Conference

“Gender mainstreaming: a step into the 21st century”

Athens, 16-18 September 1999

Proceedings
The Council of Europe

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Introduction

Gender mainstreaming appears today as being one of the most important strategies to reach the goal of gender equality. Explicitly endorsed by the United Nations Fourth World Conference on Women (Beijing, 1995), gender mainstreaming is still a strategy in full development. There is, however, not always a clear understanding of what is meant by this concept. By way of example, it has often been mixed up with specific gender equality policies and plans of action to redress inequalities.

Conscious of this, the Steering Committee for Equality between Women and Men (CDEG) set up a Group of Specialists on mainstreaming in 1996. The idea was to define the concept of gender mainstreaming and propose a methodology for its implementation. This Group produced, in 1998, a report setting out the conceptual framework for gender mainstreaming, a methodology for its implementation as well as examples of good practice. The report gives the following definition of gender mainstreaming:

"Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making."²

In concrete terms, this implies taking into account the needs, interests, competence and skills of both women and men at all stages of policy development and implementation. It also means that any policy project must be evaluated from the point of view of gender equality in order to find out the possible impact on women and men.

On 7 October 1998, the Committee of Ministers, having taken note of the report, adopted Recommendation No R (98) 14 to member States on gender mainstreaming. The adoption of this recommendation proved that there is clearly a political consensus among the member States regarding the usefulness of gender mainstreaming.

However, even if the theoretical framework exists, and structures to implement the strategy have been set up, gender mainstreaming is still relatively little used in member States. The CDEG felt therefore that the next step to be taken should be to look into how to implement mainstreaming in practice, through the organisation of this Conference. One of the main objectives of the Conference was to explain what is not always understood: that gender mainstreaming has clearly an added value compared to “traditional” equality policies and that it will, if well implemented, put people at the heart of policy-making, lead to better government and make full use of human resources, involving both women and men.

The Conference “Gender mainstreaming: a step into the 21st century” was organised by the Steering Committee for Equality between Women and Men at the invitation of the Greek authorities (Secretariat General for Equality of the Sexes). It was held in Athens on 16-18 September 1999. On the occasion of the 50th anniversary of the Council of Europe, the Conference constituted an appropriate forum not only to spread knowledge about gender mainstreaming but to show, in concrete terms, how it can be put into practice. Therefore, a strong focus was put on practical and concrete projects.

² This report, “Gender mainstreaming: Conceptual framework, methodology and presentation of good practices”, (Strasbourg, May 1998) is available on request from the Equality Division.
The Conference was attended by some 150 participants: gender equality experts, politicians, NGO representatives, people involved in gender mainstreaming. At the end of the Conference, a number of recommendations were agreed upon by participants on how to facilitate gender mainstreaming, the resources needed, the obstacles to be overcome, as well as on the added value of gender mainstreaming. These recommendations are set out at the end of this book, together with the conclusions of the General Rapporteur.

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A Statement on integrating the gender perspective in the South Eastern Europe stabilisation process, presented by the Greek authorities and accepted by the participants, appears in Appendix.
Opening Address by Ms Eva GARAJOVA
Permanent Representative of the Slovak Republic to the Council of Europe
Committee of Ministers’ Rapporteur on Equality between Women and Men

Ladies and Gentlemen

It is a great honour for me to open this conference here in Athens today. You wanted this conference to go ahead despite the recent events here, and I would like to assure the Greek authorities of the depth of our sympathy. I would also like to assure the Turkish representatives of our complete sympathy and support in connection with the terrible disaster which recently struck Turkey.

As a representative of the Committee of Ministers, the Council of Europe’s decision-making body, I would first of all like to thank the Greek authorities for having taken the initiative of hosting a Council of Europe conference on this topic, and for providing us with such a magnificent setting for our discussions.

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I am happy to see the large number of people who accepted this invitation. I hope this is evidence of the fact that equality between women and men is becoming recognised as a major issue of our time which concerns the whole of society. Personally speaking, I have always been convinced of this.

This is why I was delighted to accept responsibility for this issue, recently assigned to me by the Committee of Ministers. It is in this capacity that I am present here today and as Committee of Ministers rapporteur on gender equality I intend to play my role to the full upon my return to Strasbourg by reporting to ambassadors on your discussions and recommendations.

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Mainstreaming is today one of the Council of Europe’s priority topics in the field of equality between women and men. As you will be aware, it is a somewhat new approach to promoting equality, and has been developed primarily in the course of the last decade of this century. It is an approach providing a new vision of equality which could, as the title of this conference indicates, be a step into the 21st century.

I am happy to be able to say that the Council of Europe has played a significant role in providing the conceptual framework for, and disseminating, this approach. I should therefore like to pay tribute to the Steering Committee for Equality between Women and Men which has made such a major contribution to this field. It finalised a methodology for mainstreaming in a report with which some of you will be familiar and which was unanimously approved by the Committee of Ministers. This was the first step. The next will be for this approach to be put into practice. I therefore welcome the fact that the Steering Committee would like this conference to focus primarily on concrete projects. You will be presenting the necessary conditions and the instruments to be set up to ensure that mainstreaming is implemented in the best possible way. I am certain that you will also be discussing the added value of mainstreaming, its usefulness in our societies.

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A new strategy is often viewed with scepticism and apprehension, and is often misinterpreted. Personally, I am convinced that gender mainstreaming is the path leading to de facto equality. It carries with it the promise of a better society.

Without wishing to anticipate your conclusions, I would like to refer to a number of points which show that gender mainstreaming will have a significant impact on the positive development of our societies and on promoting equality between men and women.

Implementing the mainstreaming approach, in my view, will show that equality issues are of concern to everyone – the whole of society, both men and women. Almost all questions being asked in our society affect women and men, girls and boys differently. Taking the gender dimension into account will make it possible to address such issues more fully, more effectively and more fairly and improve the political decision-making process.

Next, mainstreaming will make it possible to gain a better understanding of and address the needs and interests of different groups of women, as well as those of different groups of men. This will be in response to the criticism often made to those working in the field of equality that it is not possible to speak of women as though they were a homogenous group: women, like men, comprise a variety of groups having specific needs and interests.

Lastly, I believe that this new vision of equality between the sexes will make it possible to view it as being part of a positive future, and not solely in terms of fighting discrimination against women. Clearly, such discrimination remains and it is still necessary to fight against it. In order to take part in public life, women still have to conform to the male approach. I am sure that you will develop all these and other ideas during this conference.

Gender mainstreaming builds on all the experience and competence brought by both women and men to society, and which enables men to play a greater role in family life and the life of their children. In this way, men will perhaps realise that there are advantages for them too in a society in which the sexes are placed on an equal footing. It is my hope that this will also lead to men playing a greater part in work on equality. Too often, they think that this question does not concern them.

