to affordable childcare for disabled women who wish to enter the workforce or continue with their education becomes difficult, due to cost barriers.

### **Current policy and work in progress**

#### ***New Zealand Disability Strategy (NZDS)***

This strategy presents a long-term plan for changing New Zealand from a disabling to an inclusive society. In terms of developments affecting women, there are two key objectives with associated actions:

- ***Objective 14: Promote participation of disabled women in order to improve their quality of life***
- ***Objective 15: Value family, whānau and people providing ongoing support.***

Under the New Zealand Public Health and Disability Act 2000, the Minister of Disability Issues is required to report annually on progress in implementing the NZDS. All government departments will be required to develop annual NZDS implementation plans for 2002/2003. MWA is currently drafting an NZDS implementation plan for the 2002/2003 year.

#### ***ACC Code of Claimants' Rights and New Zealand Injury Prevention Strategy (NZIPS)***

These are focused first on ensuring that claimants are fully aware of their rights in relation to Accident Compensation, and secondly on establishing government's overall vision and strategic direction for injury prevention in New Zealand.

MWA is represented on the Government Steering Group for the work on the NZIPS.

### **Key opportunities to improve outcomes for women with disabilities**

- Providing advice on the participation of women with disabilities to improve their quality of life
- Providing advice on the development of policies that value family, whānau and people providing on-going support

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<sup>58</sup> MSD (2001) *Report to the Minister of Disability Issues and Ministry of Social Policy: Services and Support for People with Disabilities: Issues Relating to Equity of Access and to Coherence*, MSD.

- Providing advice across government sectors, in collaboration with non-government organisations, on policy that promotes the participation of disabled women
- Reflecting disabled women's priorities in the Women's Strategy.

## ***POSITIVE AGEING***

### **Overview**

As of June 2000, women accounted for 56 percent of all those aged 65 and over: 52 percent of those aged 65-74, 59 percent of those aged 75-84, and 70 percent of those aged over 85.<sup>59</sup> Over the next decade, older people will become more numerous and form a larger percentage of the population.

Women's typically lower personal lifetime earnings combined with their greater longevity put them at greater risk than men of reduced circumstances in old age. Health in later life is determined by a complex inter-play of social and economic factors from birth, as well as by gender and ethnicity. Older women are also high users of primary and secondary health and disability support services. For older Māori, currently available data indicate a markedly higher prevalence of hardship and ill-health in old age compared with non-Māori. It will become increasingly important to monitor the changing characteristics of the older population by gender, so that policies for older people can be tailored to meet their diverse needs.

### **Current policy and work in progress**

#### ***Positive Ageing Strategy***

This strategy sets out government's commitment to positive ageing and reaffirms the value of older people in and to society. MWA has signed up to the key goals and actions identified in the Positive Ageing Strategy:

- Secure and adequate income for older women
- Affordable and accessible transport options for older people
- People of all ages have positive attitudes to ageing and older people
- Elimination of ageism and the promotion of flexible employment options.

### **Key opportunities to improve outcomes for older women**

- Providing advice on policy that addresses income inequities for older women
- Providing advice on transport policy that is affordable and accessible for older women
- Providing advice on employment policy that directly affects older women
- Promoting positive attitudes to ageing and older women.

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<sup>59</sup> MSD (2000) *Positive Ageing in New Zealand Status Report*, MSD.

## HEALTH

### Overview

Women's health and wellbeing is often measured in terms of their life expectancy. While women tend to live longer than men, they also report poorer self evaluation of health, have higher rates of acute illness, more disability days, consume greater amounts of prescription and non-prescription medications and have more contacts with the health system than men.<sup>60</sup>

Life expectancy figures hide differences among social and ethnic groups and are strongly related to socio-economic status.<sup>61</sup> Research shows that social, cultural and economic factors are the main determinants of health. Income, employment, education, housing, culture and ethnicity, have all been identified as affecting health and giving rise to inequalities in health outcomes<sup>62 63</sup>. Women are often over-represented at the lower end of the spectrum for many of these determinants.

The New Zealand Health Strategy has identified ischemic heart disease as a priority issue. Although endogenous hormones seem to give women some protection from this condition, it is the leading cause of mortality and morbidity for all women. Māori women are at much higher risk of death from this cause<sup>64</sup>. Women are more likely than men to suffer from respiratory disease, some cancers, osteoporosis, diabetes, hypertension, arthritis and most immune disorders. Biological factors are likely to play some part in this susceptibility.<sup>65</sup>

### **Māori women**

The health disparities between Māori and non-Māori women have been well documented. Socio-economic factors do not explain all of the health inequalities for Māori women. Ethnicity has an additional impact on their health status. Māori women are less likely to be hospitalised than other women, although this is not proportionate with their greater need to access health care services. One reason may be that Māori women do not use general practitioner services as often as their overall patterns of mortality, morbidity and hospital use indicate is necessary.<sup>66</sup>

The source of wellbeing for individual Māori women is located in the wellbeing of whānau, hapū and iwi, and forms part of an inter-related whole. The factors that influence individual Māori women's wellbeing are also likely to influence the collective wellbeing, particularly at the whānau level.

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<sup>60</sup> MWA (2001) *Gender and Health: a literature review*, MWA; MWA (2001), *Mapping Inequalities*.

<sup>61</sup> MoH (2001) *The Health and Independence Report: the Director-General's Annual Report on the State of Public Health*, MoH.

<sup>62</sup> National Health Committee (1998) *The Social, Cultural and Economic Determinants of Health in New Zealand: Action to Improve Health*, NHC.

<sup>63</sup> WHO (2000) *The World Health Report 2000 Health Systems: Improving Performance*, WHO.

<sup>64</sup> MWA (2001).

<sup>65</sup> MoH (2000) *Social Inequalities in Health: New Zealand 1999*, MoH; MoH (1999) *New Zealand Food: New Zealand People*, MoH; J. Lynch (1997) *Women's Health Policies: Literature Review for the Federation of Women's Health Councils Aotearoa-New Zealand*, FWHCANZ.

<sup>66</sup> MWA (2001).

### ***Pacific women***

Poor health for Pacific women is also not explainable by socio-economic status alone. Pacific peoples also have a holistic view of health incorporating physical, mental, spiritual, and social wellbeing, and how that relates to the family and community<sup>67</sup>. The most common causes of hospital admissions and deaths among Pacific peoples are the effects of diseases such as diabetes, coronary disease and cancer<sup>68</sup>. The majority of Pacific people die before the age of 65 years.

