

NEW ZEALAND

NEW ZEALAND GOVERNMENT'S RESPONSE TO THE UNITED NATIONS QUESTIONNAIRE ON THE IMPLEMENTATION OF THE *BEIJING PLATFORM FOR ACTION*

April 2004

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Part One: Overview of achievements and challenges in promoting gender equality and women’s empowerment

Policy on Gender Equality and the Empowerment of Women

New Zealand’s policy on women is articulated in the Action Plan for New Zealand Women (the Action Plan), published in March 2004.

The Action Plan is a whole-of-government approach to improving the circumstances of New Zealand women. It seeks to improve a range of outcomes for women and reduce inequalities between men and women and between different groups of women.

The Action Plan prioritises actions in three key, inter-related areas: economic sustainability, work-life balance, and well-being. The Action Plan includes actions to improve outcomes for Pacific women, rural women, women with disabilities, ethnic, migrant and refugee women, and older women. In recognition of the special relationship between the Crown and Māori, it includes specific actions to increase opportunities and improve outcomes for Māori women against some indicators.

Status of the Action Plan for New Zealand Women

The Action Plan was launched on International Women’s Day, 8 March 2004. A steering group of chief executives across lead government agencies will oversee the implementation of the Action Plan. The Ministry of Women’s Affairs will monitor progress towards the achievement of the plan’s objectives.

Millennium Development Goals

New Zealand’s existing development strategies address the Millennium Development Goals (Table 1). Some of these strategies now form part of the Action Plan for New Zealand Women.

Table 1. New Zealand Strategies that Address the Millennium Development Goals

Millennium Development Goal	New Zealand Legislation / Strategies / Programmes
1. Eradicate extreme poverty and hunger	<ul style="list-style-type: none"> - social assistance reforms - childcare subsidy increases - housing assistance - work on pay equity - introduction of paid parental leave - replacement of the <i>Employment Contracts Act</i> 1991 with the <i>Employment Relations Act</i>

	2000
2. Achieve universal primary education	<ul style="list-style-type: none"> - New Zealand already has universal primary education - introduction of a <i>Pasifika Education Plan</i> - <i>Māori Education Strategy</i> - <i>Literacy and Numeracy Strategy</i>
3. Promote gender equality and empower women	<ul style="list-style-type: none"> - Action Plan for New Zealand Women - <i>Human Rights Amendment Act 2001</i> - requirement of gender analysis and gender implications statement in papers submitted to the Cabinet Social Development Committee - <i>Parental Leave and Employment Protection Act 2002</i> - <i>Equal Pay Act 1972</i> - <i>Property Relationships Act 1976</i> - <i>Domestic Violence Act 1995</i> - <i>Te Rito: New Zealand Family Violence Prevention Strategy</i> - <i>Crime Reduction Strategy</i>
4. Reduce child mortality	<ul style="list-style-type: none"> - implementation of the <i>New Zealand Health Strategy</i> and <i>Primary Health Care Strategy</i> - monitoring of maternity services - development of a <i>Breastfeeding Strategy</i> - development of the <i>Well Child Framework</i>
5. Improve maternal health	<ul style="list-style-type: none"> - implementation of the <i>New Zealand Health Strategy</i> and <i>Primary Health Care Strategy</i> - monitoring of maternity services - development of a <i>Breastfeeding Strategy</i> - development of a <i>Sexual and Reproductive Health Strategy</i>
6. Combat HIV/AIDS, malaria and other diseases	<ul style="list-style-type: none"> - <i>HIV/AIDS Action Plan: Sexual and Reproductive Health Strategy</i>
7. Ensure environmental sustainability	<ul style="list-style-type: none"> - the <i>Sustainable Development for New Zealand: Programme of Action</i> responds to the World Summit on Sustainable Development issues
8. Develop a global partnership for development	<ul style="list-style-type: none"> - about 54% of New Zealand's development assistance is fully "gender-integrated", including capacity-building assistance for women's NGOs¹

New Zealand's International Obligations and the Action Plan

The Action Plan for New Zealand Women contributes to meeting New Zealand's international obligations under the Beijing *Declaration and Platform for Action*, Beijing+5, and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW). The Action Plan provides a mechanism for government to deliver a co-ordinated response to New Zealand's international obligations and to the priorities identified in the consultation process leading to the formulation of the plan.

Main Legislative and Policy-Making Achievements

Landmarks achieved for New Zealand women over the past few years include the following:

- Paid parental leave scheme introduced and extended
- Progress in the integration of women into the armed forces
- Requirement of gender analysis and a gender implications statement in papers submitted to the Cabinet Social Development Committee
- Implementation of *Te Rito: New Zealand Family Violence Prevention Strategy*
- Legislative changes: the introduction of the *Human Rights Amendment Act 2001*, the replacement of the *Employment Contracts Act 1991* with the *Employment Relations Act 2000*, the amendment of the *Matrimonial Property Act 1976*, and the *Prostitution Reform Act 2003*.

Gender Budgeting

New Zealand's focus has been on implementing the requirement for gender analysis and gender implications statement for all papers going to Cabinet's Social Development Committee. Where the gender implications are significant, the findings and implications will be incorporated into the body of the proposal. The statement may include, among others, the desired outcomes for women in the policy area and options to address the issue.

Major Government Policy Discussions and Parliamentary Debates

A Pay and Employment Equity Taskforce was set up to develop an action plan to address the gender pay gap and promote equal pay for work of equal value in the public service, including the public health and education sectors. The government is considering the taskforce report of March 2004.

The Department of Labour is leading the Work-Life Balance Project, which aims to enhance the ability of individuals and families to make real and beneficial choices about paid work, family commitments and other responsibilities by developing and promoting options to improve the work-life balance of New Zealanders.

