



National Métis Women's Forum 2019
**MÉTIS-SPECIFIC GENDER BASED
ANALYSIS PLUS (GBA+) TOOL**





Les Femmes Michif Otipemisiwak – Women of the Métis Nation

Vision

To be an organization of strong Métis women who are the Voice of women in the Métis Nation, with a significant role in enhancing the socio-economic and cultural wellbeing of all Métis people.



Mission

To ensure that Métis women from across the homeland are safe, connected, empowered and have the capacity to work with other Canadian and Métis organizations to help create the conditions for healthy, vibrant and productive communities throughout the Métis Nation.

Introduction

Les Femmes Michif Otipemisiwak (LFMO) speaks as the national and international voice for Métis women. LFMO aims to consult, promote and represent the personal, spiritual, social, cultural, political and economic interests and aspirations of women of the Métis Nation in Canada. LFMO is a Métis women's collective body representing the Métis Women from the Governing Members of the Métis Nation and is officially mandated by the Métis National Council. LFMO is the only recognized representative body to speak on behalf of Métis women.

Les Femmes Michif Otipemisiwak (LFMO) aims to build a strong, successful, and responsible organization whose voice is heard throughout the Métis Nation. LFMO is an advocate on behalf of Métis women for social justice and fairness. LFMO strives to be caretakers of traditional knowledge and the voice of Métis women, ensuring the perspectives of Métis women are included in community economic development initiatives. Further, LFMO helps create conditions for Métis people to lead healthier lives and for vibrant and healthy communities to thrive; LFMO believes in fostering culturally appropriate learning environments and lifelong learning to improve the educational outcomes for Women and all Métis learners.

Les Femmes Michif Otipemisiwak (LFMO) identified the need for developing a Métis-specific gender based analysis toolkit, to be used to ensure that the unique realities facing Métis women are incorporated into Métis-specific, pan-Indigenous and public policy, across the continuum, from development to implementation. This document outlines the Métis-specific Gender Based Analysis Toolkit that will enable LFMO to challenge biases on the impact of process, policy and programming on Métis Women and girls, in order to set the stage for attitudinal, operational and theoretical shifts. The Métis-specific Gender Based Analysis Toolkit is a practical, user-friendly tool, utilized to raise Métis-specific considerations throughout the Gender Based Analysis Plus (GBA+) process.

Otipemisiwak

A Female version of the Métis/Michif Word: "The Women who own themselves"

Overview: Gender Based Analysis Plus (GBA+)

What is Gender Based Analysis Plus?

Gender Based Analysis Plus (GBA+) is an analytical, systematic process utilized to review the impacts and experiences of a program, policy or initiative for diverse people (men, women & non-binary), communities and groups [3, 1]. The GBA+ process aims to inform decision making through the identification and mitigation of unintended impacts and to create effective programs, policies and initiatives, which demonstrate equity across diverse groups. [3, 1]



What is the “plus” in GBA+?

The Gender Based Analysis process evolved to be an analysis for not only sex and gender differences, but to include the multitude of identity factors that are unique to every individual. [3] Identity factors such as race, ethnicity, religion, age, ability etc. became relevant within the GBA process. [1] The term Gender Based Analysis Plus (GBA+) was coined to demonstrate the expansion of identity factors considered. [3]

What does GBA+ look like “in action”?

Gender Based Analysis Plus (GBA+) is not an afterthought or isolated process. The process is meant to be carried out by everyone in all disciplines, across all organizations, including private sector, community sector and public sector. [3] GBA+ is a team approach to be utilized during all stages of program, policy and initiative development (i.e., from naming/defining the issue to implementation and evaluation). [3] In action, GBA+ implementation has the potential to build on and support existing Indigenous consultation requirements and Duty to Consult processes.

What is the status of GBA+ in the Government of Canada?