### ***Sexual and reproductive health***

Sexual and reproductive health cannot be seen in isolation from social arrangements. For example, when a woman is faced with an unplanned pregnancy and chooses to have the baby, currently this can prevent her from accessing education and employment opportunities. Sexually transmitted infections can contribute to women's poor general health, including their psycho-social wellbeing and their future fertility.

Chlamydia threatens women's fertility. The number of chlamydia diagnoses at New Zealand sexual health clinics has been increasing steadily since 1995. A 21 percent increase was recorded in the year to September 2000, compared with the previous year.<sup>69</sup> Pacific people are at particular risk of sexually transmitted infections due to the low rate of condom use. Chlamydia and gonorrhoea are the most common sexually transmitted infections among Pacific people.<sup>70</sup>

The trend in the number of abortions performed in New Zealand continues upwards. A total of 16,400 induced abortions were performed in New Zealand in the December 2001 year, 300 (1.9 percent) more than in 2000. The latest rise follows an increase of 3.9 percent in 2000 and an annual average increase of 5.6 percent between 1993 and 1997.

### ***Women as healthcare providers***

Women are also the greatest providers of health care. Women's use of services depends to some extent to the availability of an appropriate paid and unpaid health workforce. Workforce shortages have had a negative impact on women's access to specialist services such as oncology, maternity and rural primary health care. Māori women's issues include unpaid whānau care, lack of Māori service providers, and lack of recognition by service providers of tikanga.

### ***A gendered approach to women's health***

MWA considers that a gendered approach to all health policy would result in making visible the distinctive health needs of women as a separate population group. A gendered approach would include consideration of the implications of health policy for women and men from different ethnic and cultural backgrounds. A 'women's health' approach by itself would risk seeing the health of women as confined to specific areas defined purely by biological difference, such as maternity care and breast and cervical screening.

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<sup>67</sup> MoH (1997) *Making a Pacific Difference: Strategic initiatives for the health of Pacific people in New Zealand*, MoH.

<sup>68</sup> MSD (2001) *Positive Ageing in New Zealand: Diversity, Participation and Change*, MSD.

<sup>69</sup> M. Turley and A. McNicholas (2000) *STI Surveillance: Quarterly Report July – September 2000*, Environmental Science Research Council.

<sup>70</sup> MoH (1997).

A gendered approach should assist the future development of health policy, service planning and allocation of resources by providing the understanding that gender affects quality of life and wellbeing. The application of a gendered approach to all health policy should lead to the provision of health services that better respond to the needs of women and produce better allocation of resources.

## **Current policy and work in progress**

### ***Structure***

The past decade has seen four different structures for the health sector. The many changes have resulted in the loss of an explicit focus on women's health, and a widespread perception that women's health is not seen as a government priority.

Each new structure has required considerable time and effort to achieve. Behind the structural shifts, some positive changes have been occurring in the way health services are funded, organised and delivered. Māori have been leaders in the development of 'new' services introduced to improve access to more appropriate services to progress the health and well being of whānau, hapū and iwi.

The New Zealand Public Health and Disability Act 2000 introduced a structure that reflected a desire to move away from a centralised approach to decision making. Community focused District Health Boards (DHBs) are responsible for purchasing and providing health care services that meet the local needs of their populations. Each of the 21 DHBs has 7 elected members and up to 4 appointed members. There must be no fewer than two Māori members; and in making appointments to a board, the Minister must endeavour to ensure that Māori membership reflects the proportion of Māori in each DHB's resident population. Currently, women comprise 42 percent of elected members and 40 percent of appointed members of DHBs. The majority of DHBs have at least one Māori woman member.

### ***Health Strategies***

The New Zealand Health Strategy (NZHS), He Korowai Oranga and the New Zealand Disability Strategy together form the strategic direction for the health and disability sector. They are underpinned by a variety of more specific strategies, such as Pacific Health Strategy, Health of Older People, Youth Health Strategy, Primary Health Care Strategy, and Sexual and Reproductive Health Strategy.

The NZHS provides a framework within which the health sector should develop in the short to medium term. It highlights priorities that were developed following analysis of those areas that were most likely to maximise health gain. It has 13 population priority areas that address key issues for women. These include smoking, nutrition, obesity, alcohol, cancer, cardiovascular disease, diabetes and violence.

Women's health groups and organisations have voiced strong concern that the NZHS did not provide any objectives specific to women's health. MoH have since developed the *Sexual and Reproductive Health Strategy, Phase One, 2001* (see below).

Women's groups have also raised concerns that many of the DHB strategic plans put out for discussion in 2002 did not include any needs analysis information for women. Those that did used only information on breast and cervical screening, and/or the increased smoking and drinking rates for young women in general and Māori women in particular.

Such information was not seen as a satisfactory basis for building a platform for action in women's health. The groups see a need for co-ordinated action at a national level.<sup>71</sup>

### ***Implementation of the NZHS***

The NZHS will be implemented through the development of Toolkits that identify actions which different organisations or providers can take to address the priority objectives. The Toolkits are a part of a series of resources and information that can assist District Health Boards and health service providers in making the vision of the NZHS a reality. The Toolkits have been developed for each of the 13 priority health areas for population health.

MoH has invited MWA to provide input to the MoH processes to review the Toolkits later this year. MWA will contribute to the gender analysis and recommend specific actions in relation to women's health in the Toolkits. They provide a pathway for implementation of a gendered approach to women's health and wellbeing.

### ***Access***

MWA will continue to monitor women's access to a range of community and health services. Data indicates that Māori women's lesser use of health services is not proportionate to their generally greater need for health care services. Barriers include cost, accessibility and appropriateness.<sup>72</sup>

### ***Sexual and Reproductive Health (SR&H) Strategy***

MoH has developed the SR&H Strategy in response to the increasing rates of abortion, teenage pregnancy and the incidence of sexually transmitted infections (STIs). MWA supports the focus on S&RH services for Māori and Pacific peoples and is supportive of the priority given to strategies aimed at reducing the increasing rates of STIs and unintended pregnancies and abortion. The proposed review of the Contraception, Sterilisation and Abortion Act (1977) should also result in a reduction of unplanned pregnancy and sexually transmitted infections.