As the former Swedish Minister for Equality, Bengt Westerberg, said in a Council of Europe seminar:

"we must merely state that men have not found gender equality to be in their interest, and no wonder about that: few groups voluntarily refuse privileges, especially if they feel they get nothing else in exchange."

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Combating discrimination against women and ensuring equal opportunities and equal treatment between the sexes are part of the basic principles of the Council of Europe, the principles and values of human rights and democracy. The Council of Europe has been working for a long time on consolidating and promoting these values. Gender mainstreaming cannot exist without traditional equality policies: as the Council of Europe’s report confirms, these two approaches constitute a dual and complementary strategy. We have to continue setting up and improving institutional mechanisms for equality, consolidating legal bases,
adopting and implementing action plans, and putting in place positive measures. All these are necessary if we are to achieve de facto equality during the next century. In particular, we must seek to ensure that women play a greater part in the decision-making process.

This was asserted by the Heads of State and Government of the Council of Europe at their 2nd summit two years ago, in autumn 1997. They set out two priority areas: (i) the participation of women in political and public life and (ii) the need to combat all forms of violence against women, including sexual exploitation.

We are here today in south-eastern Europe, a region which has been, even recently, the scene of so many conflicts and so much suffering. It is important to remember this in the context of equality. Pictures of refugee women and women suffering the consequences of hostilities are engraved on our minds. Yet, we have heard less of what they have to say and the suggestions they have, including those for resolving conflicts. Moreover, this is very often the case.

We also know that south-eastern Europe is severely affected by trafficking in human beings for the purposes of sexual exploitation. The criminals who organise this modern form of slavery and flout the integrity and dignity of human beings target young girls in particular. It is essential that in the process of constructing a new south-eastern Europe, women are given the opportunity to express their views, that they are able to take part in the decision-making process, benefit from economic measures as much as men and participate in the development of democracy. Above all, women must contribute to conflict resolution and negotiations.

A very long time ago, a writer from this country, the cradle of our civilisation, Aristophanes, described in one of his plays, Lysistrata, the means used by women to stop the war. Exasperated by the bellicose behaviour of their husbands, they refused to allow them into their beds. This idea of Aristophanes, instead of depicting the emancipation or public recognition of women, showed the fear men could have of such a development. As we approach the 21st century it is high time we dismissed such ideas once and for all. No solution will be a perfect one if women are not consulted, or if they are sidelined. It is now time for men and women to begin working together for a better society.

Thank you for your attention.
Address by Mrs Efi Beckou-Balta
Secretary General for Equality of the Sexes, Ministry of the Interior, Greece

Ladies and gentlemen participants in the Conference,

It is a great honour for me to open the work of this Conference which is an important step in promoting gender equality in Europe; in the “great” Europe which goes beyond the European Union, in a Europe comprising the countries of the Council of Europe which has so much to show in promoting democracy and social justice in this region.

Before proceeding to the main part of my address, I should like to make a reference to the tragic developments which have taken place during the last few weeks in my country. First, there was the terrible earthquake with over 130 people killed, hundreds injured, thousands left homeless, with destroyed industries. The whole state apparatus and the government have been in a state of alertness and all the forces have put themselves at the service of restoring the consequences of the disaster and protecting those who were hit.

This ordeal of the geological shifting has brought about also other kinds of shiftings and has brought the neighbouring people of Turkey nearer; it has brought waves of solidarity and support which were expressed in many other ways as well as with the shattering fighting presence of the rescue groups of men and women from Turkey, Switzerland, France, Israel, Germany and Cyprus. The President of the Republic, Mr C. Stefanopoulos and the Prime Minister, Mr C. Simitis, have warmly thanked these groups, expressing the feelings of the entire Greek people, and whom I feel the need to thank also from my heart.

Despite the situation of national mourning, we have decided that the Conference should proceed as planned.

Secondly, the opening of the Conference this morning, would have been done by the Deputy Minister of Foreign Affairs, Yiannos Kranidiotis; a modest and tireless fighter for stability, security, peaceful co-existence, equality independent of sex, race, religion, language, colour, ideology. Our Minister, however, together with the Greek delegation which would have participated in the inter-Balkan conference in Bucharest, was one of the victims of an unexpected airplane accident. This loss has hurt us all.

Thirdly, a few days ago, a very important Greek feminist left us, Rena Lampsa. Rena was a very “European” Greek, who worked passionately on all the bastions of the women’s movement for equality and for taking forward the rights of women.

I propose, therefore, that we pay tribute by keeping one minute’s silence to the memory of Yiannos Kranidiotis and Rena Lampsa who fought with passion, at national and European levels, for everything they believed gave value and colour to our lives.

I believe that the Declaration and the Platform of Action of the United Nations Fourth World Conference on Women, the elaborations of the Council of Europe and the European Union, the Amsterdam Treaty and the policies generated on the basis of this Treaty for Equality and for the elimination of all gender discrimination, all these are a collective and universal conquest which proves the importance and the value of equality: for safeguarding the human rights of women; for broadening democracy; for representing the interests of women; for a
change in the culture of politics, for making full use of a whole stock of humanity’s talents, abilities and wealth.

These concerns have been taken into account in the political priorities of the General Secretariat of Equality “National Programme of Action” and these are summed up in the following six fields of action:

1. Gender mainstreaming, which is the theme of this Conference;
2. Strengthening of the mechanisms for promoting equality;
3. Work – employment;
4. A balanced participation in the decision-making centres;
5. Violence against women;

In Greece, the principle of gender equality was instituted by means of the 1975 Constitution and it was established during the 1989-1999 period with legislation which aimed at eliminating discrimination against women in all sectors of social life in the country.

In the framework of implementing the CEDAW International Agreement as well as other International Agreements and Community Directives:

- An appropriate institutional framework and a competent government body were established in order to promote the principle of gender equality in practice;
- Important legislation has been passed regarding family, labour relations, social security and welfare.

Measures and policies are promoted aiming at:

1. Making full use of the community support framework and the community initiatives;
2. Creating modern, functional and flexible community supporting structures;
3. Taking initiatives in order to eliminate inequalities in women’s employment, the creation of new jobs and the combating of unemployment, with the improvement of the professional qualifications of women, the strengthening of the entrepreneurial activity of women, with making full use of the community programmes and initiatives as well as with the establishment of structures for vocational training and information on issues pertaining to the labour market;
4. Continuously informing and sensitising public opinion with regard to the special importance for society of the unequal co-existence of men and women;
5. Strengthening participation of women in the economic and social decision-making centres at local, regional and national levels.