The gold standard for conducting a Gender Based Analysis Plus has been outlined by the Government of Canada in collaboration with the Department for Women and Gender Equality (formerly Status of Women Canada). A Gender Based Analysis Plus (GBA+) course has been developed for all government employees to complete and is available to the general public (<https://cfc-swc.gc.ca/gba-acsc/course-cours-en.html>). The Government of Canada aims to make GBA+ a “reflex”, meaning through a gendered lens personal bias, intersecting identity factors, context, existing structures, impacts and next steps are atomically considered in the development of programs, policies and initiatives. [1]

“The complex interaction of the combined factors of colonization, the spread of western-style capitalism, globalization, nationalism, and top-down and paternalistic approaches to development have provided a social and economic environment whereby Indigenous women have suffered.”

Permanent Forum on Indigenous Issues, 3rd Session, 56. [2]

The Development of a Métis-specific Gender Based Analysis Plus (GBA+) Tool

What makes a GBA+ tool culturally relevant?

The first step in creating a Métis-specific GBA+ Tool was to identify key concepts that make a GBA+ framework culturally relevant. A comparative analysis was conducted including an environmental web scan and literature review. This comparative analysis highlighted the limited number of Canada-wide resources specific to both gender-based analysis and Indigenous populations, and demonstrated the need for Les Femmes Michif Otipemisiwak to analyze the GBA+ process and assemble a GBA+ tool that is culturally relevant and Métis-specific. Despite this limitation, the comparative analysis highlighted key themes for creating a culturally relevant GBA+ framework. An overarching theme throughout the comparative analysis emphasized a culturally relevant framework needs to be created and evaluated by Métis people, communities, and organizations.

Some of the key themes identified include;

- A culturally relevant GBA+ framework needs to include historical, political, cultural and current realities for Métis populations; [1]
- Consultation should be at the center of the process and requires a) diverse Métis people, communities and organizations involvement, b) engagement of Elders and youth, and c.) fair and equal partnerships; [1, 2, 4, 6]
- A culturally relevant GBA+ framework needs to acknowledge “culture is an evolving entity” therefore the framework needs to be fluid, flexible and adaptable; [2, 6]
- A culturally relevant GBA+ framework should utilize an Aboriginal (Métis) worldview including a) defining equality/equity from a Métis worldview, b) taking into account historical Métis women’s roles, and c) acknowledging gender and culture are inseparable; [4, 5, 8, 9]

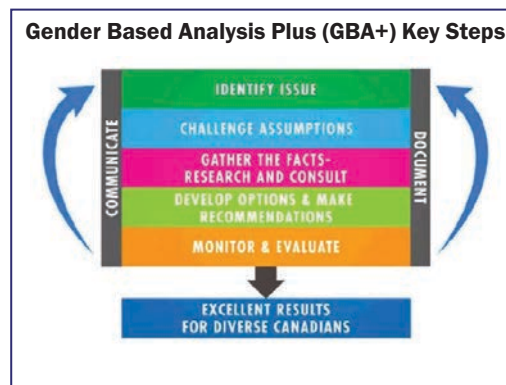
- A culturally relevant GBA+ framework is distinctions-based recognizing the diversity between Canada's recognized Aboriginal groups and within Métis populations, need for collaboration - building upon existing frameworks, challenging biases as a focal point and equally values Indigenous and mainstream knowledge; [1, 4, 6, 9]
- A culturally relevant GBA+ framework is trauma Informed, culturally safe and strength-based versus deficit focused; [8]

How can GBA+ tools address Métis-specific considerations?

The next step in creating a Métis-specific GBA+ Tool was to highlight existing mainstream tools in routine use and examine them in the lens of “Do these tools meet the needs of Métis people?” and “Do these tools examine Métis culturally-specific identify factors, key considerations and questions?”. In this case, The Department for Women and Gender Equality's (formerly Status of Women Canada) GBA+ course aids are consistent tools used across the public policy sphere. The course aids outline the GBA+ process and provide guidance with suggested analytical questions. The goal of these tools are to help government departments create effective and responsive programs, policies and initiatives. [3] The Department for Women and Gender Equality GBA+ course aids were further developed to include Métis-specific considerations with the goal of enabling Métis people to challenge biases on the impact of process, policy and programming on Métis women, girls, two-spirited, and gender diverse people, in order to set the stage for attitudinal, operational and theoretical shifts.