Globalisation

The Ministry of Women's Affairs and the Philippines' National Commission on the Role of Filipino Women jointly commissioned a paper for the 2002 Second APEC Ministerial Meeting

in Mexico entitled: *Gender Implications of Trade Liberalisation: Issues from the Experience of the Philippines and New Zealand*. The paper identified a number of policy responses to the impact of trade liberalisation on women, including the promotion of labour and human rights provisions of importance to women, the provision of adequate social safety nets, and the capacity building of women.²

Sector Areas

Economic

The Action Plan addresses the following economic sector issues affecting women: pay and employment equity, employment quality, participation in employment, retirement savings, support for tertiary students, family income assistance, women in enterprise, Pacific women's economic well-being, Māori women and collectively-owned assets, and leadership and decision-making in the business sector.

Social

The Action Plan also addresses these social sector issues: work-life balance, women's unpaid and voluntary work, paid parental leave, early childhood education, childcare assistance, out of school care and recreation, disability, issues concerning rural women and migrant women, e-government, access to health services, violence, crime reduction, sexual and reproductive health, Māori women's smoking rates, mental health, obesity, and participation in leadership and decision-making in the health and justice sectors and government boards.

Partnerships with Stakeholders

Formal consultations for the Action Plan were sponsored by the Ministry of Women's Affairs (MWA), in partnership with the National Council of Women of New Zealand, the Māori Women's Welfare League and PACIFICA. Focus groups representing particular groups of women provided input during the consultation process. Women from around the country also provided written submissions in response to the Action Plan discussion document.

MWA also engages regularly with key national and local women's groups and other stakeholders from the academic community and the private and non-profit sectors.

Engaging Men and Boys in the Promotion of Gender Equality

Among the planned activities of the Work-Life Balance Project is a consultation with groups where men predominate such as Scouting New Zealand, chambers of commerce, and other business groups.

In a survey conducted by the Equal Employment Opportunities Trust on fathering and paid work, 82% of the fathers surveyed stated that their paid work negatively affects the amount of time they spend with their children.³ This has implications for equity in the workplace, which is more likely to be realised when men share caring responsibilities.

When the Ministry of Women's Affairs addresses Māori women's issues, Māori women are perceived as part of a collective group, that being whanau (family group), hapu (sub-tribe), iwi (tribe), or Māori group, which is all inclusive of Māori men and Māori boys.

The government's *Te Rito: New Zealand Family Violence Prevention Strategy* targets the prevention of violence against women of all ages, with a focus on preventing abuse of a spouse/partner, child, or older person. It aims to bring about attitudinal change by encouraging intolerance of violence in families and by ensuring that members of society, including men and boys, understand the dimensions and manifestations of violence and play their part in preventing it.

Part Two: Progress in implementation of the critical areas of concern of the Beijing Platform for Action and the further initiatives and actions identified in the twenty-third special session of the General Assembly

Examples of policies, legislative changes, programmes and projects

Women and poverty

Replacement of the Employment Contracts Act 1991 with the Employment Relations Act 2000

The *Employment Relations Act* (ERA) came into effect on 2 October 2000. The Act contains a number of provisions which, though not aimed specifically at women, seek to redress inequalities in bargaining power and may therefore particularly benefit women. These provisions include:

- Promotion of collective bargaining
- A requirement that all parties to an employment relationship, including employers, employees and unions, deal with each other in good faith
- A requirement to provide new employees who are not members of a union with an opportunity to consider whether or not to join a union
- A requirement to provide new employees, where there is no relevant collective agreement, with sufficient information and an adequate opportunity to seek advice before entering into an individual employment agreement.

The anti-discrimination provisions of the ERA continue to provide protection against discrimination on various grounds, including gender. Any employee may pursue a personal grievance against their employer or former employer under the Act.

Paid Parental Leave Scheme

The *Parental Leave and Employment Protection (Paid Parental Leave) Amendment Act* was passed on 30 March 2002 and took effect from 1 July 2002. Eligible women are entitled to 12 weeks paid parental leave, funded by the government, which they can transfer to their partners (including same-sex partners). To be eligible, they must have worked for at least one year for at least ten hours a week for the same employer. The employer is also obliged to keep their job available for one year so that women on paid parental leave can return to work.

Extensions to this scheme were announced by the government on 8 March 2004. Those who have been in the same job for 6-12 months will now qualify for the paid leave (but not the one year unpaid leave) and the period of paid leave will be extended to 13 weeks in 2004 and then to 14 weeks in 2005. 19,000 parents accessed paid parental leave during the scheme's first year.⁴ A further 3,400 women are expected to benefit from the extensions to the scheme.⁵

The provision of paid parental leave will mean New Zealand will meet the International Labour Organisation Maternity Protection Convention standard in terms of leave duration.

Amendment of the Matrimonial Property Act 1976

The *Property (Relationships) Act* 2001 has amended the *Matrimonial Property Act* 1976. The changes took effect from 1 February 2002.

Three major changes resulted from these reforms:

- The same property division regime will now apply to de facto (including same-sex) relationships as applies to married couples. This means that relationship property will now generally be divided equally between spouses or partners at the end of a marriage or relationship.
- The same property division rules as above will apply on the death of a spouse or partner.
- New measures are aimed at addressing economic disparities that arise between spouses or partners when a marriage or relationship breaks down and that are due to the division of functions during the marriage or relationship. The courts have been given discretion to award lump-sum compensation payments.

Education and training of women

Achievements in Education⁶

Significant gains have been made for New Zealand women and girls in the education system, evidenced by the following:

- More women than men are enrolled at public Tertiary Education Institutions. In 2002, 57% tertiary students were women.
- 16% of all women aged 15 and over were enrolled in tertiary education at some time during 2002, compared with 12% of men aged 15 and over.
- Completion rates in tertiary education are higher for women than men across all levels of study except doctorate, where completion rates are similar.
- Women are more likely than men to participate as adults in post-school education.
- Participation rate for women in industry training has increased.
- At school entry, girls on average are attaining higher scores than boys for oral language, early literacy and numeracy.
- Girls performed significantly better than boys in the 2001 international PIRLS (Performance in Reading Literacy) assessments at age 9, and in the 2000 PISA (Programme for International Student Assessment) Reading Literacy assessments at age 15. The latter showed statistically significant gender differences in all ethnic groupings. There was no statistically significant gender difference in either mathematical literacy or scientific literacy.
- The *Pasifika Education Plan*, *Maori Education Strategy*, and *Literacy and Numeracy Strategy* were introduced to increase participation, raise achievement levels, and reduce inequalities in educational outcomes for Maori and Pacific populations in the education system.