### ***Outcomes of the Gisborne Inquiry<sup>73</sup>***

The first six-monthly report on the National Cervical Screening Programme (NCSP) praised progress since the Gisborne Inquiry, but highlighted a significant number of issues that still needed attention.<sup>74</sup> MWA continues to monitor the progress of the implementation of the 47 recommendations of the Inquiry. MWA has provided significant input to the proposed law changes to support audit, monitoring and evaluation of the NCSP, drafted in response to the recommendations of the Inquiry. The Health (National Cervical Screening Programme) Amendment Bill was tabled in Parliament in May 2002.

The Health Practitioners Competence Assurance Bill (HPCAB) is another initiative designed to resolve issues highlighted by the Inquiry and also by Helen Cull's Review of Processes Concerning Adverse Medical Events. It would replace the current 11 health occupational regulatory statutes with a single, overarching Act. The HPCAB's main purpose is to protect the health and safety of the public by establishing processes to ensure that regulated health professionals are competent to practise.

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<sup>71</sup> Women's Health Action and the Women's Health Information Service (2002) *Women's Health Watch*, Issue 61 June.

<sup>72</sup> Ministry of Health (1999) *Taking the Pulse: The 1996/7 Health Survey*, MoH.

<sup>73</sup> Ministerial Inquiry into the Under-Reporting of Cervical Smear Abnormalities in the Gisborne Region.

<sup>74</sup> For the full report by Dr Euphemia McGoogan, see [www.csi.org.nz](http://www.csi.org.nz).

This Bill was also tabled in Parliament in May 2002. The Select Committee will be the first opportunity for public discussion on some aspects of both these Bills.

### ***Health Workforce Stocktake***

The Health Workforce Advisory Committee has reported on an initial stocktake of workforce capacity, issues and challenges for the health workforce.<sup>75</sup> The key message from this report is that to achieve the vision for our health services, as outlined in the NZHS and the NZDS, a major paradigm shift is required. This will impact on the roles of health practitioners delivering health services and the way they are educated, trained and managed. A second report, due for release in mid 2002, will set out the options for the health workforce development required to move towards the new paradigm.

### ***Homecare Workers***

MWA's 1999 report *Homecare Workers – A Case Study of a Female Occupation* shows that homecare workers, and in particular women, make up a significant proportion of current health sector workers who are poorly paid, are increasingly required to provide complex care, and face difficult working conditions. The safety of health care users is compromised by a lack of health sector standards and certified training of carers.

### **Key opportunities to improve outcomes for women**

- Providing advice to the review of the MoH's NZHS Toolkits
- Providing advice on health issues for Māori and Pacific women
- Continuing to monitor the implementation of health strategies to ensure women's access to health and community services
- Providing advice on health workforce issues, including those relating to caregivers.

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<sup>75</sup> Health Workforce Advisory Committee (2002) *The New Zealand Health Workforce. A Stocktake of issues and Capacity*, HWAC.

## 6. COMMUNICATIONS

### Overview

#### *Cross-sectoral approach*

For MWA's work to be effective, the Ministry relies on excellent working relationships across all sectors of government. The Ministry develops partnerships, relationships and working arrangements at Ministerial, Chief Executive, manager and staff levels in government agencies to influence outcomes for women.

#### *Minister of Women's Affairs*

The Ministry's principal stakeholder is the Minister of Women's Affairs. The ability of the Ministry to inform the Minister with advice at critical times in the policy process is key to facilitating policies that reflect the experiences, aspirations and priorities of women.

Communications staff work closely with the Chief Executive and the Minister's Office to assist the Minister with ministerial services. Briefings update the Minister on international developments in the status of women and New Zealand's obligations to report on the implementation in New Zealand of conventions ratified by government (see Section 8).

Organising functions and events, preparing background material for speech notes, handling information requests and responding to correspondence, including Parliamentary Questions, and to specific requests for information made under the Official Information Act, are other ways that communications staff assist the Minister.

#### *Non-Government Organisations (NGOs) / women's groups*

Positive relationships with NGOs are vital to the Ministry's influencing strategies. Strengthening engagement and dialogue with NGOs, iwi, and communities to advance policy for women is an integral communications role.

The Ministry's Māori women's advisory group, Te Korowai Wāhine, assists with advice on strategic directions, input into the policy issues and their communication, peer review and tikanga Māori.

The Ministry also engages regularly with key national and local women's groups, including Māori women and Pacific women, to discuss strategic priorities and develop networks that empower women, and enable their perceptions and ideas to inform policy decisions affecting women. Consultations with key sector and interest groups occur on specific policy issues and contribute significantly to the Ministry's understanding of, and advice on, the impact of policy on women's status and wellbeing. Establishing project reference groups also ensures that the rich, diverse views and experiences of women are reflected in the Ministry's policy advice to government. Internally, communications staff work with the Ministry's policy project teams on strategies to assist in communicating policy advice.

#### *Maintaining an international perspective*

The Communications team is frequently the first point of contact for the Ministry's links with inter-government bodies such as the UN, Commonwealth Secretariat, APEC, ILO, OECD and the Australian/New Zealand Ministers Council on the Status of Women (MINCO). Maintaining and building these relationships is an important aspect of communications work.

Communications staff complete jurisdiction reports for annual international meetings, and briefings and country reports for APEC Senior Officials' Meetings (SOM), held three times annually; they also update and report progress on gender integration in New Zealand to other APEC economies and fora.

Every four years, the Ministry leads the government's reporting process on the implementation in New Zealand of CEDAW and the Beijing *Platform for Action*, two international instruments that inform domestic policy. New Zealand's 5<sup>th</sup> CEDAW report has been co-ordinated by communications staff over the last year (see Section 8).

### ***Profile and identity***

Working with the Chief Executive to enhance the Ministry's identity and profile, and liaising with media, are other communications roles. Networking with stakeholders nationally and internationally, and maintaining clear, consistent messages about the Ministry's work, involve communications staff in the development of policies on consultation, relationship management, sponsorship, media relations, publications, the MWA website, and handling information requests.