The following Department for Women and Gender Equality GBA+ tools were enhanced to include Métis-specific key considerations and questions for analysis:

- 1. Demystifying GBA+ Key Steps Graphic:** The key steps include 1) identify the issue(s), 2) challenge assumptions, 3) gather facts research & consult, 4) develop options & make recommendations, 5) monitor & evaluate, 6) document and communicate. [3]



(Graphic Credit: Department for Women and Gender Equality)

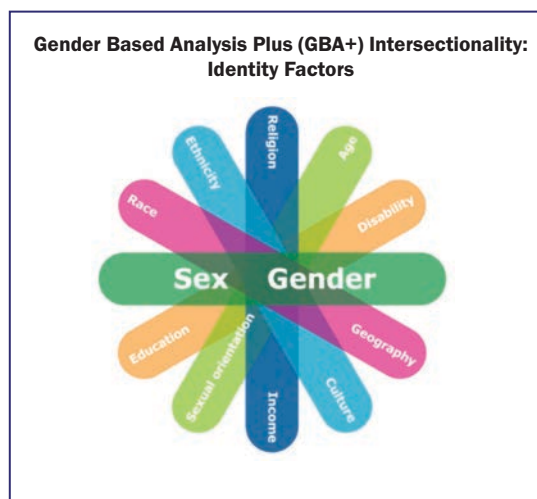
2. **Demystifying GBA+ Job Aid:** Offers practical guidance on the use and implementation of GBA+ in your work and provides a description of key steps for GBA+ along with questions to ask. [3]



3. **Intersectionality Job Aid:** Provides key areas along with suggested questions and actions to consider when ‘unpacking’ an intersectional approach, which reveals how complex identities impact lived experiences and initiative outcomes. [3] Key areas to consider include, a) your own positions/identity factors/biases, b) intersectional identity factors, c) context, d) existing structures, e) impacts & f) next steps. [3]



4. **Intersectionality Graphic:** Visual graphic depicting the ‘plus’ within GBA+. The graphic illustrates identity factors beyond sex and gender including religion, age, disability, geography, culture, income, sexual orientation, education, race, & ethnicity. [3]



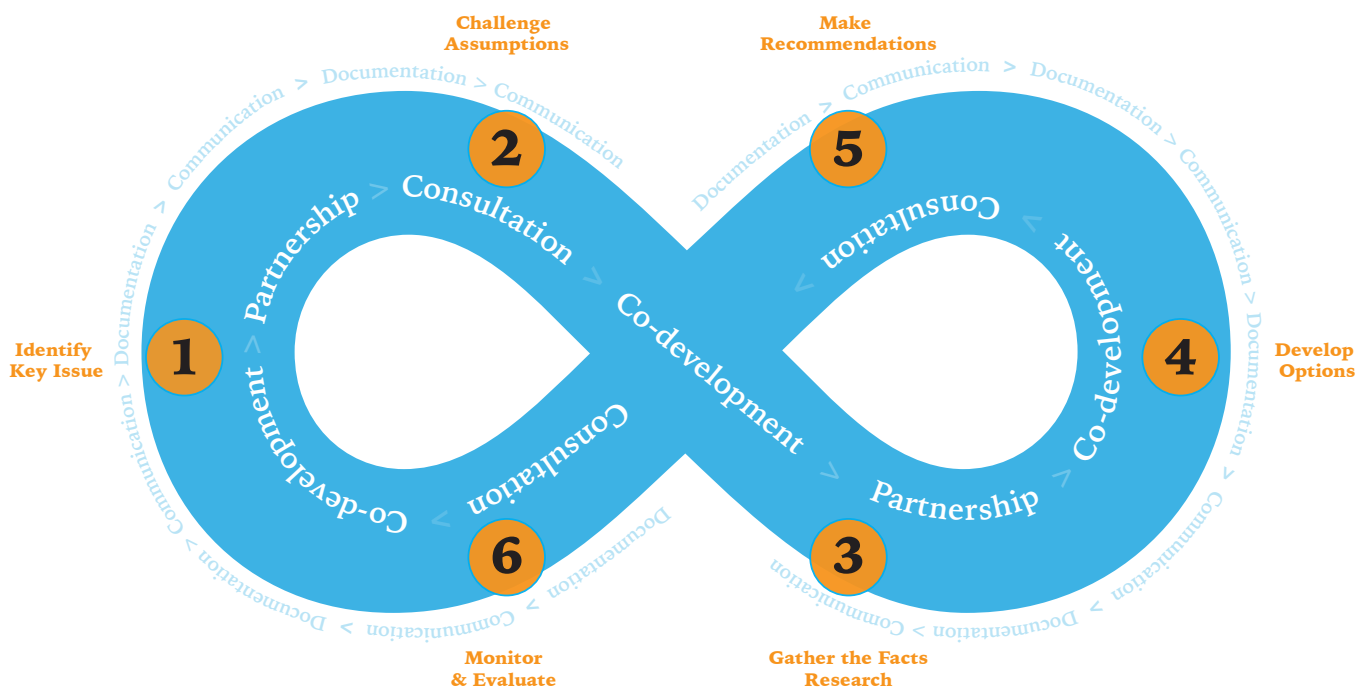
(Graphic Credit: Department for Women and Gender Equality)