Gender mainstreaming is something new in Greece, and I would like to point out that the discussion which will develop at this Conference will be exceptionally useful for us, as we are just beginning to implement this policy. The political will of the Government in promoting this policy has been particularly intensified in recent months. And this is because, as I will argue further on, one of the basic conditions facilitating the implementation of this policy has been met: women at the decision-making centres. It has been some months now since Mrs Vasso Papandreou took charge of the Ministry responsible for Equality, among other responsibilities. Mrs Papandreou has intensified the actions taken by the Government for the promotion of equality. I feel optimistic that this political will will continue for such time as
will be necessary so that we will have concrete results from the implementation of the hard and laborious policy which is the gender mainstreaming policy.

Being, therefore, at this starting point, I would like to put before the Conference my concerns regarding the very important topic of this first session: the interweaving of the gender mainstreaming policy with all other policies as well as the methodology and the preconditions which are necessary for the success of this policy. I will raise some points on the following issues.

- definition;
- dangers existing, and
- on the relation between this policy and the promotion of women at the decision-making centres.

First of all, regarding the definition of gender mainstreaming, I think that it is important for us to become conscious of the fact that gender mainstreaming means a change in policies so that not only will they include the gender dimension but they will also promote equality.

This is very important because a gender dimension means that in every policy, a fact will have to be taken into account systematically: the fact that our society comprises men and women with different needs, interests, priorities. This is a first step for a change in policies and it is of exceptional importance. There are no neutral policies as many of them appear to be. All policies have different effects on men and women. It is very important to accept this because it opens up the road for the second aim which is the taking forward of equality. It is not, therefore, enough to include the gender dimension, but we have also to promote equality through every policy.

In the Amsterdam Treaty, in Article 3 it is clearly stated that “in all the activities of the Community, the Community aims at eliminating the inequalities and at promoting equality among women”.

The second point is related to the dangers arising out of gender mainstreaming. I should like to point out that gender mainstreaming should not become an alibi for restricting positive actions in favour of women and special funds allocated to women. The positive actions are corrective measures which are necessary for eliminating previous accumulated discriminations against women. Often, the bureaucratic and men-dominated mechanisms take the opportunity, through the gender mainstreaming policy, to cease the measures in favour of women, with the pretext that with gender mainstreaming all policies promote equality; there is no need, therefore, for special policies on equality; or for specialised organisations and committees for equality, as for example the Equality Committee of the Council of Europe, of the European Parliament, or the Equality Secretariats in the National Administrations. It is a consolation that in Article 141, the Treaty of Amsterdam declares itself for the continuation of positive action measures.

In Greece, in the framework of its competence with regard to the revision of the Constitution, the Parliament decided to amend Article 116 paragraph 2 of the Constitution, so that there will be a provision regarding the possibility to take positive measures to the extent that they are necessary for the true implementation of the equality principle.
There is a danger here, especially in our epoch when equality as well as social justice in general have been dealt a great blow on the part of neo-liberalism in Europe. The conquests of women are conquests which should be conquered every day. It is extremely easy to fall back, when the forces of the market dominate without any control and without any social welfare.

Finally, the third point I would like to make is that there is a close connection between gender mainstreaming and the policy of promoting women to the decision-making centres. I believe that these two policies are closely linked together and are supporting each other. The greater the number of women at the centres of power, the greater is the potential to implement correct gender mainstreaming for the changing of policies. Correspondingly, the more a policy includes the gender dimension, the more it attracts women and, in this way, a change of the policy bodies will be promoted. The national and European experiences have many examples to show for these two parts in the relation between gender mainstreaming and women’s participation in the decision-making centres.

I think that these points are particularly useful for cases like Greece, which is starting today a systematic and essential policy of gender mainstreaming. A good start is half of everything. I feel especially optimistic that this start is the best possible, because we have secured the best preconditions for success.

As I have already said, we have secured the political will of the Minister as well as of the whole government which collaborates successfully.

We create suitable structures and mechanisms and the necessary human resources with the Regional Equality Offices, the Research Centre on Equality Issues and its Annexes in Athens Thessaloniki, Patras; with the forthcoming expansion of the Annexes of the Research Centre on Equality Issues to Volos and Heraklio; with the specialisation of the cadres in the Annexes so that they are suitably equipped in order to deal effectively with issues of violence against women, social exclusion and other problems of vital importance for women.

Finally, under really difficult economic conditions for our country at a time when a battle is being fought by the Greek people and the government for Greece’s incorporation into the EMU, we have secured the allocation of funds with an increase by 50% of the budget of the General Secretariat for Equality and the allocation of significant amounts of funds for equality from other business projects, which we hope will allow us to materialise our programme.

A difficult practice of gender mainstreaming was developed with the National Action Plans regarding Employment in 1998 and 1999, where there was an explicit improvement. This means that all of us, men and women, we are learning. A second great “test in practice” of gender mainstreaming is the implementation of Equality in the Third Community Support Framework, the elaboration of which is underway.

I believe that very soon we will have the first results from this co-ordinated effort.

I thank you for your attention, for your understanding and for your contribution to this Conference which I believe will be a steady step towards a European qualitative leap in the history of equality.
Keynote Address by Ms Margareta Winberg
Minister for Gender Equality, Sweden

Interaction between gender mainstreaming and “traditional” equality policies

Excellencies, Ladies and Gentlemen,

First of all, please allow me to join the previous speakers in thanking the Greek authorities and the Council of Europe for organising this Conference and for offering this opportunity to exchange experiences about the successes and obstacles we have encountered in our efforts to mainstream a gender perspective into all policy areas and at all levels of society.

We all have a vision of a society in which women and men fully enjoy equal rights, equal opportunities and equal obligations. Goals are set at both the national and international levels. Legal frameworks for gender equality are in place in many countries, and at the European level, the Treaty of Amsterdam provides fresh opportunities for combating discrimination and promoting equality. The step into the next millennium marks a step forward for the practical implementation of gender equality.

Our present task is to demonstrate the political will to implement legislation. We must broaden the scene for gender equality, increase the number of actors and establish gender equality as a branch of knowledge. Gender equality is no longer regarded as an issue in isolation – it is an integral part of normal policy processes, and the actors who are normally involved in policy-making must take responsibility for the promotion of gender equality within their remit.

The commitments made in the Beijing Declaration and Platform for Action have had considerable political impact on policy-making processes, both in my own country, Sweden, and in many other places. This is mainly due to their focus on the empowerment of women, gender mainstreaming and the involvement of men. A mainstreaming strategy, which makes the gender perspective clearly visible, has proved to be an efficient tool for putting gender equality on the political agenda.