### ***Communicating with stakeholders***

#### *Publications*

The Communications Unit produces and distributes all Ministry publications. The Ministry's newsletter, *Pānui*, is a key information resource, published 3-4 times annually. The *Women's Directory*, an annual listing of national and regional women's groups and organisations, is an information and networking tool made widely available to stakeholders. To assist current and prospective board members, the Ministry has published *The Nominations Service: An Introductory Guide to Membership of Government Boards and Committees*. Other publications draw together data, research and policy discussion on major issues for women. Recent MWA publications include *Māori Women: Mapping Inequalities and Pointing Ways Forward* (2001) and *Next Steps Towards Pay Equity: A discussion document* (2002). From time to time, MWA publishes reports on international meetings attended by Ministry staff.

#### *Contact database*

The Ministry's contact database is currently being updated and restructured to enable enhanced communications with stakeholders.

#### *Website*

The website is currently under review. Originally planned for 2001, this review has been delayed to ensure alignment with e-government initiatives in the public sector. Stakeholders have been surveyed recently about website content and design. An anticipated development is an interactive facility that will allow discussion and consultation about policy options via the internet.

### **Key opportunities to improve outcomes for women**

- Recording women's views and highlighting the opportunities they raise to improve outcomes for women in New Zealand
- Actively using the interactive facility of the internet for discussion and consultation with women about policy options
- Developing improved access to Ministry publications by people with disabilities.

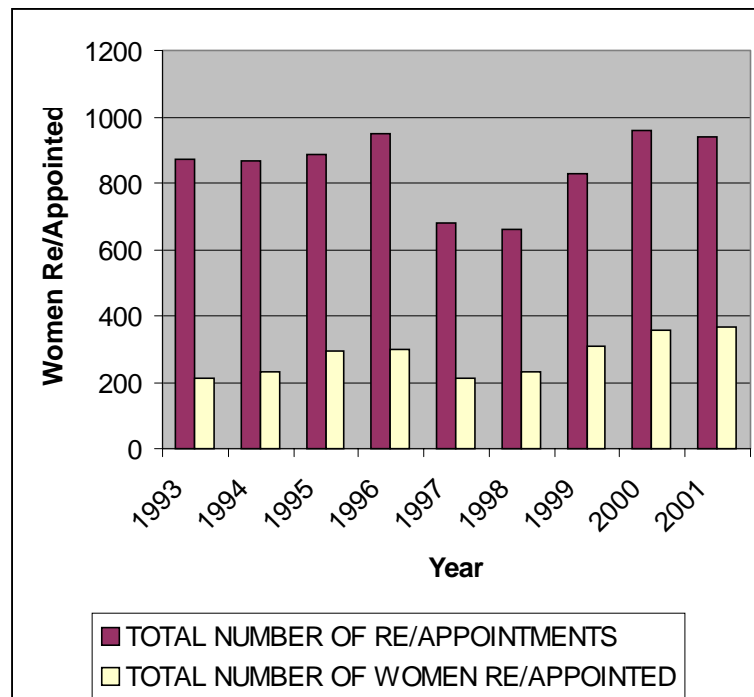


## 7. NOMINATIONS SERVICE

### Overview

Government has asked that membership of decision-making bodies reflect the diverse perspectives of the New Zealand community in order to ensure that decisions are equitable for all. The Ministry promotes women's participation in decision-making through the Nominations Service, and works with other government agencies to improve gender balance on statutory bodies or boards.

Women comprise 51 percent of the total population. Demographic data collected by the Crown Company Monitoring Advisory Unit (CCMAU) indicates that women are still under-represented on Crown company boards. As at February 2002, CCMAU demographic reports indicate that women represent 32 percent of directors on Crown company boards. Data about women's representation on boards from previous years is not directly comparable; however, evidence suggests that women's participation has been slowly increasing. There has been an overall rise in the percentage of women appointed or reappointed to boards, from 25 percent in 1993 to 39 percent in 2001.



Few Māori women are on key government bodies, limiting their involvement in, and ability to influence, decisions on matters that impact on Māori and their development. Ways of increasing the influence of Māori women in decision-making are currently being considered as a Ministry priority.

MWA has undertaken several initiatives to increase the number of women on statutory boards and committees. These include:

- Working with CCMAU to advise government on increasing diversity of membership on Crown companies

- Working with CCMAU and the Institute of Directors on developing improved governance training for women who are potential directors of Crown companies
- Working with the Cabinet office and other government departments to improve departmental reporting on gender and ethnic balance of membership of statutory boards
- Maintaining MWA's dedicated Nominations Service
- Networking with and presenting to Māori women and other key target groups, e.g. Pacific women and women in geographic regions where proportions of women on boards are low.

### ***The Nominations Service***

The Ministry of Women's Affairs (MWA) has sixteen years' experience in nominating women for appointments to boards. This service is part of the Ministry's core business. The activities include the provision of nominations of appropriately qualified women to participate on statutory and other boards, and the provision of advice and expertise to government and other agencies responsible for appointments.

The Nominations Service:

- Advises government agencies on the appointment of women to boards and committees
- Nominates suitably qualified women for vacancies on boards and committees
- Completes nomination briefings to the Minister of Women's Affairs
- Advises women on preparing for statutory board and committee roles
- Supports newly appointed women board members
- Profiles board opportunities to women
- Promotes opportunities to appoint women to boards.

Summarised below is the progress MWA has made regarding government's decision in August 2001 to increase diversity of board membership:

- Of the 151 women nominated July-December 2001, 50 women identified as Māori and 6 as Pacific women. Of the 241 women nominated January-June 2002, 55 identified as Māori, 2 as Pacific women and 3 as migrant women.
- Of the 400 women nominated for appointments to statutory boards, committees and advisory boards between 1 January and 31 December 2001, 20 were appointed.

At February 2002, over 1800 women were registered on MWA's Nominations Service database. Currently the Nominations Service is upgrading the electronic database to facilitate the process of searching and retrieving information, to meet the time frames for priority requests from a responsible Minister or Ministry. Every woman currently on the database has been asked to check her personal information and contact details and update her curriculum vitae, by recording recent work experience, management and leadership experience, board or governance experience, and community service. This exercise should be completed by the end of October 2002.

MWA recently published *The Nominations Service: An Introductory Guide to Membership of Government Boards and Committees*, which provides succinct information about serving on statutory government boards. There has been high demand for and interest in this publication. MWA continues to support Ministers for Crown Company boards and their respective Ministries by providing nominations of suitable candidates for consideration by the Appointments and Honours Committee (APH).