How do we gather feedback on the Métis-specific Gender Based Analysis Tool from across the Métis homeland?

In creating a Métis-specific GBA+ Tool it was important to gather feedback from across the Nations through presenting the tool at the National Métis Women's Forum hosted by Les Femmes Michif Otipemisiwak and integrate the feedback into the tool. The forum participants reviewed the Métis-specific Gender Based Analysis Tool including:

1. GBA+ Key Steps: A Métis Approach (see graphic below)
2. GBA+ Key Steps Job Aid: Métis-specific considerations
3. GBA+ Intersectionality Job Aid: Métis-specific considerations
4. A Métis Approach to 'Intersectionality': GBA+ Métis-specific Identity Factors (see graphic on page 9)

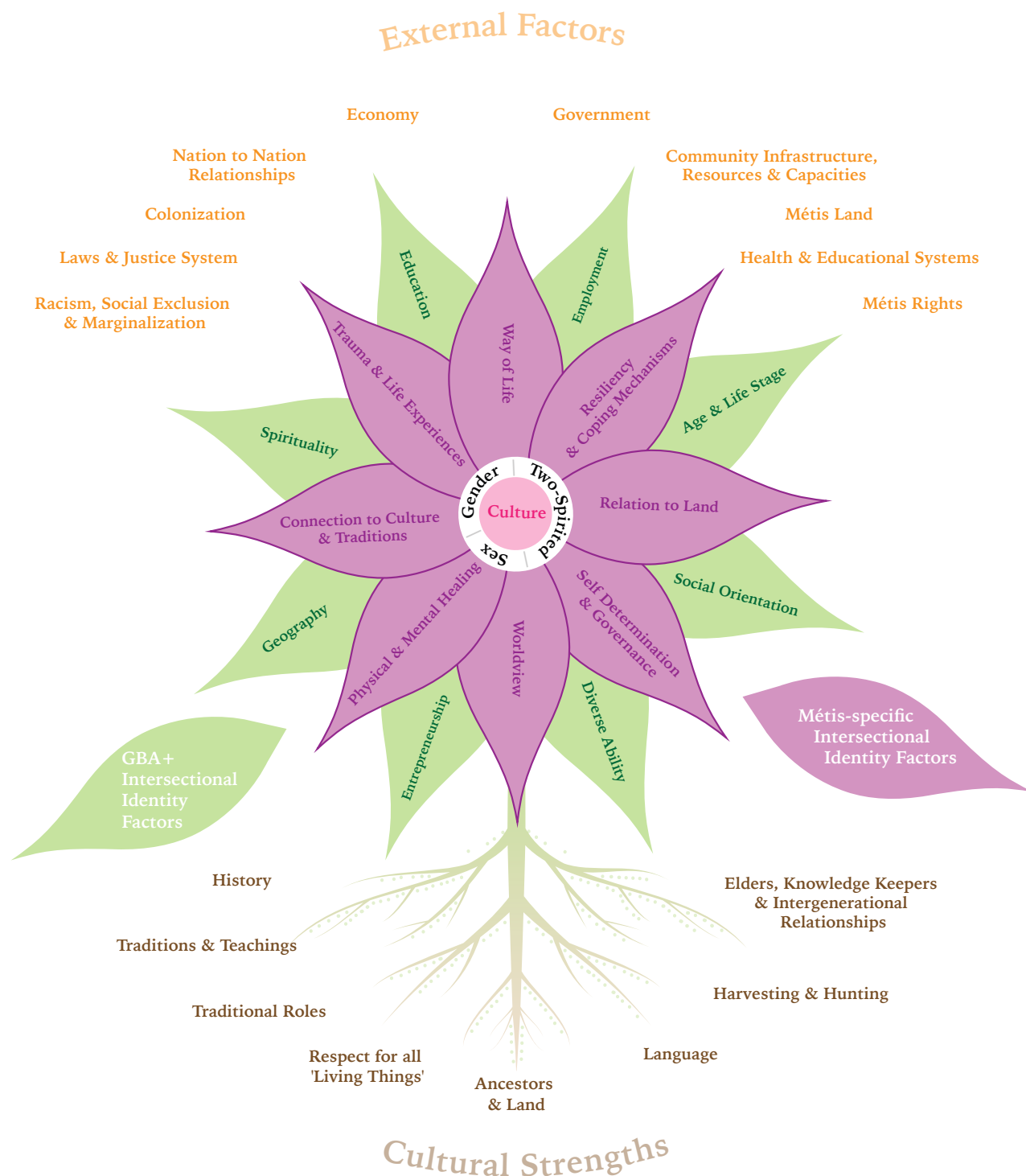
Gender Based Analysis Plus Key Steps: Metis-specific Approach