In fact, mainstreaming strategies are not new. It has always been obvious to all of us who have fought for women’s rights and gender equality that a gender perspective should be taken into account in all policy-making as a fundamental part of the democratic process.

However, efforts to place gender issues near the top of the political agenda have often failed, due to the under-representation of women in political decision-making bodies and the fact that the male norm continues to prevail in society. Much of the work to promote equality has been organised in project form, been targeted at women, lain outside ordinary policy processes and has been financed by special funds for a limited time. It has been sidelined, regarded as the business of women and has not really affected societal structures. A shift in strategy – from a sidelined approach to gender mainstreaming – is the challenge that lies before us.

However, this does not mean that a mainstreaming strategy will replace “traditional equality policy” and special measures to improve the situation for women or men. In my experience, gender impact analyses of policy proposals make the specific needs of women and men visible which results in new demands for specific measures and positive action. Positive
action and gender mainstreaming do not just constitute a twin-track strategy, they are also closely related to each other.

Another misconception is that mainstreaming will make gender issues invisible, that gender issues will be mainstreamed out of existence, or that mainstreaming simply gives governments the excuse to do nothing. Real mainstreaming, where consideration for the needs and priorities of both women and men actually impact on policy-making, cannot make gender invisible. On the contrary, it would have the opposite effect.

In Sweden, gender mainstreaming as a developed, politically accepted strategy has been in place since 1994. Since then, the Prime Minister has stated in the annual written Statement of Government Policy that the gender equality perspective should be taken into account in the preparatory proceedings of all decisions taken by the Cabinet. Also in 1994, the Government decided that all government committees of inquiry should analyse and discuss their proposals from a gender perspective. The gender impact – whether direct or indirect – of proposed changes in the labour market, the economy, the welfare system, education, etc, should be described and analysed.

Since 1994 our Government has been made up of an equal number of women and men. In fact, today we have a situation where a majority of the members of the Government are women, 12 women and 10 men.

The annual Statement serves as an important basis for the legitimacy of gender issues. It makes all ministers responsible for promoting gender equality within their fields of responsibility.

Gradually, a number of methods have been developed and implemented at different policy levels.

Some examples:

− The public agency Statistics Sweden has been instructed to present all official statistics based on individuals, disaggregated by sex. The same goes for other public agencies when they compile statistics;

− Awareness-raising and training seminars on gender equality for top-level management are arranged. Most of the Ministers, State Secretaries, Political Advisors, special commissioners and Press Secretaries at the Government offices have already taken part in such activities. And so have, for example, the Bishops. Training is now being extended to all senior managers working for public agencies and the government administration;

− A simple method for gender analysis in order to check gender relevance and assess the different effects that policy proposals have on women and men has been developed and information sent to the ministries;

− The 3R method, another analytical tool, has been developed by the local authorities in order to facilitate assessment of local government work from a gender perspective;
− The most recent initiative involves a project to develop methods for the presentation of the national budget disaggregated by sex;

− Monitoring and follow-up are carried out by means of reports and in regular meetings between the State Secretary for Gender Equality and her colleagues from other ministries. Routines are also developed for follow-up work in connection with the budgetary process;

− Naturally, regular reporting to the Swedish Parliament is also important;

− In order to speed up and facilitate the development of methods for gender mainstreaming the Government appointed a working group consisting of representatives from the central, regional and local government levels;

There are also a growing number of mainstreaming tools and methods developed by the ministries themselves. For example, the Ministry for Foreign Affairs has compiled a manual on gender equality in development co-operation, the Ministry of Health and Social Affairs has approved an action programme for gender mainstreaming in public agencies, in which it states, among other things, that each agency must present a gender mainstreaming action plan to the Ministry. The Ministry of Industry, Employment and Communications has appointed a commission on gender mainstreaming while the Ministry of Education and Science has developed a scheme for an annual dialogue with universities on gender issues.

In 1997 an evaluation was carried out of the effects of the Government decision taken in 1994 to the effect that all government committees of inquiry should analyse and discuss their proposals in a gender perspective. It showed that 33 per cent of a total of 193 committees of inquiry had fulfilled the requirements. Very few of them had presented a comprehensive gender analysis. A new evaluation will be carried out this autumn.

The mainstreaming process is a long-term procedure and it is not yet possible to evaluate the effect on policy processes in general but we have learned a few useful lessons:

**Equal representation by women and men** in decision-making bodies is crucial to the development of gender mainstreaming and opportunities to take both women’s and men’s perspectives into account before decisions are taken.

**Gender mainstreaming** means that equality is structured and integrated into routines. In turn, this means that statistics, inquiries, budget routines, etc should be altered so that the information requested and supplied is always gender-aware. Thus, engendering statistics and inquiry routines is one of the first and most fundamental steps and is crucial for the continuation of the process.

**Gender mainstreaming is based on a branch of knowledge.** Many new actors lack knowledge on gender issues, which is why it is important to organise seminars on gender issues and to further develop various educational tools. As there is a lack of knowledge about gender issues among ordinary staff we will continue to need gender experts and special advisers.
Specific measures and positive actions will be necessary to meet the specific needs of either women or men, as long as the life conditions of women and men are different.

A growing number of men are involved in gender equality policy-making, since gender issues are integrated into everyday routines and decisions. And, that men take an active part is not only desirable, it is a prerequisite. We need more responsible men.

Finally, I would like to emphasise that if we are going to succeed in the implementing phase of the development towards gender equality in practice, we need to co-operate and exchange experience. I have already discussed with my colleagues in the European Union the possibility of establishing a knowledge centre at the European level – a European Gender Institute. Such an institution would collect and disseminate information about equality between women and men and mainstreaming activities. An important aspect of the work would be to develop a greater exchange of experience between researchers, policy-makers and people involved in the implementation of gender equality policy. The institute would form a creative meeting point were scientific results on gender could be translated into concrete action.

Let me therefore close by once again thanking our hosts for their initiative in arranging this conference. We have a lot to learn from each other and this meeting gives us an excellent opportunity to discuss our strategies. I am sure that we will go home with renewed inspiration for the work that awaits us. A clear gender perspective on all policy-making will transform the political agenda for the twenty-first century.
Keynote Speech by Ms Marina Gordeeva on behalf of
Ms Galina Karelova
Deputy Minister of Labour and Social Development, Russian Federation

Honourable colleagues, Ladies and Gentlemen, Dear Friends,

I regret not being able to join you in person due to other important commitments that keep me in Moscow, but I am pleased to have this opportunity to share with you my views and ideas on gender mainstreaming which I consider to be one of the key issues for the construction of a democratic and secure Europe.

