

性別主流化

GENDER MAINSTREAMING



把兩性的觀點及需要納入主流考慮
以達致兩性平等

Making the perspectives and needs of
both genders mainstream consideration
for achieving gender equality



婦女事務委員會
Women's Commission

序言



性別主流化是聯合國為促進婦女權益和兩性平等而倡議的全球策略。1995年在北京舉行的聯合國第四次世界婦女大會上通過的《北京行動綱要》確立了這項策略。此後，很多國家相繼在決策過程中採納性別主流化的概念。

自2002年起，在婦女事務委員會(婦委會)的建議和協助下，政府已在多個政策和工作範疇逐步推行性別主流化。為推動性別主流化，婦委會制訂性別主流化檢視清單，並不時向政府、各行業，及公眾推廣性別主流化。

在2015年施政報告中，行政長官接納婦委會的建議，要求所有政策局及部門由2015-16年度開始，在制定主要政府政策及措施時須參考性別主流化檢視清單並應用性別主流化。

我們期望透過出版《性別主流化手冊》，提升政府人員對性別主流化的認識和性別敏感度，協助各人員在工作上應用性別主流化，使政府的政策和服務能夠充分考慮男性和女性的需要和關注。

婦女事務委員會
2015年

Foreword



Gender mainstreaming is the United Nations' global strategy to promote women's interests and achieve gender equality. It was established in 1995 upon adoption of the Beijing Platform for Action at the United Nations Fourth World Conference on Women held in Beijing. Many countries have since implemented gender mainstreaming in policy-making.

Since 2002, with the advice and support of the Women's Commission, the Government started to implement gender mainstreaming in various policy and programme areas. To facilitate the introduction of gender mainstreaming, the Commission developed a Gender Mainstreaming Checklist, and promoted gender mainstreaming to Government, various industries and public from time to time.

In the 2015 Policy Address, the Chief Executive accepted the recommendations of the Commission that, starting from 2015-16, all bureaux and departments should be required to refer to the checklist and apply gender mainstreaming to formulating major government policies and initiatives.

We hope that this guidebook helps government officers understand more about gender mainstreaming and enhance their gender sensitivity. It will facilitate their application of gender mainstreaming at work, so that public policies and services can take proper account of the needs and concerns of both women and men.

Women's Commission
2015



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認識 性別主流化



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♀♂ 引言 INTRODUCTION

性別主流化是聯合國為促進婦女權益和兩性平等而提議的全球策略，以確保兩性可以同等享有並受惠於社會的資源和機會，從而促進婦女發展，達致兩性平等。

Gender Mainstreaming is a global strategy advocated by the United Nations for the promotion of women's advancement and gender equality. It seeks to ensure that women and men have equitable access to, and benefit from, society's resources and opportunities, with the aim of achieving women's advancement and gender equality.

男女的生命歷程、需要和經驗均可能有異。一些政策和措施因而可能會對男性及女性產生不同的影響。為盡量減少對某性別造成不公平或不便，我們有需要把性別作為一個獨立的考慮因素，確保男性和女性得到平等和公平的對待。

Women and men may be different in their development, needs and experiences in life. A policy or measure may therefore impact on women differently than on men. To minimise gender-based unfairness or inconvenience, we need to make gender an independent consideration to ensure fair and equitable treatment between women and men.

性別考慮為何重要？

- 一些設於公共場所的育嬰設施使用含有女性特徵的標誌（例如穿裙子的人形圖案），可能令男士誤以為該育嬰設施只准女士使用，阻礙兩性平等使用該設施。
- 女士往往需要在商場或戲院的洗手間外排隊，相反男士則較少遇到同類情況。設置相同數目的男女洗手間，會否對男女造成不同的影響？



WHY IS GENDER CONSIDERATION IMPORTANT?

- Babycare signage in public places often depicts femininity, such as a human figure in a dress. It may create a misunderstanding that the facility is provided for women only. This will hinder the equal access to the facility by both women and men.
- Women queuing up outside the toilet is a common scene in shopping arcades and cinemas, but much less so in the case of men. Is the male/female toilet compartment ratio of 1:1 affecting men and women differently?