A Métis Approach to 'Intersectionality'

GBA+ Métis-specific Identity Factors

Adapted from Status of Women Canada's GBA+ Intersectionality Graphic



How do we conduct research and evidence-gathering, within the GBA+ process, when there is an absence of Métis-specific disaggregated data?

When gathering disaggregated data on an identified issue(s) within the GBA+ process, significant Métis-specific data gaps exist. Even data from a pan-Indigenous lens is lacking, and when we look further for Métis-specific data or distinct Métis subgroups data (for example, rural versus urban Métis groups) the literature is very limited or non-existent. [14, 10]

Due to these significant data gaps, it is extremely difficult to gather a comprehensive picture for Métis populations regarding the identified issue(s). [14, 10] Therefore, when addressing Métis people it is imperative and culturally appropriate to consider multiple sources of data, including both mainstream (e.g., quantitative, qualitative, statistics, etc) and traditional sources (e.g., stories, art, consultations/partnerships, knowledge keepers, etc). [6, 8] Traditional Métis sources of knowledge are often preserved through oral history and held by knowledge keepers. Traditional Métis sources of knowledge and ‘ways of knowing’ are based on experiences throughout generations. Accessing these traditional sources of knowledge takes time, therefore relationships need to be established within Métis communities, and this reality highlights the imperative need for partnerships throughout the GBA+ process. [6]

Understanding this absence of Métis-specific disaggregated data in the GBA+ process, the following steps have been outlined. It is important to note, the following steps equally value both traditional and mainstream knowledge sources. [6, 8] Further, traditional ‘ways of knowing’ are a rich source of knowledge and when combined with mainstream sources, can create a comprehensive and holistic picture of Métis people. These steps include:

1. Building partnerships with Métis people, communities and organizations including self governing bodies in order to access oral and traditional knowledge sources relevant to the identified issue(s);
2. Gathering issue papers/reports published by Métis people, communities and/or organizations;
3. Gathering available Métis-specific disaggregated data, including quantitative and qualitative data;
4. Gathering smaller studies and research papers on Métis people, in an absence of data.
5. Ensuring all gathered traditional and mainstream knowledge sources are equal and balanced before developing options and making recommendations.

“The difference between indicator frameworks is really in the tools you apply to the data and how you organize it. It’s really in the story you tell. It’s in the knowledge translation process. Data is simply one tool for telling this story. At a certain point, you need to accept that current data sets cannot tell the entire story. The story can be filled in by people with knowledge of context, as well as, by other sources and types of knowledge.