The concept of gender mainstreaming is both a very clear matter to deal with and a very difficult one: very simple to formulate and to accept theoretically and very difficult to achieve in practice and in real life.

That is why I strongly support the way the Council of Europe approaches this problem by putting the emphasis on the implementation side and giving the member States an opportunity to exchange experiences in this field. The description of Gender Mainstreaming Projects prepared by the Council of Europe for this Conference is very useful material in education terms that could facilitate the implementation process.

Honourable colleagues,

To promote gender mainstreaming is of special importance for the countries with economies in transition which have recently become new member States of the Council of Europe. Today it is absolutely clear that in these countries neither human development nor lasting democracy can be achieved without more gender balanced and participatory governance and without more sharing of power and resources. Exclusion of women as full partners from democratisation processes makes these processes incomplete and therefore unsuccessful.

However, in Eastern and Central European countries, women’s experiences, values and visions of the future are almost completely ignored in the problem-solving proposals for policies, plans and programmes. The facts speak for themselves. Women constitute, on average, only about 10% of membership in national parliaments. They make up to 5% of cabinet ministers, mainly concentrated in such areas as social affairs, education, health, women and family matters and are almost completely absent from the ministries of finance, defence, interior and foreign affairs. Although women constitute the backbone of these countries’ national economies, they also constitute the majority of the unemployed and poor.

I regret to say that all these facts can be applied to Russia as well. In the country where laws establishing *de jure* equality have been in place for decades, where equal access to education has led to the development of women as a significant actor in the economy, the lack of their involvement in political and economic decision-making results in the under-utilisation of valuable human resources and leads to public policies and actions that neither respond to women’s needs nor take advantage of their skills and knowledge.

How to change this situation for the better and make gender mainstreaming policies work at all levels and all areas of society?
In my opinion, addressing this problem involves a combination of enlightened political will by all decision-makers, willingness of women to serve in public positions, determined effort by women themselves to make their interests count and the effort by non-governmental organisations to assist this process.

To find appropriate means to speed up gender mainstreaming we should first of all have reliable data on the status of women. Gender-segregated statistics is a first step to gender mainstreaming. I am proud to say that already for three years now we in Russia have such statistics (“Women and Men in Russia” – statistical handbook published annually by the Russian State Statistics Committee).

The role of strong institutions for the advancement of women is also critical for promoting gender mainstreaming. In Russia, one of the key elements of the national machinery for the advancement of women is the Department of Women and Family Affairs of the Ministry of Labour and Social Development. The task of this Department is to elaborate policies aimed at advancement of women, to monitor the gender equality situation and to provide advisory services to other governmental units (for more information about the Russian machinery, you may refer to the Report on Implementation of CEDAW of the Russian Federation).

The role of NGOs in promoting gender mainstreaming is yet another important issue. Recognising the fact that NGOs in Russia provide a very strong impulse for the change in the status of women, the Ministry of Labour and Social Development established in 1996 the permanent Round Table of non-governmental and non-commercial organisations, which includes more than 70 representatives of local, national, regional and international NGOs. At the sessions of the Round Table, the government officials meet the actors of civil society and in joint effort try to identify the areas of concern and to find ways and means of improving the situation.

During the last three years, the Round Table has acted as an effective tool for promoting gender equality. Its work helped to initiate gender expertise of legislation passed by the Parliament, to prevent possible negative gender consequences of decisions taken by the Government, to create appropriate and framework for co-operation between the Government and NGOs and to establish continuous exchange of information among NGOs themselves.

For example, the members of the Round Table have discussed the draft of a new Labour Code and have come to the conclusion that some of its provisions could directly affect the status of women and aggravate their situation on the labour market. Concerns expressed by the Round Table were taken into account both by state officials and MPs and the necessary alterations were made.

The members of the round Table have also insisted on changes in the draft Federal Programme on Promoting Employment so that it reflects the need to combat female unemployment.

Recently, the Round Table has discussed the role of the Russian mass media in creating a favourable environment for gender mainstreaming. Attention was attached to the fact that women are still being portrayed in a stereotyped manner, while liberalisation of the media has led to an increase in the production of pornographic material.
Honourable colleagues,

No doubt, Russia is still making its first steps on the way to full implementation of gender mainstreaming, but the examples I have told you about evidently show that we are moving in the right direction.

In December this year, we will organise in Moscow a seminar on gender mainstreaming, sponsored by the Council of Europe within the framework of the ADACS Programme. The seminar could be considered as a follow-up to the Athens Conference, and I invite those of you who are dedicated to this issue to participate in this event in your capacity as experts.

Paying tribute to the role of the Council of Europe in promoting gender mainstreaming, I would ask the Secretariat to look into the possibility of financing the translation of the CDEG Group of Specialists’ report on Gender Mainstreaming and the description of gender mainstreaming projects into the languages of the new member States. This could be an invaluable contribution to gender mainstreaming in these countries.

Please, accept my thanks and my best wishes for a successful and enjoyable conference.
Keynote Address, Mrs Annelies Verstand-Bogaert  
Secretary of State, Ministry of Social Affairs and Employment, the Netherlands

It is a great pleasure to address your Council today on its anniversary. Fifty years of the Council of Europe! Fifty years of a major platform for exchanging knowledge and policy. Fifty years of a source of information and inspiration for subjects that concern societies both in Western and in Eastern Europe.

An outstanding example of such a subject is the equality of men and women. As Secretary of State for Social Affairs and Employment, with the responsibility for the Co-ordination of our Emancipation policy, this subject is very close to my heart.

With some pride I can say that emancipation policy in the Netherlands has gained a firm foothold. For almost twenty years, emancipation policy has been a clearly defined part of our government policy. Which does not mean that the race has been run. Indeed, we can report good results. But there are still obstacles that keep asking for our attention. About these results, and about these obstacles, I would like to tell you something here today. I hope this can contribute to your discussions in the next few days. For some of the information I would like to refer you to the translated publications that are available here today.

The interaction between gender mainstreaming and ‘traditional’ emancipation policy, and the instruments needed for implementation; this is the subject of my contribution to your work conference.

It is true that in the Netherlands we have arrived at a point where gender mainstreaming has been included as an item in our emancipation policy. But I shall immediately add that this does not mean that we have left the traditional emancipation policy successfully behind us. On the contrary. The traditional emancipation policy, and everything this involves, keeps demanding our full attention every day. In addition to the implementation of gender mainstreaming, we are working on a two-tracked policy. To make this a bit more clear, I shall first explain the steps we have taken in traditional emancipation policy. Then I shall give you an outline of how we include gender mainstreaming in this in the meantime. And I shall give you a number of examples of the way in which we are trying to include gender mainstreaming in our policy making.