延伸閱讀 1

育嬰間設置指引

2008年年初，食物及衛生局推出新措施，邀請建築署、衛生署、政府產業署、屋宇署及房屋署共同制訂「育嬰間設置指引」。政府已於2008年8月向政策局及部門傳閱有關指引，鼓勵在政府及公共處所加設合適的育嬰間設施。屋宇署亦會發出指引，供私營機構參考。

FURTHER READING 1

ADVISORY GUIDELINES ON BABYCARE FACILITIES

In early 2008, the Food and Health Bureau initiated the formulation of the first Advisory Guidelines on Babycare Facilities in collaboration with the Architectural Services Department, Department of Health, Government Property Agency, Buildings Department and Housing Department. The guidelines were subsequently issued to bureaux and departments in August 2008 to encourage the provision of suitable



在草擬有關指引時，當局曾與哺乳母親舉辦討論小組，以收集她們對合適育嬰室條件的意見。指引擬稿亦經過修訂，顧及她們的需求，包括育嬰室應使用中性形象而非女性形象的標誌，以示男女均可進入育嬰室；以及應在母乳餵哺區張貼「餵哺範圍，女士專用」指示牌，標示只限女性進入。

babycare facilities in government and public premises. Guidelines for the private sector were also issued by the Buildings Department.

During the drafting process of the guidelines, discussion groups with breastfeeding mothers were held to collect suggestions for desirable babycare rooms. The draft was then modified accordingly. The guidelines suggest, for example, using gender-neutral signage rather than female logos to indicate that both males and females can use the babycare room, and posting a notice of “Breastfeeding Area for Women Only” (餵哺範圍，女士專用) to indicate that only females are allowed in the breastfeeding area.

延伸閱讀 2

男女洗手間數目的規範

由於女性一般使用洗手間的時間較長，如果男女廁格的比例相同，女廁便有可能出現排隊現象。

屋宇署了解到近年公眾場所女廁經常排隊，而且輪候需時，顯示公眾場所的女廁不敷應用。因此，屋宇署曾就為女性提供的衛生設備進行深入和全面的研究及檢討，

FURTHER READING 2

NUMBERS OF MALE AND FEMALE TOILETS

Given that women generally need more time in the toilet, queues are more likely to form in female toilets than in male toilets if the ratio of male/female toilet compartments is 1:1.

The provision of female toilets in public places was found inadequate in recent years, as evidenced by the long waiting time and queues. In response, the Buildings Department conducted an in-depth and comprehensive review on the provision of sanitary fittings

包括實地調查不同處所內衛生設備的供應、使用量、等候時間、使用時間和滿意程度，並參考其他國家所採納的標準，以及諮詢不同持份者包括婦女團體。

根據檢討結果，屋宇署提出修訂相關法例的建議，按照對不同類別場所內男性和女性使用人數的評估，提升衛生設備供應的標準。屋宇署建議採納1:1.5的比例(取代現時1:1的比例)作為估算處所內男性和女性人數，以進一步提升女性衛生設備供應的標準。署方預期商場／百貨公司、電影院和公眾娛樂場所的女性衛生設備將會分別增加60%、160%和150%。

for women. The review involved on-site surveys on sanitary fitments in various premises, including the provision, utilisation, queuing time, usage time and level of satisfaction. Standards adopted by other countries were also studied. Stakeholders, including women's groups, were consulted.

Based on the findings of the review, the Buildings Department proposed legislative amendments to improve the provision of sanitary fitments according to the estimated numbers of male and female users in different types of premises. An enhanced male/female ratio of 1:1.5 (instead of the current ratio of 1:1) was recommended for assessing the numbers of men and women in a premises, and the provision of sanitary fitments for women would be enhanced accordingly. It was expected that female sanitary fitments in shopping arcades/department stores, cinemas and places of public entertainment would increase by 60%, 160% and 150% respectively.