Formal and informal networking and liaison with individuals and groups of high profile women in government and community positions, chairs of boards, and women's organisations are seen as pivotal to increasing the pool of board ready women. For the new financial year MWA is co-ordinating a series of regional meetings with women's organisations in West Auckland, Manukau City, Manawatu and Dunedin.

### **Key opportunities to improve outcomes for women**

- Raising the appointment success rate for nominees, especially through giving the pool of women nominees a higher profile with appointing Ministers and officials
- Increasing the representation of Māori women through profiling Māori women to decision-makers, and providing information, support and mentoring to increase the numbers of Māori women making themselves available for appointment
- Increasing diversity of board members through working with other agencies on mentoring, raising women's profiles, increasing the database with potential nominees for boards and improving the monitoring of board membership, and on improving geographical representation of potential nominees for boards
- Providing information, support and mentoring to encourage more women to make themselves available for appointment
- Liaising with CCMAU on the provision of computer-sourced demographic reports that provide disaggregated data by gender and ethnicity below company sector level and within the database.



## 8. LIAISON WITH INTERNATIONAL BODIES

### United Nations (UN)

New Zealand is party to many international agreements with the UN. Key agreements relevant to women's rights include:

- 1948 - Universal Declaration of Human Rights
- 1952 - Convention on the Political Rights of Women
- 1966 - International Covenant on Economic, Social and Cultural Rights
- 1976 - International Covenant on Civil and Political Rights
- 1979 - Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
- 1993 - Declaration on the Elimination of Violence Against Women
- 1994 - Programme of Action adopted at the International Conference on Population and Development
- 1995 - *Platform for Action* adopted at the 4<sup>th</sup> World Conference on Women, Beijing
- 1999 - Optional Protocol to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)
- 2000 - Beijing + 5 Resolution, 'Further actions and initiatives to implement the Beijing Declaration and Platform for Action', adopted by the 23rd special session of the General Assembly.

### ***Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)***

CEDAW is the most comprehensive international legal document on women's rights. The Convention sets minimum standards for overcoming discrimination against women. The Convention was adopted by the United Nations in 1979. It entered into force in 1981 and was ratified by New Zealand in 1985. The Convention's Preamble states that:

*... discrimination against women violates the principle of equality of rights and respect for human dignity, is an obstacle to the participation of women on equal terms with men, in the political, social, economic and cultural life of their countries, hampers the growth of the prosperity of society and the family and makes more difficult full development of the potentialities of women in the service of their countries and of humanity.*

Article One of the Convention describes 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 their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.*

Article Two requires parties to the Convention to agree to pursue by all appropriate means and without delay a policy of eliminating discrimination against women. They undertake to embody, adopt and implement this policy in constitutions, legislation and administrative practice, and to take all appropriate measures to ensure the full development and advancement of women.

The Convention covers:

- the development and advancement of women (Article 3)
- acceleration of equality (Article 4)
- sex roles and stereotyping (Article 5)
- suppression of the exploitation of women (Article 6)
- political and public life (Article 7)
- international representation (Article 8)
- nationality (Article 9)
- education (Article 10)
- employment (Article 11)
- health (Article 12)
- economic and social life (Article 13)
- rural women (Article 14)
- equality before the law and in civil matters (Article 15)
- marriage and family life (Article 16).

#### CEDAW Reporting Process

Parties to CEDAW are obliged to present reports to the UN CEDAW Committee on progress made in implementing women's human rights. After considering a country report, the Committee produces recommendations ('concluding observations'), which note positive aspects and areas of concern relating to women's equality revealed in the examination of the report. For example, Article 11 of the Convention addresses equal employment opportunity, training and promotion and, in particular, equal pay for work of equal value. In 1999, the UN CEDAW Committee highlighted the continuing negative wage differential in New Zealand between women and men. The Committee recommended:

*...further efforts by government, including considering development of a strategy for equal pay for work of comparable value.*

Country reports to the UN CEDAW Committee, and the Committee's comments on these, are public documents.

#### Optional Protocol to CEDAW

In October 1999, the UN General Assembly adopted an Optional Protocol to the CEDAW Convention. The Optional Protocol provides:

- A communications procedure allowing individual women, or groups of women, to submit claims of violations of rights to the Committee
- An inquiry procedure enabling the Committee to initiate inquiries into situations of grave or systematic violations of women's rights.

The Committee may only hear complaints once 'all available domestic remedies have been exhausted' and if the government has ratified the Optional Protocol.

New Zealand ratified the Optional Protocol in September 2000 and it came into force in December 2000.

### ***Current work***

MWA co-ordinates New Zealand's reports to the UN CEDAW Committee on behalf of the government. New Zealand last reported to the Committee in July 1998. The next report, New Zealand's 5<sup>th</sup>, is due for submission to the UN CEDAW Committee in September 2002. Presentation of the report to the UN in New York is currently scheduled for June/July 2003.

The Ministry of Women's Affairs held 22 regional workshops throughout New Zealand at the outset of the reporting process in August and September 2001, to:

- Inform women and girls, NGOs and interested stakeholders about CEDAW and the government's reporting process
- Stimulate preliminary discussion and thinking about New Zealand's progress in implementing CEDAW.

These workshops were designed to complement the consultation processes of the National Council of Women and Māori Women's Welfare League for the NGO reports. Briefings for NGOs were held in Auckland and Wellington to inform them of the government's reporting process.

Information packs about CEDAW and the reporting process were given out at the workshops and to interested members of the public. These included a response form which women and girls could complete to provide input to the report.

A draft report, approved by Cabinet, was circulated for public comment from 13 December 2001 to 28 February 2002, including to those women and girls who attended regional workshops, NGOs, and government departments. It was also available on MWA's website and, on request, in hard copy form.

The submissions on the draft CEDAW report and in the response forms were summarised and sent to those who made submissions and to interested members of the public. Government departments were also given a summary of the submissions for their response.

The draft report has now been revised to reflect public submissions and officials' comments. The report needs to be approved by Cabinet after the election before being submitted to the UN in September 2002.

### ***Beijing Platform for Action***

The Beijing *Platform for Action* is an international programme for improving the status of women, adopted by the 4th UN World Conference on Women, Beijing 1995. It calls on government to take actions in 12 key areas:

- women and poverty
- education and training of women
- women and health
- violence against women

- women and armed conflict
- women and the economy
- women in power and decision-making
- institutional mechanisms for the advancement of women
- human rights
- women and the media
- women and the environment
- the girl child.