Patricia J. Martens PhD, Director, Manitoba Centre for Health Policy; CIHR/PHAC Applied Public Health Chair; Associate Professor, Department of Community Health Sciences, Faculty of Medicine, University of Manitoba.” [7]

Why do we take into account colonization within the GBA+ process?

Colonization, a form of cultural genocide, forced a European ‘way of life’ on Indigenous populations (organization, religion, education, thinking and norms, etc.). [4, 2] Residential schools (assimilation through education), laws (legal suppression of culture), as well as legislation and policies, resulted in systematic oppression and race/gender inequalities for Indigenous people. [4] Assimilation and adherence to a European lifestyle was enforced through the acquisition of and separation from land/livelihood, forced religious doctrines and children being removed and placed in residential schools. [2, 4] The impacts of colonization are widespread traumatization and the impacts have continued to spread through the Métis intergenerationally. [4] Throughout history, the Canadian government has continually perpetuated oppression and inequality for Métis women, girls, two-spirited, and gender diverse people. [4]

“Historically, Métis women have been equal partners in the development of Métis communities politically, socially, and economically, and have always held the esteemed role of keepers of traditional knowledge. Métis women have played a vital role in the economic development and stability of their communities and Canada as a whole. Métis women have also played a key role in their survival of their families and communities through challenging times and in maintaining Métis culture, including the 1885 resistance and the legacy of residential schools. Today, Métis women continue their role as keepers of Métis knowledge, culture and traditions. Métis women work in partnership with other stakeholders to increase awareness of and develop policies and strategies to address issues such as economic development, education, health and violence against Aboriginal women” (Les Femmes Michif Otipemisiwak website, Our Story). [15]

The Métis-specific Gender Based Analysis Plus (GBA+) Tool

Who are the users and what are the uses?

The Métis-specific GBA+ Tool can be utilized by Métis people, communities and organizations including self-governing bodies, as well as provincial/federal government bodies to facilitate a dialogue throughout the entire development and implementation process of programs, policies and initiatives. Further, the tool can be used to facilitate partnerships between the Métis and provincial/federal government bodies to ensure that the unique realities facing Métis women are incorporated into Métis-specific, pan-Indigenous and public policy, across the continuum, from development to implementation. All departments and staff are suited for using the tool (e.g., leadership, frontline, administrative, development staff etc.). Plus, the tool is created to use within the areas of research, policy development, program development, service delivery, operations, legal domains, communication, documentation, evaluation and monitoring etc. *It is important to note, this tool is meant to be a living and ever expanding document that can be tailored by Les Femmes Michif Otipemisiwak based on feedback of utilization experiences from all users.

What are the tool components?

The following outlines one possible option for a Métis-specific Gender Based Analysis Plus (GBA+) Tool. This GBA+ Tool is focused on Métis people and therefore gender diversity as well as Métis culture are a starting point for the analysis. It is important to note, despite focusing on gender diversity and Métis culture, a GBA+ may result in no differences between sex, gender, and/or culture for the program, policy, or initiative being analyzed. The following outlines each section of the above Métis-specific Gender Based Analysis Plus Tool. This tool provides a Métis lens and worldview for conducting GBA+ and is to be utilized in partnership with Métis people, communities and organizations, including Les Femmes Michif Otipemisiwak and Métis self governing Bodies, from pre-planning through implementation and evaluation stages.

GBA+ Consultation: Métis-specific considerations

GBA+ Intersectionality: Métis-specific identity factors

GBA+ Key Steps

∞ **Métis-specific approach, diagram**

∞ **Key steps Métis-specific considerations**

GBA+ Job Aid: Métis-specific considerations

Summary

This tool was prepared to assist both Métis people, communities and organizations, including self governing bodies, as well as Government and mainstream agencies with the application of Gender Based Analysis Plus from a Métis-specific lens. This tool is meant to be a useful resource in the development of Métis-specific 'gender informed' initiatives by those completing the GBA+ process, and by others interested in improving policy and practice related to gender equity for Métis people.