甚麼是性別主流化？

性別主流化是指在設計、實施、監察和評估法例、政策和計劃時，把兩性的觀點和經驗納入主流考慮範圍，使有關法例、政策和計劃能顧及男性和女性獨有的需要和關注。通過這個帶有性別觀點的思考過程，性別主流化致力確保兩性可以同等享有並受惠於社會的資源和機會，從而達致兩性平等。



為何要應用性別主流化？

提升工作成效

性別主流化的目標旨在促使決策者在制定政策和措施時，考慮反映男女情況的重要社會指標，並協助他們平衡男女的需要，讓決策者作出更明智的決定，達致更妥善的管治。這種決策方式可使新政策和法例，或現行政策和法例的修訂更廣為市民所接受，增強有關工作的成效。

WHAT IS GENDER MAINSTREAMING?

Gender mainstreaming is to mainstream the consideration of women's and men's perspectives and experiences into the design, implementation, monitoring and evaluation of legislation, public policies and programmes, so that the gender-specific needs and concerns of women and men can be addressed by those legislation, public policies and programmes. Through this gender-sensitive deliberation, gender mainstreaming seeks to achieve gender equality by ensuring that women and men have equitable access to, and benefit from, the resources and opportunities available in society.

WHY DO WE NEED TO APPLY GENDER MAINSTREAMING?

Enhancing outcomes

Gender mainstreaming is useful for policy-makers in the formulation of policies and measures. It steers them to considering the conditions of women and men in major social parameters, and helps them balance the needs of women and men and arrive at the decision most conducive to good governance. This policy-making approach can help new or revised policies and laws achieve higher public acceptance and hence greater effectiveness.

性別主流化亦有助執行政策和措施的人員識別男女在不同環境的需要、關注、限制、權益和取向。機構人員如能在處理日常事務和推行政策過程中顧及性別觀點，將可更有效照顧使用者的需要，使工作效率提高。

國際規範和政策承諾

性別主流化是聯合國為促進婦女權益及兩性平等而提議的全球策略。1995年在北京舉行的聯合國第四次世界婦女大會上通過的《北京行動綱要》確立了這項策略。此後，很多國家相繼在決策過程中採納性別主流化的概念。性別主流化獲世界多國確認為現代化的優良政策管理措施。有關聯合國就性別主流化的介紹，可參考聯合國婦女署網站（只有英文版）（<http://www.unwomen.org/en/how-we-work/un-system-coordination/gender-mainstreaming>）。

香港特區政府一直致力促進兩性平等和婦女權益。自聯合國的《消除對婦女一切形式歧視公約》（《婦女公約》）於1996年引入香港後，香港特區政府貫徹履行其在公約下有關消除婦女受歧視的責任。推廣性別主流化是香港特區政府促進兩性平等，提升婦女地位的重要

Gender mainstreaming is also useful for officers responsible for the implementation of policies and measures. It helps them identify the needs, concerns, constraints, interests and orientations of women and men in different situations. This gender sensitivity enables them to be more responsive to customers' needs and hence achieve greater efficiency in daily operation and policy implementation.

International practice and policy commitment

Gender mainstreaming is the United Nations' global strategy to achieve gender equality and promote women's interests. It was established in 1995 upon adoption of the Beijing Platform for Action at the United Nations Fourth World Conference on Women held in Beijing. Many countries have since implemented gender mainstreaming in policy-making. It is considered a good and modern policy management practice all over the world. Please refer to the website of the UN Women, for an introduction on gender mainstreaming by the United Nations. (<http://www.unwomen.org/en/how-we-work/un-system-coordination/gender-mainstreaming>)

The Government of the Hong Kong Special Administrative Region is fully committed to gender equality and women's advancement. Since the United Nations Convention on the Elimination of All Forms of Discrimination against Women was extended to Hong Kong in 1996, it has faithfully discharged its obligations thereunder to eliminate discrimination against women. Promoting gender mainstreaming is one of the major

工作之一。

2002年，婦委會制訂性別主流化檢視清單，以協助政府人員推行性別主流化。自此，在婦委會的建議和協助下，政府在各政策局及部門逐步推廣性別主流化。在2015年施政報告中，行政長官要求所有政策局及部門由2015-16年度開始，在制定主要政府政策及措施時須參考性別主流化檢視清單並應用性別主流化。

initiatives of the Government to advocate gender equality and advance women's status.