Following the Beijing Conference in 1995, the New Zealand Government identified six key areas where further action could occur to improve the status of women:

- Mainstreaming a gender perspective in the development of all policies and programmes
- Women's unremunerated work
- The gender pay gap
- The need for more and better data collection on all aspects of women's lives
- The *Platform's* recommendations which are relevant to Māori women and girls
- Enhancing women's role in decision-making.

### ***Current work***

In March 1996, the government directed the Ministry of Women's Affairs to work with relevant government departments and report on progress and policy options to address these issues. The Ministry has reported twice to Cabinet on progress made in implementing the Beijing *Platform for Action*, in 1996 and 1998.

The Ministry's *Statement of Intent 2002-2005* sets out a programme of strategic objectives and actions involving collaboration with other government agencies to engage with Māori women and, in partnership with them, build on the rich, diverse experiences and insights Māori women themselves have to devise programmes and enterprises which affirm, celebrate and enhance their success and advance their progress (see Section 2). Other recent work to further this progress includes:

- The Cabinet requirement that all papers being submitted to its Social Equity Committee are to include a Gender Implications Statement
- Joint MWA/Statistics New Zealand work on the Time Use Survey, and subsequent publications (see Section 1)
- The launching of MWA's Discussion Paper on pay equity, *Next Steps Towards Pay Equity*. Following the 5 month period for public consultation which ends 30 November 2002, the Ministry will collaborate with women, Māori women, Pacific women and other government agencies to develop policy options for a way forward on pay equity (see Section 4)
- Assembling data disaggregated by gender and ethnicity, in order to enhance the development of policy options for women, Māori women and Pacific women, e.g. *Māori Women: Mapping Inequalities and Pointing Ways Forward*, published by MWA in 2001
- Restructuring, updating and promoting the Nominations database, and taking other steps to increase the participation of women on statutory boards and committees (see Section 7).

### Beijing + 5 Review

In June 2000, a special session of the UN General Assembly (Beijing + 5), Women 2000: Gender Equity, Development and Peace for the 21<sup>st</sup> Century) reviewed progress in the implementation of the Beijing *Platform for Action* and adopted a resolution outlining the actions to be taken by governments to implement the *Platform*.

Ministry staff were members of the New Zealand delegation that attended the Beijing + 5 Review. After the conference, the Ministry arranged briefing sessions for women's groups in Wellington and Auckland to give local women the chance to ask questions and hear delegates' reports. The Ministry also published a report on the conference that includes reports by delegates.

### ***Commission on the Status of Women (CSW)***

The CSW was established at the same time as the Commission on Human Rights in 1946. Its 45 members meet annually in New York. CSW's main functions are to consider matters relating to the promotion of women's rights in the political, economic, social and educational fields and to make recommendations on urgent issues relating to women's rights. The CSW also has a central role in monitoring the implementation of the *Platform for Action* arising from the 4<sup>th</sup> World Conference on Women, as well as its follow-up UN special session on women in 2000 (Beijing + 5). Currently, New Zealand has observer rather than member status.

The New Zealand Permanent Mission in New York represented New Zealand at this year's CSW. Guidance on key issues was provided by the Ministry of Foreign Affairs and Trade (Human Rights Division) and the Ministry of Women's Affairs. Rev Dr Margaret Mayman of the Association of Presbyterian Women of Aotearoa New Zealand participated in the CSW as an NGO representative.

This year's CSW in March focussed on two themes:

- Eradicating poverty, including through the empowerment of women throughout the life-cycle in a globalising world
- Environmental management and mitigation of natural disasters: a gender perspective.

Both of these themes are related to other UN processes this year (the International Conference on Financing for Development and the World Summit for Sustainable Development respectively). The CSW adopted agreed conclusions on these two themes.

The CSW also discussed the appropriate means to commemorate the 10 years since the 4th World Conference on Women in Beijing. NGOs were particularly active in calling for a 5th World Conference on Women in 2005 in order to accelerate the momentum for implementation of the commitments from Beijing and its follow-up UN special session on women in 2000 (Beijing + 5).

Issues have been raised at the CSW and the preparatory meeting for the Johannesburg Sustainable Development Summit which indicate that the Beijing *Platform for Action* could be reopened, with consequent risk of erosion of some critical gains for women, e.g. in the area of sexual and reproductive health. MWA will monitor this issue with MFAT and liaise with NGOs and other delegations. MWA intends to attend the CSW for its annual meeting in March 2003.

The two themes will be the elimination of all forms of violence against women and girls, and the participation of women in and their access to the media and information and communication technologies.

### ***UN Permanent Forum on Indigenous Issues***

The UN Economic and Social Council (ECOSOC) has established the Permanent Forum on Indigenous Issues as an advisory body, after a process initiated in 1993, when it was proposed by the Vienna World Conference on Human Rights. Its establishment has been one of the central objectives of the programme of activities for the International Decade of the World's Indigenous Peoples (1995 – 2004).

The Forum's mandate is to discuss indigenous issues relating to economic and social development, culture, the environment, education, health and human rights. It will provide expert advice and recommendations on indigenous issues to the Council and, through the Council, to UN programmes, funds and agencies. The Forum is also charged with raising awareness and promoting coordination of activities relating to indigenous issues within the UN system, and with preparing and disseminating information on indigenous issues.

In May 2002, the inaugural session of the Permanent Forum, at which New Zealand was represented, was held in New York. Key issues raised at that first session included:

- Social and economic development: this included the lack of consultation with indigenous peoples by the World Bank and other international financial institutions
- Environment: there was a call for the Forum's involvement in the World Summit for Sustainable Development (WSSD) process, and for WSSD to take indigenous views fully into account, at national and multilateral levels. Other key environmental issues included: theft of traditional knowledge (bio piracy); environmental degradation of indigenous lands (resource extraction, dumping of nuclear waste); the impact of climate change (especially on the Arctic and the South Pacific); and sustainable use of resources
- Adoption of the Draft UN Declaration on the Rights of Indigenous Peoples (see below).