References

1. Barron-McNabb, D. (2009). A Métis-Specific Gender-based Analysis Framework for Health. Winnipeg: MB: The Prairie Women's Health Center. Retrieved from <http://www.pwhce.ca/pdf/MétisGBAFramework.pdf>
2. Native Women's Association of Canada. (2007). Culturally Relevant Gender Based Analysis: An issue Paper. Corner Brook, NL: Native Women's Association of Canada. Retrieved from <https://www.nwac.ca/wp-content/uploads/2015/05/2007-NWAC-Culturally-Relevant-Gender-Based-Analysis-An-Issue-Paper.pdf>
3. Government of Canada, Status of Women Canada. (2018). Gender-based Analysis Plus Course. Retrieved from <https://cfc-swc.gc.ca/gba-acsc/course-cours-en.html>
4. Native Women's Association of Canada. (2007/08). Culturally Relevant Gender Based Analysis and Assessment Tool, For Health Canada Aboriginal Health Transition Fund. Retrieved from <https://www.nwac.ca/wp-content/uploads/2015/05/2008-NWAC-Culturally-Relevant-Gender-Based-Assessment-Tool.pdf>
5. Monture-Angus, P. (1995). Thunder in my Soul: A Mohawk Woman Speaks. Halifax: Fernwood Publishing.
6. Government of Canada, Indigenous and Northern Affairs Canada. (2013). Working Guide on Gender Analysis. Retrieved from <https://www.aadnc-aandc.gc.ca/eng/1100100028541/1100100028545>
7. Dyce, M. (n.d.). Social Determinants of Métis Health, Métis Centre National Aboriginal Health Organization. Retrieved from https://fnim.sehc.com/getmedia/960a0972-2313-4fff-b0dd-f407fc71c94d/Research_SocialDeterminantsofHealth.pdf.aspx?ext=.pdf
8. Native Women's Association of Canada. (2010). Culturally Relevant Gender Based Models of Reconciliation. Retrieved from <https://www.nwac.ca/wp-content/uploads/2015/05/2010-NWAC-Culturally-Relevant-Gender-Based-Models-of-Reconciliation.pdf>
9. Rasmussen, D., & Guillou, J. (2012). Developing an Inuit - Specific Framework for Culturally Relevant Health Indicators Incorporating Gender- Based Analysis, Pauktuutit Inuit Women of Canada. Journal of Aboriginal Health, 8 (2), 24-35. Retrieved from <http://citeseerx.ist.psu.edu/viewdoc/download;jsessionid=F331A9CC257EBF8BC7ECE500107C9E13?doi=10.1.1.476.9367&rep=rep1&type=pdf> (, Journal of Aboriginal Health, 2012)

10. Bond, A., & Quinlan, L. (2018). Indigenous Gender-based Analysis for Informing Minerals and Metals Plan: A Policy Paper, Native Women's Association of Canada. Retrieved from https://www.minescanada.ca/sites/default/files/indigenous-gender-based-analysis-cmmp_.pdf
11. Les Femmes Michif Otipemisiwak. (n.d.) Women of the Métis Nation Perspectives, The 5th National Indigenous Women's Summit. Retrieved from <http://en2.Métiswomen.org/our-reality/>
12. Les Femmes Michif Otipemisiwak et al. (2015). National Roundtable on Missing and Murdered Aboriginal Women & Girls: Summary Report. Retrieved from <http://en2.Métiswomen.org/our-reality/>
13. Hanley, P. (2012). Strengthening Métis Women's Entrepreneurship: Study, Review, and Analysis, Women of the Métis Nation. Retrieved from <http://en2.Métiswomen.org/our-reality/>
14. Les Femmes Michif Otipemisiwak. (n.d.). Health Policy Paper. Retrieved from <http://en2.Métiswomen.org/our-reality/>
15. Les Femmes Michif Otipemisiwak. (n.d.). Les Femmes Michif Otipemisiwak Website, Our Story. Retrieved from <http://en2.Métiswomen.org/our-story/>





Les Femmes Michif Otipemisiwak

Women of the Métis Nation

#303 - 340 MacLaren Street

Ottawa, ON K2P 0M6

Tel: (613) 232-3216 | Fax: (613) 232-4262

www.metiswomen.org