In 2002, the Women's Commission developed a Gender Mainstreaming Checklist to assist government officers in implementing gender mainstreaming. Since then, with the advice and support of the Commission, the Government started to promote gender mainstreaming in bureaux and departments. It is required by the Chief Executive in the 2015 Policy Address that, starting from 2015-16, all bureaux and departments should refer to the Gender Mainstreaming Checklist and apply gender mainstreaming when formulating major government policies and initiatives.

常見問答 FREQUENTLY ASKED QUESTIONS

問：若有關的政策、法例或措施是性別中立(gender neutral)的，是否意味不需要性別主流化？

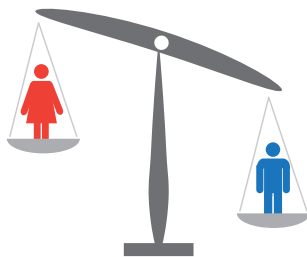
答：某些政策、法例或措施看似與性別沒有明顯關係或影響，男女一視同仁，但基於各種社會及文化背景賦予男女各自的角色及責任，一些對男女採取相同對待的政策和措施，實行起來可能會對男性及女性產生不同的影響。例如商場使用不同的物料作地板及圍欄，固然會產生不同的效果，但表面看來其對男性或女性使用者的影響似乎沒有分別。事實上，如果商場使用反光物料作地板，以及使用玻璃圍欄，可能會令穿裙子的女士尷尬。

因此，我們應該採取性別敏感 (gender-sensitive) 的態度，了解到兩性的特徵、面對的處境而給予適當的對待，以達致真正的公平。例如，懲教署起初為本地成年在囚人士開辦工藝技能等科目的工商業職業訓練課程時，鑑於在囚人口中，男性在囚人士佔絕大多數（約80%），故這類訓練最初只供成年男性在囚人士參加。其後，懲教署汲取了經驗，並了解到女性在囚人士的職業訓練需要，於是從2006年6月開始把職業訓練的對象範圍擴及成年女性在囚人士。考慮到在囚人士的就業需要和培訓意向，懲教署在收集按性別分類的數據後，分別為男女在囚人士設計職業培訓課程，並為成年女性在囚人士開設健康護理及零售服務等切合就業需要的課程。

Q: Is gender mainstreaming not needed for policies, legislation or measures which are gender-neutral?

A: Some policies, legislation or measures may have no apparent bearing or implication on either gender and accord the same treatment to women and men. However, because of the respective roles and responsibilities given to women and men in various social, cultural contexts and backgrounds, a policy or measure giving women and men identical treatment may actually affect them differently. For instance, the effect created by the choice of flooring or fencing materials in a shopping arcade seemingly makes no difference between male and female shoppers, but in fact a reflective floor or a transparent overhead fencing may be a cause of embarrassment for women in dresses.

Therefore, we should adopt a gender-sensitive approach. We need to be conscious of the characteristics and circumstances of genders and accord appropriate treatment to achieve genuine fairness. Take the Correctional Services Department's provision of training for persons in custody as an example. When the department started providing industrial and commercial vocational training, such as craftsmanship, for local adult persons in custody, the training was at first open to male persons in custody only given that the majority of persons in custody are male (about 80%). Since June 2006, having gathered practical experience and recognised the needs of female persons in custody, the department has extended the service to female persons in custody as well. Mindful of their employment needs and training aspirations, trainers make use of sex-disaggregated data to design separate programmes for female and male persons in custody. For example, courses in health care and retailing are offered to female persons in custody to meet their employment needs.



問：性別主流化是否偏重於某個性別的需要？

答：性別主流化的焦點在於將男女的觀點和需要作為重要的考慮因素。因此，性別主流化並沒有忽略男性的需要，反而是着重兩性的需要。就男性的需要而言，上文已提到當局在設計育嬰室的時候會使用性別中立的標誌，令男士亦可進入育嬰室照顧小孩。（詳情見第3及第4頁）

Q: Does gender mainstreaming focus on the needs of one particular gender?