Financial Assistance for Tertiary Students

In 1992, a Student Loan Scheme was established to provide loans to students to cover fees, course-related costs and living expenses. The scheme provides support for all who wish to borrow to undertake tertiary education.

Women and health

Sexual and Reproductive Health Strategy

The government's *Sexual and Reproductive Health Strategy* targets reductions in the incidence of sexually transmitted infections and unwanted pregnancies, with a particular focus on teenage pregnancies.

Screening Programmes

Breastscreen Aotearoa, the national breast cancer screening programme, was implemented in 1998 to offer free mammography and follow-up to all women aged 50-64 years and aims to screen asymptomatic women in this age group every two years. Currently, 62% of the eligible population is covered by the programme.⁷ A major extension to the programme will be rolled out from July 2004 to include women up to their 70th birthday and from their 45th birthday, which can potentially save another 32 lives a year.⁸

The *National Cervical Screening Programme* (NCSP), implemented in 1990, encourages all women aged 20-69 to have regular smears and to enrol in the NCSP Register. Organised cervical screening can be effective in reducing the incidence of cervical cancer by as much as 91%, with three-yearly screening.⁹ From 1988 to 1997, cervical cancer rates decreased by 39% and mortality rates decreased by 44%.¹⁰ In March 2004, the *Health (NCSP) Amendment Act* was passed to strengthen evaluation procedures and ensure the quality and safety of the NCSP.

National Alcohol Strategy

The higher risk of alcohol-related problems among young people, Māori and offenders has been known for some time.¹¹ More recent evidence, however, indicates other groups at increased risk, including young women and older people.¹²

The National Alcohol Strategy was released in 2001, with a focus on minimising related harm to individuals, families and society. It has been designed to both complement and extend the National Drug Policy.

Mental Health

A nationwide psychiatric epidemiology study is being developed, with results expected in 2005. The study will allow the comparison of a number of aspects of women's and men's mental health and of prevalence rates for diagnosable psychiatric disorders.

Violence against women

Te Rito: New Zealand Family Violence Prevention Strategy

Te Rito was launched in March 2002, setting out the government's five-year implementation plan for maximising progress towards the vision of families free from violence. The strategy acknowledges the gendered nature of family violence and places strong emphasis on prevention and early intervention.

Te Rito aims to: bring about attitudinal change by encouraging intolerance of violence and increasing society's awareness and part in preventing family violence; achieve an effective, integrated and co-ordinated responses to family violence situations and ensure quality and accessible services; prevent violence by providing education and support and by identifying

violence early; ensure that approaches to prevention are culturally relevant; and ensure a consistent and ongoing commitment to family violence prevention.

Family Violence Intervention Guidelines for Health Professionals

The Ministry of Health has developed comprehensive Family Violence Intervention Guidelines to assist health professionals identify, manage and refer victims of family violence. Implementation of the guidelines is being supported through the establishment of family violence co-ordinators and the provision of training to key health professional groups.

United Nations (UN) Convention Against Transnational Organised Crime

In June 2002, Parliament passed the *Transnational Organised Crime Bill*, which enabled New Zealand to ratify the *UN Convention Against Transnational Organised Crime* and its accompanying *Protocols on the Trafficking of Women and Children and the Smuggling of Migrants*. Consequent legislative changes included amendments to the *Crimes Act 1961*, the *Immigration Act 1987* and the *Passports Act 1992*, aimed at reducing the incidence of illegal immigration by creating a range of offences that target not only people smugglers and traffickers but also associated activities.

Women and armed conflict

Progress in the Integration of Women into the Armed Forces

The New Zealand Defence Force commissioned the Human Rights Commission to carry out a Gender Integration Audit of the Force in 1997-1998. Single Service Chiefs of Staff were asked to establish procedures for the employment of women in trades where they were excluded, with a goal of full integration by 2005.

In January 2000, the Chief of Defence Force lifted all restrictions on the employment of women in combat roles. The Air Force was the first service to remove all restrictions on the employment of women in military trades. The Navy opened the Diving Branch to the employment of women in February 2000, removing the last restricted trade within that service. The New Zealand Army is concentrating on a phased implementation. In some areas, new equipment will be needed to remove certain “strength” barriers so that women may move into all combat roles.

Refugee Women

The Office of Ethnic Affairs was launched in May 2001 to provide information and advice about ethnic groups other than Māori and Pacific peoples (who are covered by separate portfolios), including refugee women. It has piloted a telephone interpreting service, Language Line, to improve access to government services for non-English-speaking people and those with limited English.

Women and the economy

Employment Relations Act 2000

The *Employment Relations Act 2000* replaced the *Employment Contracts Act 1991* as the legislative framework for employment relationships. It recognises inequality between employers and employees, promotes collective bargaining while protecting the integrity of individual

choice, and requires parties to employment relationships to deal with each other in good faith. This framework enables vulnerable employees, including women, to participate in collective bargaining to ensure they have a more effective voice in employment negotiations. It also provides protection against discrimination and unfair bargaining and access to personal grievance and other problem-solving procedures aimed at maintaining successful employment relationships (see page 6, *Women and poverty*).

Equal Employment Opportunities

The Equal Employment Opportunities (EEO) Trust was established in 1991 to promote the business benefits of equal employment opportunities to all employers throughout New Zealand. The Trust promotes equal employment opportunities as good management practice among New Zealand businesses.