There was a strong call for a second decade on the World's Indigenous Peoples, this time emphasising health with a more holistic approach, including physical, mental and spiritual health. Also highlighted was the need to note the special requirements of indigenous women (e.g. in relation to domestic abuse, addictions and reproductive health) and children (e.g. in relation to infant mortality and immunisation). The strong link between ill-health and poverty, poor nutrition, homelessness and inadequate housing, and the need for closer coordination within UN agencies, were also discussed.

### ***Draft UN Declaration on the Rights of Indigenous Peoples***

In 1982 a Working Group on Indigenous Populations was established by the UN, with responsibility for drafting a Universal Declaration on the Rights of Indigenous Peoples. The draft declaration was completed and agreed to by the indigenous caucus at the 11<sup>th</sup> session of the Working Group in 1993. Discussions have since been held between the indigenous caucus and national governments to 'refine' the declaration for ratification by national governments. This process has been extremely slow and fraught with difficulties.

### ***Current work***

A key priority for MWA is to ensure that the views of Māori women are represented in New Zealand's input to the Draft UN Declaration on the Rights of Indigenous Peoples, the Permanent Forum on Indigenous Issues, and other fora for indigenous peoples, as appropriate. MWA is working with the Ministry of Foreign Affairs and Trade on strategies to ensure that Māori women's views are represented.

MWA has commented on the New Zealand position paper on the Draft UN Declaration on the Rights of Indigenous Peoples, with a focus on ensuring that indigenous women's voices are heard. MWA has also supported, in principle, the inclusion within the draft declaration of an additional article articulating the social, cultural, and economic rights of indigenous women.

### **International Labour Organisation (ILO)**

#### ***Core Conventions***

In 1998, the ILO declared some core Conventions to be Fundamental Principles and Rights at Work which are basic to membership of the ILO. These included freedom of association and collective bargaining (87 and 98), elimination of forced labour and child labour, and the elimination of discrimination in employment and occupation.

Two Conventions of particular relevance to women are therefore of fundamental importance to New Zealand's standing:

- 1951 Convention 100 on Equal Remuneration, ratified in 1983
- 1958 Convention 111 on Discrimination (Employment and Occupation), ratified in 1983.

New Zealand is called to report to the ILO on these two Conventions every two years.

#### ***ILO Convention 100: Equal Remuneration***

Under Article 2(1), each member state is required to:

*by means appropriate to the methods in operation for determining rates of remuneration, promote and, in so far as is consistent with such methods, ensure the application to all workers of the principle of equal remuneration for men and women workers for work of equal value.*

Article 3 further requires that:

*where such action will assist in giving effect to the provisions of this Convention measures shall be taken to promote objective appraisal of jobs on the basis of the work to be performed.*

Under this Convention, the ILO Committee has commented in its most recent report:

*4. With regard to the national legislation the [NZ] Government indicates that equal remuneration for workers performing the same or similar jobs is required by several Acts which provide a range of overlapping protection against gender-based salary discrimination, including the Employment Relations Act 2000, the Human Rights Act*

1993 and the Equal Pay Act 1972. Referring to its previous comments regarding the scope of the protection against sex-based pay discrimination provided by national legislation, the Committee notes that the ERA retained the 'substantially similar' employment requirement reflected in earlier legislation and its definition of employment discrimination appears to be restricted to cases where employees work for the same employers (see ERA section 104(1).)

5. The Committee again draws the government's attention to the fact that the principle of equal remuneration within the meaning of Article 1 of the Convention refers to equal remuneration for 'work of equal value', a reference that goes beyond the concept of the 'same' or 'similar' work, choosing instead the 'value' of the work as the point of comparison. With respect to the scope of comparison, the Committee recalls once again that the reach of the comparison should be as wide as allowed by the level at which wage policies, systems and structures are set. The Committee once again asks the government to indicate the measures taken to ensure the observance of the Convention and its application in practice, such as the revision of legislation, or the issue of guidelines for use in job evaluations and contract negotiations.

#### ILO Convention 111: Discrimination (Employment and Occupation)

This Convention requires member countries to promote equality of opportunity and treatment in respect of employment and occupation to eliminate any discrimination under Article 2. In formulating a national policy for the prevention of discrimination in employment and occupation, the ILO recommends that countries have regard to the principle of equal remuneration for work of equal value (Recommendation No. 111 2bv). MWA is involved in ongoing work to develop policy options based on the principle of equal remuneration for work of equal value.

#### ILO Convention 103: Maternity Protection Convention (Revised)

A revised version of Convention 103 was discussed at the ILO Conference in June 1999. It was discussed again and adopted by the ILO in 2000.

New Zealand has a policy of not ratifying such Conventions until legislation, policy and practice are compliant with the Convention. After the implementation of paid parental leave, reassessment of New Zealand's compliance with this Convention is under way.

#### Asia Pacific Economic Co-operation (APEC)

##### ***Ad Hoc Advisory Group on Gender Integration (AGGI)***

AGGI was established by the APEC Senior Officials Meeting (SOM) in 1999 for a two year mandate to assist in the effective implementation of the *Framework for the Integration of Women in APEC (Framework)*. The *Framework* was endorsed by APEC Ministers in September 1999. In August 2001, SOM agreed to extend AGGI's term until the end of 2002.

AGGI has completed, or will complete in 2002, all mandated projects undertaken since 1999. These have focussed on enhancing awareness of the *Framework* amongst APEC fora, development of sustainable gender integration practices, and consolidation of the resources to help integrate gender into the work of APEC.

At meetings in Mexico in May 2002, SOM II agreed to the recommendations for the establishment of the Gender Focal Point Network, a mechanism for sustainable gender integration by APEC, and also to a Sex-Disaggregated Data project, *The Economic Contribution of Women in APEC – The Need for Sex-Disaggregated Data*. This will enable the development of a sex-disaggregated data system in APEC. The United States is to lead this project.

The AGGI meeting also achieved agreement on the components, roles, relationships and responsibilities for an effective and sustainable mechanism within APEC processes, including the establishment of a permanent position in the APEC Secretariat of a Gender Integration Programme Director. This is the first multilateral trade related organisation that has a formal, permanent mechanism to integrate gender. It will be formally endorsed by trade ministers and leaders later this year.

A formal review of gender integration in APEC, which has included interviews at the economy level of AGGI members, is in process. The final report will be presented to Ministers at the Second Ministerial Meeting on Women in September 2002.