A: Gender mainstreaming sees the perspectives and needs of both women and men as an important consideration. Hence, in no way would gender mainstreaming overlook the needs of men. Rather, it stresses the gender-specific needs of women as well as men. One example of addressing the needs of men is using unisex logos for baby care rooms to indicate that men may also use the facilities to attend to their children, as detailed on page 3 and 4.



問：除了性別因素，不少社會現象或問題可能有各方面的成因（如教育、種族、年齡等因素），過分強調性別主流化會否令我們忽略其他問題的重要？

答：性別主流化只是提倡把兩性的觀點和經驗納入主流考慮範圍，而不是唯一或最重要的考慮因素。應用性別主流化不代表要排除其他考慮因素。負責制訂政策或措施的人員，應平衡各種考慮因素的重要性，作出最合適的決定。

Q: Apart from gender, there may be other factors (such as education, race and age) that contribute to a social phenomenon or problem. Will the significance of other factors be overlooked due to over-emphasis on gender mainstreaming?

A: Gender mainstreaming seeks to set gender-specific perspectives and experiences as one of the mainstream considerations. It does not intend to set them as the sole or overriding consideration by excluding other factors. Officers who are responsible for developing policies or measures should make the most appropriate decision by balancing various factors and considerations.

延伸閱讀 3

與性別主流化有關的概念

社會性別主流化 / 性別觀點主流化

「社會性別主流化」是「性別主流化」(Gender Mainstreaming)的別稱，在中國內地較為常用。中國內地習慣把“Gender”翻譯成「社會性別」，而Gender Mainstreaming通常譯作「社會性別主流化」。

自2002年，政府和婦委會一直使用「性別觀點主流化」作為Gender Mainstreaming的中文譯名。然而，婦委會不時收到外界的意見，認為「性別觀點主流化」一詞比較冗贅，影響政府和婦委會推廣有關概念的成效。在2012年，婦委會開始研究更改Gender Mainstreaming的中文譯名。在廣泛徵詢婦女團體及相關非政府組織的意見，以及參考其他華語地區的譯法後，婦委會於2013年1月起將Gender Mainstreaming的中文譯名，由「性別觀點主流化」改為比較簡潔易明的「性別主流化」，以便政府和婦委會進行有關宣傳工作。

FURTHER READING 3

CONCEPTS RELATED TO GENDER MAINSTREAMING

Chinese terminology: 社會性別主流化 / 性別觀點主流化

“Gender mainstreaming” in Chinese is 性別主流化. The alternative 社會性別主流化 is more commonly used in Mainland China, where “gender” is usually translated as 社會性別.

The term 性別觀點主流化 was used to represent “gender mainstreaming” when the Government and the Women’s Commission started to promote the concept in 2002. However, the general feedback was that the translation was wordy and would be uncondusive to the promotion of the concept. In 2012, the Commission commenced its study for an improved rendition. Extensive consultation with women’s groups and non-governmental organisations was conducted and reference was drawn from other Chinese speaking communities. In January 2013, the Commission changed the official Chinese translation from 性別觀點主流化 to 性別主流化. The more concise term conceivably works better in the publicity work of the Government and the Commission.

兩性平等

性別主流化的目標是達致兩性平等。兩性平等指男性及女性獲得平等的權利、責任及機會。平等並不代表男女會變得一樣，而是指兩性的權利、責任及機會並不取決本身的性別。兩性平等意指兩性的權益、需要及所關注的事項均會被考慮，以及認同男女各式各樣羣體的不同。兩性平等並不只是女性的議題，反而應該關注及全面顧及男性和女性。兩性之間的平等應被視為人權議題和以人為本的持續發展所需的先決條件及指標。

Gender Equality

An aim of gender mainstreaming is achieving gender equality. Gender equality refers to the equal rights, responsibilities and opportunities of women and men. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.