To accelerate equality between men and women in employment, a dedicated Equal Employment Commissioner within the Human Rights Commission was established in 2002.

The State Services Commission has a legislative mandate to promote, develop and monitor equal employment opportunities across the New Zealand public service. The legislation is permissive of a wide range of groups. However, women, Māori, ethnic minority groups and people with disabilities are recognised as being under-represented in some areas of the public service labour force. One of the outcomes of EEO is the long-term elimination of all forms of unfair discrimination in employment, and that EEO Groups are employed at all levels within public service workplaces.

New Zealand Disability Strategy

The *New Zealand Disability Strategy* provides a framework for a more inclusive society by ensuring government agencies consider the needs of disabled people before making decisions. It aims to eliminate barriers to people with disabilities from contributing to society and the economy. This is vital to the well-being of one in five New Zealanders who identify as having a long-term activity limitation.

Time Use Survey

Results from New Zealand's first Time Use Survey were jointly published by Statistics New Zealand and the Ministry of Women's Affairs in 2001. The Time Use Survey was the first attempt to highlight women's unpaid contributions to the economy. The survey recorded the amount of time New Zealanders spend on different activities within a framework of economic participation, in the form of paid and unpaid work and social participation.

Childcare and Employment

The maximum number of hours of childcare for 0 to 5 year olds subsidised through the Childcare Subsidy for low-income families has been raised from 37 to 50 hours per week.

The maximum number of hours for which the Out of School Care and Recreation Subsidy (for 5 to 13 year olds) is available during the school holidays has also been increased from 37 to 50 hours per week. These increases will have a particular impact on women and other caregivers taking up full-time employment.

Women in power and decision-making

Central Government

Women hold the four key constitutional positions in New Zealand: Governor-General, Prime Minister, Attorney-General and Chief Justice.

In 1993, the last year in which an election was held under the first-past-the-post system, women constituted 21% of the Members of Parliament.¹³ This rose to 29% in 1996, when the first election was held under a Mixed Member Proportional representation system and to 31% in 1999.¹⁴ Under the 47th Parliament, elected in 2002, women make up 29%.¹⁵

Local Government

The proportion of women members in local authorities increased from 25% in 1989 to 30% in 2001.¹⁶

International Representation and Participation

Representation by women at major international conferences, including United Nations conferences, has continued without discrimination on the basis of gender. In 2003, women made up 50% of staff of the Ministry of Foreign Affairs, with increased representation at senior levels.¹⁷ In the same year, the Ministry introduced internships for Maori and Pacific peoples.

Human rights of women

Human Rights Act 1993

Due to the changes introduced by the *Human Rights Amendment Act* 2001, the Human Rights Act 1993 now promotes the further development of a robust human rights culture in New Zealand. Post 2001, the Act provides a more comprehensive system to prevent and provide redress in respect of discrimination, including discrimination against women on a number of grounds including sex, marital status, family status, disability and sexual orientation. It provides that publicly funded complaints about alleged discrimination may be made to the Human Rights Commission in respect of all government activities and legislation. Previously, the Commission's publicly funded complaints process could only address alleged discrimination in the private sector. Through Part 1A of the *Human Rights Act*, government activities are subject to the non-discrimination standard contained in the *New Zealand Bill of Rights Act* 1990. (The only exceptions are government employment policies and practices and the related areas of racial and sexual harassment, racial disharmony and victimisation, which are dealt with alongside private sector employment matters under Part II of the Act).

New Zealand Bill of Rights Act 1990

The *New Zealand Bill of Rights Act* 1990 implements a range of civil and political rights, including non-discrimination on the same grounds as the *Human Rights Act*. The Bill of Rights Act remains a strong directive to government, obliging the development of legislation, policy and practice compliant with these human rights.

Prostitution Reform Act 2003

The *Prostitution Reform Act* 2003, which originated as a Member's Bill, decriminalised prostitution by repealing some of the offences associated with prostitution and soliciting. The Act safeguards the human rights of sex workers and protects them from exploitation, promotes their welfare and occupational health and safety, creates an environment that is conducive to public health, and protects children from exploitation in relation to prostitution.

CEDAW Optional Protocol

New Zealand ratified the *CEDAW Optional Protocol* in 2000.

Women and the media

Sex Roles and Stereotyping

With the conclusion of the Select Committee inquiry into the *Films, Videos, and Publications Classification Act* in March 2003, the government has announced that penalties for offences involving objectionable material will increase and search powers to detect offending will be broadened. The increased penalties will bring New Zealand in line with standards in Britain, Canada and some Australian states.

Censorship

The New Zealand Customs Service enforces an import prohibition, created under the *Customs and Excise Act* 1996, on objectionable publications and indecent or obscene articles.

The Act was amended in October 2002 to update Customs' powers to better deal with new technologies. The amendment effectively outlawed the importation of objectionable material downloaded from Internet sites located outside New Zealand.

The Censorship Compliance Unit of the Department of Internal Affairs enforces the *Classification Act* within New Zealand. As at April 2004, it has successfully prosecuted over 130 cases involving objectionable material.¹⁸ The Unit co-operates with overseas law enforcement agencies in global investigations and in sharing information on offenders.

Women and the environment

Sustainable Farming Fund¹⁹

The Sustainable Farming Fund supports projects that will contribute to improving the financial and environmental performance of land-based productive sectors. The fund aims to help these sectors solve problems and take up opportunities to overcome barriers to economic, social and environmental viability. It will do this by bringing together "communities of interest". These are groups of people drawn together by a shared problem or opportunity in the sustainable use of resources.

An example of this initiative is the training provided by the Mid-Canterbury Women in Arable Farming to help rural women manage their operations.

The girl child

United Nations (UN) Convention on the Rights of the Child: Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography

In 2000, New Zealand signed the *UN Convention on the Rights of the Child: Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography*. Amendments to New Zealand legislation are required before full ratification.