It is only some forty years ago, in 1956, that an act was adopted in the Netherlands that lifted married women from their status of having no ‘legal capacity’. This means that from that moment on, they were able to enter into business agreements without having to get the consent of their husbands first. In fact, this marked the first phase on the road to equality of men and women. A movement that was properly set into motion in the seventies.

In my view, this road has been marked by multiple phases. For now, I can see five. The first was the phase in which the women’s movement itself was central. This phase lasted until 1974, when the first Commission for Emancipation Policy was installed in Holland. The second phase was the development of the emancipation policy, in which there was great emphasis on formal equality, as put down in legislation and regulations. The Act that I just mentioned is an example of this. More important is the Equal Treatment Act, which forbids discrimination on the grounds of sex, religion, race and the like.
At the same time, material equality is gaining ground. Here, it mostly concerns catching up on the position that men have. For instance, by ensuring that women truly get the same career opportunities as men and do not hit the ‘glass ceiling’.

For me, phase three was a change of culture. In this phase the attention for women catching up on the position of men shifts to a re-appreciation of matters that are viewed as traditionally feminine. The emphasis was on doing away with the traditional male/female image. In this phase, men started to acknowledge the fact that emancipation concerns them too.

After the Fourth UN World Conference on Women in Beijing in 1995, phase four primarily emphasised the implementation of the emancipation policy and a broadening of the social support for this. In the business community, in the media, in non governmental organisations. In this phase, not only work was a point of attention but care tasks too. Care for parents, care for children, care for each other. Care tasks that can be shared by men and women.

In the Netherlands, we have now arrived at phase five. This is the phase in which we will start to make new agreements about the organization of society and about the elimination of the line that divides the traditional male and female domains. I specifically mean new agreements on matters such as daily routine, a better balance between work and private life and the integration of women’s rights into other forms of right. With this, the division of roles within society will permanently change and society as a whole will change as well.

This division into phases is primarily the result of the developments that occur in society. What we are doing now, is what the women’s movement already wanted a hundred years ago. This division into phases has never been a matter for the government exclusively, but as time went by, the business community became aware of the common importance of equal positions. And because of this, other things have become possible, such as attention for the daily routine, part-time jobs and discussion on the possibilities for advanced career opportunities for women to executive levels of companies.

Let me immediately add that this does not mean that everyone actually acts on this. The trade union, for instance, is still trying to achieve that in day-to-day practice men and women in the business community truly get the same pay. And the Equal Treatment Commission still has to deal with a lot of complaints.

As I said, in the Netherlands we are gradually getting to phase five. A phase five in which gender mainstreaming will be a major item, because it offers the perfect opportunity to come to new agreements based on a position of men and women that is different from before. We have already taken some steps in that direction. Important steps, but also careful steps. Running too hard on such a narrow track would be too risky. Running too hard would, for instance, involve the risk that we forget to think about the further implementation of the first four phases.

You should actually see the five phases as tiles on a roof that are laid one overlapping the other. As long as this is the case, you will be nice and dry. But if you take one of the tiles away, or if one of them comes unstuck, you will end up with a leak, with all the annoying consequences that this involves.

The four phases that I just mentioned remain the basis for the emancipation policy. The fifth phase will especially feature in the Multi-Year Policy Document on Emancipation which I am
in the process of preparing. Apart from a separate emancipation clause, there are also other points in our Coalition Agreement that have links to the achievement of an even balance between care tasks, work, social participation and leisure time for men and women.

For instance, at the beginning of this year I published the Daily Routine Incentive Scheme. With the funds reserved for this, the government and the business community can develop initiatives that contribute to a better combination of work and care tasks. You could think of stimulating tailor-made working hours, extending the opening hours of social and cultural services and promoting work pools and entrepreneurships in private services. Right now, there are over 90 experiments, submitted by municipalities, companies and social organisations, that are being considered for financial support.

Another important thing that we have achieved is the introduction of the Interdepartmental Action Plan on Gender Streaming. Each of the twelve departments has defined three concrete objectives which will actually be put into practice during the four-year term of this government. I can assure you that it took great efforts to define these objectives for each department. It will be even harder to actually realise them, but I am confident they will succeed - especially in the light of the fact that the objectives were defined. I shall give you three examples:

One of the objectives of the Ministry of Foreign Affairs is the subject “Gender mainstreaming within the OSCE”. In this framework, the possibilities will be looked into to add a gender expert to a Kosovo implementation mission.

As one of the three objectives, the Ministry of Justice has assumed the task of installing a national rapporteur on trafficking in women. They are aiming at actually appointing this rapporteur by the last quarter of this year.

My third example has to do with physical planning. In the policy field of physical planning in the Netherlands, the Ministry of Housing, Physical Planning and Environment will bear new forms of society specifically in mind.

Through monitoring, we continuously keep tabs on the progress of the emancipation objectives. Furthermore, a report on this matter is submitted annually to Parliament. Political support for gender mainstreaming is of the utmost importance. Fortunately, this is the case in the Netherlands. Also, a motion has been passed in Parliament in which the responsibility for realising gender mainstreaming is laid down with the various ministers instead of it being the responsibility of the co-ordinating member of Cabinet alone, in this case me. That would not be right either, because I have no authority where it concerns departmental budgets or staff.

Lastly, I would like to mention here an instrument which we use in the Netherlands for implementing gender mainstreaming in the government policy. For this, we have developed the Gender Impact Assessment (GIA). The GIA is a policy instrument, which helps to realise the integration of emancipation aspects into the general policy intentions. After having used this instrument about eight times now, we have made an evaluation. From this evaluation we have learned a lot. I shall mention some of the facts that we have learned:

− this instrument can not be used indiscriminately, because it needs much time;
− also, it is an instrument that has to be used by experts, preferably by external experts who must be completely familiar with this issue;
– furthermore, it has to be used at an early stage, otherwise too many changes have to be made at too late a point.

Despite these critical remarks, it proved to be a very useful instrument. Together with the managers of the various departments, we are therefore now in the process of preparing a manual for the way in which this instrument can be practically applied.

At the beginning of my speech I mentioned the fact that emancipation policy has gained a firm foothold in the Netherlands. We work with a two-tracked policy: the traditional emancipation policy and gender mainstreaming. The one cannot go without the other.

And although I am fairly satisfied with the results that we have been able to achieve with this two-tracked policy so far, we still keep meeting all kinds of obstacles. A number of these I have just outlined for you. But on the whole we can say - and this applies not only to the Netherlands, but to all countries represented here today - that we have gone some way up the road leading to genuinely realising equality between men and women. And that is why we have arrived at a point where we can start making new agreements.