### ***Second Ministerial Meeting on Women (SMMW)***

The SMMW will be held in Guadalajara, Mexico on 28-29 September 2002, preceded by a further preparatory meeting (25-26 September). The topic papers to be presented to SMMW for their consideration are: women's entrepreneurship; micro enterprises; the impact of trade liberalisation on women, with particular regard to access and barriers specific to women, such as in the labour market; and capacity building for women, such as in information and communications technology.

MWA is leading the preparation of the access and barriers section of the paper on trade liberalisation. We are working with the New Zealand APEC Study Centre and the Philippines to cover the issues for women in both developed and developing economies in the APEC region.

The First Ministerial Meeting on Women (1998, the Philippines) focused on women's involvement in APEC and key emerging issues for women (small and medium enterprises; industry, science and technology; and human resources development).

### ***Women's Leaders Network (WLN)***

The WLN is an informal network of women in business, government, academe and civil society from the 21 APEC member economies. The origins of work on gender in APEC began with the inaugural WLN conference in 1996 in the Philippines, followed by an annual conference in every subsequent year, supported by APEC host economies. The WLN operates through economy 'focal points'. Recommendations from WLN meetings provide civil society input to the work of APEC and have contributed to the development of gender integration as a cross-cutting issue within APEC.

At the May meetings in Mexico 2002, AGGI met with the WLN and discussed the role the WLN might play in APEC and within individual economies. MWA was represented at these meetings. It was suggested that economies should consider including representatives from the WLN in their delegations to the SMMW (28/29 September). It is anticipated that the SMMW programme will allow time for Ministers to have a dialogue with the WLN.

### ***APEC Business Advisory Council (ABAC)***

ABAC is a private sector advisory group established as a permanent forum to advise Leaders and other APEC officials on issues of interest to business. ABAC also has a role to ensure that gender issues are integral to all APEC activities and policy formulation processes. It comprises three business leaders from each APEC economy. New Zealand publisher Wendy Pye is a current ABAC member.

MWA is working with a group of women entrepreneurs with an interest in a series of APEC meetings (the Women's Leaders Network meeting, Small and Medium Enterprises meeting, and a Microfinance meeting) with a view to some women attending these meetings in Chinese Taipei and Mexico in August, and the SMMW on Women in Mexico in September, as part of the official delegation. A common theme for New Zealand will be developed to maximise New Zealand's interests at those meetings.

### **The Commonwealth**

#### ***Commonwealth Secretariat***

The Ministry liaises regularly with the Gender and Youth Affairs Division of the Commonwealth Secretariat. The Ministry completed a questionnaire reporting on the Implementation in New Zealand of the Commonwealth Plan of Action on Gender and Development for the Commonwealth Secretary-General's Report 2001.

#### ***Commonwealth Ministers Responsible for Women's Affairs***

Meetings are held at three-yearly intervals. New Zealand has regularly participated in these meetings, usually at the senior officials level. Agenda items include the implementation of the Commonwealth Plan of Action on Gender and Development, gender integration into policies and programmes, and women's human rights. The date and venue of the next meeting of the Commonwealth Ministers Responsible for Women's Affairs is not yet confirmed.

The communiqué from the 6<sup>th</sup> meeting held in New Delhi (April 2000) requested the Commonwealth Finance Ministers Meeting in Malta (September 2000) to support the application of a gender analysis to government budgets and also agreed to consider integrating a gender perspective into key macro-economic policies.

On 4 September 2000, the New Zealand Cabinet directed State Services Commission and Ministry of Women's Affairs, together with Treasury and Department of Prime Minister and Cabinet, to undertake further work to prepare advice on the wider integration of gender analysis in public policy. From 1 October 2000, the New Zealand Government has required the inclusion of gender implications statements in all papers that go before its Cabinet Social Equity Committee. Where a full gender analysis is not possible, reasons must be provided.

A symposium on Gender, Politics and Conflict/Peace, with wide representation up to Ministerial level from 13 Commonwealth countries in the Pacific, was held in Wellington in June 2000. Discussion focussed on sources of conflict, intervention and mediation strategies, and under-representation of women in Parliament.

## ***Australian Liaison***

### *Commonwealth-State Ministers Conference on the Status of Women (MINCO)*

New Zealand is a full member of the Australia/New Zealand Conference of Ministers, which meets every year. Indigenous women's issues were a special focus for the 2002 meeting, held in Darwin in June.

Indigenous women from Australia and New Zealand held a gathering in conjunction with MINCO and issued a declaration, which identified principles inherent to the rights of indigenous peoples. Ministers acknowledged and welcomed these principles and agreed to ongoing dialogue and a commitment to resource further national Indigenous Women's Gatherings and to report and monitor achievements within each jurisdiction.

Ministers also agreed to the establishment of an (Australian) National Women's Safety Taskforce to address the three issues of women's safety - sexual assault, domestic violence and indigenous family violence - based on the current collaborative model used in the Australian *Partnerships Against Domestic Violence* Taskforce.

Ministers agreed to use the MINCO Activities Trust Fund, to which MWA contributes, to fund a scoping project on work and family balance, which links issues of paid and unpaid work, tax, and social assistance. The remainder of the fund will be used to support next year's Indigenous Women's Gathering.

The Ministerial Council also discussed the issue of paid maternity leave. Australia is one of the two remaining OECD countries which do not have paid maternity leave.

The 2003 MINCO meeting will be hosted by Victoria at a date to be determined. The MINCO Ministers will teleconference internationally.

### *Commonwealth-State Women's Advisors*

The CE of MWA regularly attends the meetings of the Standing Committee of the Commonwealth-State Women's Advisors. These are usually held twice a year.

## **Key opportunities to improve outcomes for women**

- Using the views of women set out in the CEDAW Report in the development of the Women's Strategy
- Working towards ratification of ILO Conventions that will enhance outcomes for New Zealand women
- Attending the Commission on the Status of Women in March 2003 to support the tangible implementation of the Beijing *Platform for Action* across UN countries
- Maximising the interests of New Zealand, particularly opportunities for women entrepreneurs, at the APEC Second Ministerial Meeting on Women and the Women's Leaders' Network and Small and Medium Enterprise meetings
- Working with Australian indigenous women in the preparation of the second MINCO Indigenous Women's Gathering
- Having input into the Draft UN Declaration on the Rights of Indigenous Peoples and the UN Permanent Forum on Indigenous Issues.