International Labour Organisation (ILO) Convention 182 Concerning the Worst Forms of Child Labour

New Zealand ratified *ILO Convention 182 Concerning the Worst Forms of Child Labour* in June 2001 following the passing of the *Crimes Amendment Act 2001*. The Act prohibits any person being a client in an act of prostitution by a person under 18 years of age, prohibits the procurement of a person for the purpose of prostitution with another person, and provides a general prohibition on debt bondage and serfdom. New Zealand has established a Child Labour Officials Advisory Group to monitor and report on compliance with ILO 182.

Prostitution Reform Act 2003

The *Prostitution Reform Act 2003* protects children 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. It removed laws used to prosecute children under the age of 18 for involvement in prostitution (see page 11, *Human rights of women*).

Obstacles encountered and remaining gaps and challenges

Women and Poverty

Research on the living standards of New Zealanders, released by the Ministry of Social Development in November 2002, revealed that people on benefits, sole parents, Māori and Pacific people are more likely to have lower living standards and experience severe hardship.²⁰ 82% of parents in sole parent families are women.²¹

New Zealand currently has a two-tier superannuation system: a universal public pension funded from general taxation and privately funded superannuation. The public pension provides income for those over 65, independent of lifetime incomes, which is particularly beneficial to women. The gender pay gap makes it more difficult for women than men to save through private superannuation. The longer life expectancy of women compared to men also means women need to save for a longer retirement period.

Education and training of women

In New Zealand, European women take, on average, 11.6 years to repay their student loans compared to 7.5 years for European males; Māori women take 11.6 years compared to 8 years for Māori men; and other women take 13.9 years compared to 9.7 years for other men.²²

The significant under-representation of women, Māori and Pacific people in the Modern Apprenticeships Scheme was one of the key findings of the Formative Evaluation of the Modern Apprenticeship Pilots. The low number of young women in Modern Apprenticeships reflects

labour market segmentation in many of the industries currently participating in Modern Apprenticeships. There is a deeply embedded tradition of gender segmentation in some industries which previous equity initiatives had difficulty breaking down.

Women and the economy

Labour markets statistics indicates an increasing labour force participation rate for New Zealand women, from 57.5% in 2000 to 59% in 2003.²³ Women's participation rate for 2003, however, was much lower than that for men, which was registered at 74.3%.²⁴

A gender pay gap persists. In 2003, women recorded average total hourly earnings of \$17.47, compared to \$20.62 for men.²⁵ This represents 84.72% of the average total hourly earnings of men, which is a slight gain from the 2000 figure of 84.4%.²⁶

The Time Use Survey indicates that on average, women spend more time than men on all four main categories of unpaid work: household work, caregiving for household members, purchasing goods and services for own household, and unpaid work outside the home.²⁷ Māori women spend more time caring for household members than do non-Māori women.²⁸ While total work time of females and males is very similar, at seven hours per day, 60% of men's work is paid but almost 70% of women's work is unpaid.²⁹

The Paid Parental Leave Scheme, though extended from 12 to 14 weeks, still excludes women in part-time jobs of less than ten hours a week and seasonal, short-term or casual workers who do not continuously work for six months before the birth, and the self-employed.

The number of self-employed women is growing and the rate at which they are entering self-employment is faster than that of men.³⁰ Men, however, are much more likely to be full-time working proprietors, are more likely to operate enterprises that are larger in terms of numbers employed and are likely to earn more than self-employed women.³¹ Despite the possible explanations that exist for these differences, including the time flexibility that self-employment offers women, this suggests that there is still important work to be done in helping self-employed women fulfil their potential as a group.³²

Women in power and decision-making

A study conducted by the State Services Commission in 2002, *Barriers to Women's Career Progression: A Review of the Literature*, shows fewer women holding senior management positions in the New Zealand Public Service, particularly at the Chief Executive level. This is a cause of concern to those considering the future of the Public Service.

Women are under-represented in Crown company boards. Demographics reports compiled by the Crown Company Monitoring Advisory Unit show that as at April 2004, only 35% of directors on Crown company boards are women.³³

Access to affordable, quality childcare

The 1998 New Zealand Childcare Survey 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.³⁴ Of those mothers who reported not participating in employment because of lack of childcare, almost half gave cost as a reason.³⁵

Access to Services

A key issue identified in the consultation process for the Action Plan by rural women was the need for cross-government co-ordination in rural areas.³⁶

Migrant and refugee women are identified as a high-risk group for social isolation and mental illness, especially those from traditional cultures and religious backgrounds and those who do not speak English.³⁷

Violence against women

In 2001, 19% of women said they were victims of sexual crimes.³⁸ Women, especially Māori women, were more likely than men to have experienced violence at the hands of heterosexual partners at some time in their lives.³⁹

Women and health

New Zealand has the third highest rate of teenage births in 28 OECD countries.⁴⁰ Teen pregnancy is strongly associated with detachment from school, lack of training and paid work opportunities and the absence of meaningful prospects for the future.⁴¹

Māori women have the highest level of smoking prevalence (51.4%).⁴² They are two and a half times as likely to smoke as European/other women and more likely to smoke than Māori men.⁴³ Overall, 31% of all Māori deaths between 1989 and 1993 have been attributed to cigarette smoking.⁴⁴

Obesity in New Zealand increased by 55% between 1981 and 1997.⁴⁵ Rates among Māori are higher than those for the general population: 27% of adult men and 28% of adult women are obese.⁴⁶ Obesity in Pacific adults is also very high compared with the general population: 26% of men and 47% of women are obese.⁴⁷

In early and mid life, women have higher prevalence rates of depression and anxiety disorders compared to men, but have a lower presentation threshold.⁴⁸

Lessons Learned

Gender analysis at the early stage of policy development

New Zealand has integrated gender analysis into its policy development process by requiring papers going before Cabinet's Social Development Committee to contain a gender implications statement, supported by gender analysis. Preliminary results from monitoring gender analysis contained in social policy papers indicate variable quality. The main reason was the lack of gender analysis at the problem-definition stage of policy development. This signals the imperative for agencies to adopt a more thorough gender analysis at the very early stages of policy formulation.