To underscore this, I would like to finish with the words spoken in 1974 by Joke Smit, an important representative of the Dutch Women’s movement, who has unfortunately passed away. She said: “The only perspective I see is shortening the working hours. If everyone has a working week of, for instance, 30 hours, it will be easier for couples to combine having children with a full and proper job. Then women too will have the opportunity to build a career without interruptions.”

For the coming days, I wish you a fruitful discussion.
Tinkering, tailoring, transforming: Principles and tools of gender mainstreaming

Professor Teresa Rees, University of Bristol, United Kingdom

1. TINKERING, TAILORING, TRANSFORMING

There are arguably three main approaches to gender equality: equal treatment, positive action and mainstreaming. They are based on three quite different models of equal opportunities. Equal treatment is rooted in the 18th philosophy concerned with the rights of citizens: it seeks to treat everyone the same. This approach is enshrined in law, for example the Treaty of Rome that underpins the European Union. Positive action recognises that there are differences between men and women, and comprises measures to address the disadvantages that women experience as a result of those differences. Training projects for women returning to the workplace after a period of childcare or that groom women in middle management for senior management fall into this category. Mainstreaming also acknowledges that there differences between men and women but rather than seeking to help women to fit in with the status quo, it is concerned with transforming systems and structures to accommodate and indeed make the most of those differences. Rather than helping round women to fit into square holes, it makes those holes more adaptable - to take all sizes and shapes. Hence, mainstreaming can go beyond gender to address other differences among women and among men, such as race and ethnic origin, disability, sexual orientation and age.

I have referred to these three approaches, equal treatment, positive action and mainstreaming, as tinkering, tailoring and transforming (Rees 1998). Equal treatment means tinkering with systems to ensure people are treated the same. Positive action means tailoring provision to accommodate difference. People may be treated equally while not being treated the same. Mainstreaming means transformation: it can be defined as integrating equal opportunities into all systems, structures, actions, policies, programmes and projects - into ways of thinking and doing. This paper looks at the principles and tools of gender mainstreaming, in particular training.

2. PRINCIPLES OF MAINSTREAMING

Here I identify five principles of gender mainstreaming:

i) building equality into the culture and organisation

So that it becomes a natural part of the ‘way we do things round here’. Mainstreaming needs to be treated just like any other corporate or organisational function, such as budgeting or annual reporting. This is a major challenge and means that it needs to be planned and introduced in a coherent programme. It needs appropriate support structures to ensure it is in place and has systems to deliver it. It means integration - rather than a bolt on approach to gender equality.

ii) treating the employee as a whole person

For most men and women, treating the employee as a whole person principally entails taking their families into account in the organisation of work. Employees will have responsibilities for caring for children and, increasingly, elderly relatives. The reconciliation of work and family lives is difficult but can be tackled through family friendly measures and flexibility. There are fewer surprises and emergencies, less stress all round. Treating the
employee as a whole person also means there is room to encourage lifelong learning and personal growth. Skills other than those that are directly work-related, are valued.

iii) respect and dignity of the individual

This is at the heart of good equality policies and implies zero tolerance for discrimination, harassment and bullying. Some employers provide counselling for both harasser and harassed. Others consider harassment an instant firing issue. There needs to be a high level of awareness of what forms of behaviour are regarded as incompatible with respect and dignity for the individual.

iv) participation and consultation

Employers that have attempted to mainstream equality have set up participation and consultation mechanisms to learn from their employees about the nature of barriers they feel they face and to advise on policies and practices. Some employers have arranged conferences for their senior female staff to help them to identify issues. Others develop equal opportunities committees whose views are taken seriously by management in developing a mainstreaming approach. Consultation can extend beyond employees to clients and customers, as mainstreaming is not just about internal human resource policies but percolates through to the design and delivery of goods and services to customers and clients too. This has been a particularly significant element in local and regional government where authorities, in effect, have to ration scarce resources and need to consult people to identify need and establish priorities.

v) visioning

This is the most difficult and the most exciting element of mainstreaming. It involves recognising the ways in which current systems and structures, policies and programmes, in effect, discriminate. Some of the most blatant forms of sex discrimination are addressed through the law in most of our countries. However, indirect forms remain. Privileging seniority (having been in the job for a long time) as a criterion of promotion is one example. The use of physical tests designed for the average male in the armed forces, police and fire services to test men and women inevitably find women fall short of required standards. Gender-neutral tests have been brought in by some services. The use of the ‘old boys’ network’ as a source of recruitment for jobs also discriminates. The long hours culture benefits those men who do not carry the major burden of household responsibilities. There are many ways in which work culture and organisation is based on a notion of a bread-winner male and a home-maker female, even though relatively few (and a declining number) of families live in this way. Visioning means seeing the ways in which current systems rest on this assumption and hence perpetuate patterns of gender segregation and advantage men - through pay, job security, and promotion and training opportunities.

In order to work on these principles of mainstreaming, a number of tools have been developed. At the heart of them is the need for training, to change cultures and practices, to build ownership and to deliver policies.

3. TOOLS OF MAINSTREAMING

i) gender equality indicators

Gender monitoring is essential to mainstreaming. In the first instance it is necessary to collect baseline data, then to measure progress towards targets. Gender disaggregated statistics tell us about the impact that gender has on who does what. The sustained pay gap,
Despite equal pay legislation, shows us that equal treatment is not enough to deliver equal outcome. However, it is not sufficient to produce raw data. Gender statistics need to be cross-tabulated with other variables or else they can be misleading or the meaning be obscure. Statistics have to be developed into gender equality indicators differences. This is sophisticated work.

ii) Gender proofing/gender impact assessment

New and existing policies need to be assessed for their gender impact. Gender monitoring is key here. All too often, like environmental impact assessments, a procedure may exist but attention paid to it is cursory. Hence training is essential to ensure that the impact assessment is imaginative and effective (see Lindsten 1998; Verloo 1997 for guides to gender impact assessment).

iii) Building ownership

It is essential that all parts of the organisation sign up to mainstreaming. Commitment from the top has been shown to be very effective in setting the tone but it needs to be followed up with structures and mechanisms that lock the culture in. Some global corporations are experimenting with managing diversity, which has a different philosophy but uses some of the same tools as mainstreaming. They are seeking to embed equality into the culture by setting performance targets and attaching pay bonuses for managers (for example) according to how many women they promote above a certain level during the year! This is a rather crude but nevertheless effective approach in target and performance driven organisations. While it may incur backlash and accusations of tokenism, it motivates managers to identify barriers to women’s promotion and remove them. Clearly expertise is needed. Equality units need to be set up or expanded if mainstreaming is to be taken seriously.