Importance of stakeholder involvement in the development of the Action Plan

Early involvement of stakeholders in the formulation of the Action Plan for New Zealand Women ensured their feedback and comments were incorporated during policy development. In December 2002, a discussion document, *Towards an Action Plan for New Zealand Women*, outlined some of the main issues affecting women and girls for different women's groups and individuals to comment on. Women were also consulted through focus groups. Feedback to the document assisted the government in developing an action plan with clearly identified priority areas.

Involvement of different stakeholders early in the policy development process brought out insights and first-hand experience from women all over the country. Specific concerns from some groups emerged and were given consideration, which could otherwise not have been captured in the official policy process.

Importance of effective relationships in adopting a whole-of-government approach

The Action Plan is a product of the joint efforts of a host of government agencies, non-government organisations and individuals.

As New Zealand continues to address the critical concerns of the Beijing *Platform for Action* by implementing the Action Plan, it becomes imperative for government agencies to maintain effective working relationships with each other and with external stakeholders to facilitate information and data sharing, give focus to priority areas, and address both government-wide and population-specific concerns more effectively.

The need for more robust, gender-disaggregated social statistics

The existing body of official social statistics in New Zealand provides an inadequate foundation for evidence-based policy. Unlike economic statistics, the official system of social statistics consists of a number of disparate collections that are not co-ordinated to work together.

Consultations with women's groups for the CEDAW Report 2002 revealed their concern for the lack of disaggregated data to inform government and that data collection methods do not always show or measure their contribution to the economy.⁴⁹ They were also concerned about the invisibility in research of particular groups of women, including young, rural, refugee, Māori and Pacific women, and women with disabilities.⁵⁰ The generation of official data from different sectors may not be keeping up with the emerging needs of an increasingly diverse female population.

It should be noted that the concerns around the inadequacy of social statistics for evidence-based research and policy are being addressed through a whole-of-government programme of social statistics. The programme aims to improve the coherence of social statistics and provide a more robust foundation for planning and investment decisions and associated evaluation activity. Information on inter-connections across the social sector will help improve the alignment of planning and activities.

Part Three: Institutional development

National mechanisms

Gender analysis and gender inequalities reporting across government

Since January 2002, the government has systematically integrated gender analysis into the policy process by requiring all papers going before its Cabinet Social Development Committee to include gender implications statements, supported by gender analysis. This requirement ensures that social policy advice to Ministers includes an assessment of the impact of proposed and existing policies and programmes on women and men and whether they disadvantage women and men. The statement must succinctly report on whether gender analysis has been undertaken and the reason, if otherwise. Where the gender implications of a policy proposal are significant, those findings and implications will be incorporated throughout the body of the proposal.

Reporting requirement on reducing inequalities

Thirteen government departments, across a range of sectors, are required to include a section in their annual reports to Parliament on their contributions to reducing inequalities for disadvantaged groups. This includes reporting on their effectiveness in reducing gender inequalities, particularly for Māori and Pacific women.

Ministry of Women's Affairs

The Ministry of Women's Affairs plays a key role in leading gender analysis across government and in driving government policy towards achieving improvements in outcomes for women. It will monitor progress towards achievement of the Action Plan's objectives.

Office for the Community and Voluntary Sector

The Office for the Community and Voluntary Sector was established within the Ministry of Social Development in 2003. Its main function is to provide advice on cross-government policy issues affecting the community and voluntary sector, including women working in their communities and women volunteers, and to enhance the sector's involvement in decision-making.

Focal points

All government agencies bear responsibility for improving outcomes for New Zealand women. The programmes in the Action Plan will be implemented by lead agencies, in participation with other agencies and non-government organisations. The overall co-ordination remains in the hands of the Ministry of Women's Affairs.

The Action Plan focuses on three key, inter-related work streams, under which priority areas are identified. These areas reflect women's views on what is important, where indicators demonstrate poorer results for women, and where government can act to achieve improvements for women's lives.

Table 2. Identified priority areas and implementing agencies

ACTIONS	LEAD AGENCIES
Economic Sustainability	
Pay and Employment Equity	Department of Labour with the Ministry of Women’s Affairs, Treasury, State Services Commission officials and the New Zealand Council of Trade Unions
Employment Quality - Develop a Decent Work Action Plan	Department of Labour in consultation with Business New Zealand, the New Zealand Council of Trade Unions, non-government organisations and other agencies
Participation in Employment <ul style="list-style-type: none"> - Review of the Family Income Assistance Regime - Modern Apprenticeships - Adult English for Speakers of Other Languages Strategy 	Ministry of Social Development Tertiary Education Commission with the Department of Labour, Ministry of Education and Ministry of Women’s Affairs Ministry of Education and Tertiary Education Commission
Retirement Savings	Retirement Commission and Ministry of Women’s Affairs in consultation with other government agencies
Support for Tertiary Students	Ministry of Education with the Ministry of Social Development, Internal Revenue Department, Ministry of Women’s Affairs and Treasury
Family Income Assistance Review	Ministry of Social Development in consultation with other government agencies
Women in Enterprise <ul style="list-style-type: none"> - Cross-departmental Steering Group to identify success factors for small and medium-sized enterprises - Evaluation of framework for foundation and growth 	Ministry of Women’s Affairs and Ministry of Economic Development in conjunction with stakeholders, Māori groups and non-government organisations New Zealand Trade and Enterprise and the Ministry of Economic Development and

services - Increasing the uptake of the Enterprise Development Fund by women in business	Ministry of Foreign Affairs and Trade New Zealand Trade and Enterprise and the Ministry of Women's Affairs and Ministry of Economic Development
Pacific Women's Economic Well-Being	Ministry of Women's Affairs, Ministry of Pacific Island Affairs and Ministry of Economic Development
Māori Women and Collectively Owned Assets	Ministry of Māori Development (Te Puni Kokiri) in conjunction with the Ministry of Women's Affairs, Ministry of Economic Development, the Māori Women's Welfare League and Māori Women's Development Inc.
Participation in Leadership and Decision-Making Roles in the Economic Sector	Ministry of Women's Affairs
Work-Life Balance	
Work-Life Balance Project	Department of Labour with the Ministry of Social Development, Ministry of Women's Affairs, Ministry of Pacific Island Affairs, Treasury, Ministry of Māori Development (Te Puni Kokiri), State Services Commission and partner organisations
Time Use Survey / Satellite Accounts	Statistics New Zealand with the Ministry of Social Development
Paid Parental Leave	Department of Labour with the Ministry of Women's Affairs and Treasury
Early Childhood Education Regulatory and Funding Review	Ministry of Education / Ministry of Social Development
Child Care Assistance	Ministry of Social Development / Ministry of Education
Out of School Care and Recreation	Ministry of Social Development

Well-Being	
New Zealand Disability Strategy initiative for Women	Ministry of Women's Affairs and Office for Disability Issues
Heartland Services	Ministry of Social Development
Telephone Interpreting Service	Department of Internal Affairs' Office of Ethnic Affairs in partnership with other government agencies
E-Government	State Services Commission
Access to Health Services	District Health Boards
Te Rito: New Zealand Family Violence Prevention Strategy	Ministry of Social Development in partnership with other government agencies
<p>Crime Reduction Strategy</p> <ul style="list-style-type: none"> - Continuing the implementation of the Crime Reduction Strategy - Implementation of the Family Violence Circuit Breaker initiatives - Development of pilot tikanga based rehabilitative programmes for Māori women inmates and offenders 	<p>Ministry of Justice and Ministry of Health in partnership with other government agencies</p> <p>Ministry of Social Development</p> <p>Department of Corrections</p>
Sexual and Reproductive Health	Ministry of Health and District Health Boards
Māori Women's Smoking Rates	Ministry of Health
Mental Health	Ministry of Health and District Health Boards
Obesity	Ministry of Health and District Health Boards
Participation in Leadership and Decision-Making	Ministry of Women's Affairs

Monitoring mechanisms

Progress against the objectives and outcomes identified in the Action Plan will be monitored using a core set of indicators. These key indicators form part of the monitoring framework for the Plan, which is continually being refined. Additional indicators will be selected as they are

developed to enhance the monitoring process. The Ministry of Women's Affairs will report to government every two years on progress against key indicators.

Core set of indicators⁵¹

The Action Plan framework is structured to measure the progress of women's participation in leadership and decision-making, labour force participation, standard of living, enterprise and economic growth, education, work-life balance, health, housing and violence.

Core indicators adapted for monitoring economic sustainability include:

- Median annual income
- Average hourly income
- Proportion of the labour force employed
- Labour force participation rate
- Unemployment rate
- Bachelor degree completion.

Core indicators to gauge women's well-being include:

- Life expectancy
- Prevalence of obesity
- Prevalence of smoking
- Ischaemic heart disease mortality
- Sexual victimisation
- Criminal victimisation.

Capacity for promoting gender mainstreaming

The Ministry of Women's Affairs is monitoring the effectiveness of the requirement for all papers submitted to the Cabinet Social Development Committee to contain a gender implications statement, supported by gender analysis. Preliminary results suggest that the quality of gender analysis in social policy papers has been variable, mainly because there has been no gender analysis at the problem-definition stage of policy development.

MWA will continue to work directly with government agencies to develop policies that improve outcomes for New Zealand women and promote a sustainable future for New Zealand. It will continue to advise government departments on how to integrate gender analysis into their policy development.

Roles of different stakeholders

The Ministry of Women's Affairs (MWA) consulted the following departments and organisations in the preparation of the Cabinet paper and the Action Plan: Ministry of Health, Ministry of Education, Ministry of Justice, Department of Prime Minister and Cabinet, Ministry of Māori Development (Te Puni Kokiri), Department of Labour, Ministry of Foreign Affairs and Trade, Treasury, Department of Corrections, Ministry of Economic Development, Ministry of Youth Development, Inland Revenue Department, Ministry of Pacific Island Affairs, Ministry of Social Development, Housing New Zealand, Ministry of Housing, Statistics New Zealand, Office of Ethnic Affairs, Office for Senior Citizens, State Services Commission, New Zealand Trade and Enterprise, Office for Disability Issues, Human Rights Commission, National Council of Women of New Zealand, Māori Women's Welfare League and PACIFICA.

MWA also engages regularly with key national and local women's groups and stakeholders from the academic community and private and non-profit sectors.

Part Four: Main challenges and actions to address them

The immediate challenge in improving the circumstances of New Zealand women is to successfully implement the Action Plan for New Zealand Women across government in three identified priority areas: economic sustainability, work-life balance, and well-being.⁵²

Economic sustainability

Improving women's participation in employment, earnings, and quality of employment

Major initiatives by government to achieve improvements in employment and standards of living include the government's *Employment Strategy*, which identifies the need to improve participation in employment, earnings and the quality of employment for a number of groups that include women, mature job seekers and people with disabilities. The strategy also targets improvements in employment for Māori and Pacific peoples. Further work is also being done to consider options that might support the self-employed.

The government is working to improve pay and employment equity through the Pay Equity Taskforce. It is considering the taskforce report of March 2004 to address pay and employment equity in the public service, public health and education sectors. The Department will also develop a *Decent Work Action Plan* as a tool to realise fulfilling work in New Zealand.

The Ministry of Social Development is leading government's review of social assistance support. Changes to social assistance will increase family income for low-income earners and improve circumstances for many women in New Zealand.

The Tertiary Education Commission will explore ways to increase women's participation in Modern Apprenticeships and together with the Ministry of Education, will implement the *Adult English for Speakers of Other Languages (ESOL) Strategy* to assist migrant and refugee women attain English language skills to facilitate their entry into paid employment.

Improving women's economic well-being

To assist women in providing for their future and that of their families, the Retirement Commission and the Ministry of Women's Affairs will conduct a campaign to increase women's involvement in financial planning and increase their uptake of retirement savings schemes.

The achievement of higher qualifications improves women's opportunities to gain sustainable employment. The government is committed to reducing the impact of student loans on women, which will improve the affordability of tertiary education for women.

The Ministry of Women's Affairs is currently conducting research to identify strategies to improve Pacific women's economic well-being.

Improving the success rate of women in enterprise

An inter-agency Women in Enterprise Steering Group, chaired by the Ministry of Women's Affairs, aims to identify success factors for small and medium-sized enterprises. With increasing numbers of women entering small business, this initiative aims to enhance sustainable business

growth among businesses owned and operated by women, particularly Māori women. Initiatives will be developed to assist Māori women gain expertise in effectively managing collectively owned assets.

Increasing women's participation in leadership and decision-making in the economic sector

The Nominations Service of the Ministry of Women's Affairs will continue to promote gender balance in decision-making by providing nominations of appropriately skilled, qualified and experienced women to statutory boards in the economic sector. It aims to increase the percentage of women on these bodies to 50% by 2010.

Work-Life Balance

Improving work-life balance in New Zealand

The ageing of New Zealand's population means fewer people will be working to sustain the economy in the future. Policies to improve work-life balance will enable more people to participate in the paid workforce by taking account of responsibilities and activities outside work.

The development of policy options to specifically address work-life balance issues is in its infancy. The government has established a Work-Life Balance Steering Group to develop policies and practices that enhance the ability of families and individuals to make real choices about paid work, family commitments and other responsibilities.

Giving visibility to the role of unpaid work in the economy

Statistics New Zealand is proposing the conduct of a Time Use Survey on a regular basis, by incorporating the survey into the government's Social Statistical Programme. Regular Time Use Surveys will provide a rich, ongoing data source on the role of unpaid work in the economy, and a way in which paid and unpaid contributions to the economy can be measured over time. Statistics New Zealand is also proposing the development of satellite accounts on household and non-profit organisations.

Extending access to paid parental leave

To provide further assistance to families, the government will continue to support and fund the Paid Parental Leave Scheme, which has been extended from 12 to 14 weeks in March 2004.

Improving access to affordable, quality childcare

Quality early childhood education and care are support mechanisms that assist parents in attaining work-life balance. The Ministry of Education is undertaking a review of the early childhood education (ECE) and will develop policies to improve access to and affordability of these services.

The Ministry of Social Development will work with the Ministry of Education in developing policies to improve the affordability of ECE. It is reviewing the availability of social assistance support for childcare to enable families to make the transition to paid employment and will continue to evaluate the effectiveness of Out of School Care and Recreation sector assistance.

Well-Being

Improving women's access to services

The government's investment in Heartland Services, through the Ministry of Social Development, will expand the availability of government services to rural women. District Health Boards and the Ministry of Health will establish Primary Health Organisations in rural areas to improve rural women's access to primary health care services.

The Ministry of Women's Affairs will work with the Office for Disability Issues to encourage government departments to include disabled women's issues in their annual *New Zealand Disability Strategy* implementation plans.

The Office of Ethnic Affairs of the Department of Internal Affairs is proposing a 12-month extension to its pilot interpreting programme for non-English speakers in the 2004/2005 Budget. Widespread access to government through the internet is targeted by the State Services Commission to be fully realised by 2010.

Reducing the incidence and impact of violence on women

The government's *Te Rito: New Zealand Family Violence Prevention Strategy*, implemented until June 2006, targets the prevention of violence against women of all ages. The strategy involves integrated responses to family violence, the provision of accessible services, the early identification of violence, and education and support.

Through the Crime Reduction Strategy, the Ministry of Justice and the Ministry of Health will develop interventions aimed at potential or actual offenders/victims, especially Māori, Pacific peoples, at risk families, and those affected by drugs, alcohol or gambling. In addition, rehabilitative programmes for Māori women inmates and offenders will be piloted by the Department of Corrections.

Improving women's health

The Ministry of Health has developed the *Sexual and Reproductive Health Strategy*, which targets reductions in the incidence of sexually transmitted infections and unwanted pregnancies, with a particular focus on teenage pregnancies. An action plan for the *Healthy Eating, Healthy Action: Oranga Kai, Oranga Pumau Strategy* is also being developed in conjunction with the sector. This will assist in the reduction of obesity in women and their families.

The Ministry of Health is developing initiatives to reduce: the smoking prevalence of Māori adults (15 years and over) from 49% to 40% or less by the year 2009, the percentage of young Māori women aged 14-15 smoking daily from 34.3% to 30% or less by 2009, and the smoking prevalence of Māori women aged 15-24 years from 57.5% to 50% or less by the year 2009.⁵³

The Ministry will also formulate guidelines to assist Primary Health Organisations in improving the provision of mental health services in the primary health care setting.

Increasing women's participation in leadership and decision-making in the health and social sectors

In addition to providing nominations of women to economic statutory boards, the Nominations Service of the Ministry of Women's Affairs will also continue to nominate women to boards in the health and justice sectors and boards with a focus on well-being, with the goal of a 50% female representation on these boards by 2010.

Meeting the Beijing Platform for Action Objectives

Successfully implementing the aforementioned plans and programmes will enable New Zealand to further meet the Beijing *Platform for Action* and Beijing+5 objectives.

Notes

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- ⁵¹ Indicators identified in this section are all listed in Appendix 2: Monitoring Framework of the *Action Plan for New Zealand Women*, p. 30-31.
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