iv) Awareness raising

One of the main difficulties with equality work is that the complexity of the issues tends to be underestimated. People imagine that discrimination is about ‘being nasty’ to other people. Such forms of discrimination account for a fraction of cases brought to court. On the whole, discrimination is the result of systems and structures, which manifestly or subconsciously prop up the bread-winner/home-maker myth and the model of the ‘gender contract’ between men and women that goes with it. Raising awareness among all employees is therefore essential. Gender disaggregated statistics are helpful here in demonstrating the impact that gender has in the allocation of positions. Brainstorms or seminars can help individuals to understand the issue better. Some countries, such as Sweden, bring in ‘flying experts’ to assist with awareness raising and setting up systems. This brings us to the final and most essential ingredient of mainstreaming - training.

v) Training

Training employees in mainstreaming is vital: for visioning, for collecting and interpreting gender equality indicators, for conducting consultation exercises, for building ownership, for carrying out gender impact assessments, for sensible target setting and for establishing monitoring and evaluation techniques to assess progress. If mainstreaming is about transforming an organisation, then clearly it cannot happen without a significant programme of training to empower and enable staff to deliver it, complementing the other activities and structural arrangements.

Unfortunately, like gender impact assessment exercises, training courses in equal opportunities have sometimes been rather cursory: such courses tend to be short, cheap, focus
exclusively on how to avoid falling foul of the law and are generally regarded as unimportant. Often the level of awareness of key issues is so basic, and the subject afforded such a low priority, that training barely scratches the surface. It then has the danger of invoking complacency. A little knowledge is a dangerous thing! Indeed, training in equal opportunities and can end up being counter productive.

Hence, it is vital that training for mainstreaming is embedded in a programme of organisational change, that it is afforded proper priority and that it is resourced in terms of time and money, at an appropriate level. A key problem is motivating people, particularly those who believe they know all about equality from previous courses! This is where incorporating mainstreaming into performance review and assessment programmes has some merit, to motivate staff!

The training needs for mainstreaming are at different levels for different parts of the organisation: from conceptual (the visioning and gender impact assessment work, essential for managers and above) to technical (such as gender monitoring and developing and using equality indicators). This means that training has to be tailor made for different actors. It cannot all be covered in one programme. Rather, staged, tailor-made training programmes need to be developed, albeit sharing some common elements. In time, certification for such courses may motivate people to undertake them, especially if such qualifications gain some currency in the job market.

Pilot projects are good learning devices for training in mainstreaming, so individuals can see how it might work in their own context. Bringing in examples from outside and inviting trainees to adapt them for their own purposes can help learning. Benchmarking with other organisations both in the same and in contrasted lines of work can be effective. Equality exchange groups, whereby employers in one sector or a range of sectors come together to share experiences and hear from experts can aid the group learning process and be a source of ideas.

While mainstreaming historically has seen its roots in the public and voluntary sector and is driven by social justice goals, the tools that it shares with managing diversity, a more private sector, business case driven approach, means that there is an opportunity for cross sector learning. Many companies that are introducing managing diversity policies have a social side to their work. One Swedish company, for example, sees combating racism among its workforce as a route to combating racism in Swedish society more generally. An Italian company is outsourcing to prisoners to provide them with work experience before their release. So, with gender mainstreaming, if men and women have a better understanding of gender relations and how inequalities can and should be tackled, it may have a beneficial effect for their relationships outside work. Danish Railways took training very seriously when they tried to tackle gender inequality at the work place. They instituted a long-term training programme for men and women, initially in single sex groups but ultimately in mixed groups, inviting participants to think about gender roles and power relations. The benefits went well beyond the workplace.

In short, training is vital to the mainstreaming agenda. Training tools can include work-packs, projects, examples of good practice, visits, visioning exercises, studying gender indicators and so on. Cartoons can be effective to get messages across. Some shocking calculations, such as, in my own field, how many male professors would have to resign to
achieve a gender balance in universities, can bring home to people the extent to which gender plays a part in the allocation of jobs.

**Conclusion**

Mainstreaming has been talked about for many years all over the world. It has only recently begun to take shape as a living, breathing approach towards gender equality. It has the potential to transform organisations, to make them places where men and women feel comfortable and respected, and feel that they can contribute and achieve. However, mainstreaming carries a health warning. There are already examples of organisations, in local government for example, where mainstreaming has been used as an excuse to dismantle equality units and fire equality officers on the grounds that ‘we are all doing it now – we are mainstreaming equality’. Then, hard won corners are lost and nothing is put in their place. We need to ensure that mainstreaming is understood for what it is: a revolutionary agenda.

To do this we need to change systems and structures but also to enhance understanding, raise awareness and develop skills. In many countries now there are serious attempts to achieve a gender balance in organisations responsible for political decision-making. In my own part of the world, in Wales in the UK, we have just set up a devolved regional assembly that has 40% women members. The Welsh Assembly is keen to mainstream gender equality. Mainstreaming is built into the Act of Parliament that set it up and into the committee and reporting structures through which it will do its business. All publicly funded bodies in Wales (that is local government, schools and colleges, health bodies, enterprise and development agencies and so on) will have to provide an annual report to the Assembly on their equalities work for the first time. Funding could be withheld if the Assembly is not satisfied. Allied to this, parts of Wales are eligible for funding from the European Commission where again mainstreaming equality is a requirement for programmes and projects. The need for training in mainstreaming is now becoming apparent. Of course, it should be much easier to mainstream gender equality in a new organisation than change an existing one. Nevertheless, to ensure mainstreaming does not end up as the latest fad, which came and went without making a difference, it is imperative to ensure that training needs are addressed. Mainstreaming is a complex, long term, transformative approach to gender equality. We need to ensure that expertise is developed and shared, that training tools are designed and used, and that the lessons of mainstreaming are disseminated widely.

**References**


**Note**

The examples from companies managing diversity come from MOSAIC, an EC-funded LEONARDO DA VINCI Surveys and Analysis Project of case study employers in Ireland, the UK, the Netherlands, Italy and Sweden. My collaborators were Esther Appelo, Laura Terragni, Agneta Stark, Mary Donnelly, Binna Kandola and Tom Casey.
Gender statistics: a fundamental tool for gender mainstreaming

Linda Laura Sabbadini, Istat Research Manager, Italy

1. Why have women always been invisible in statistics?

As an English woman, Harriet Harman, has recently said there is a gap of a century between men and women. Women have already entered in the 21st century whilst their partners, their bosses and the governments that determine society’s structure have stopped a century behind. This is due to the fact that women have domestic and economic responsibilities and they lead their lives both inside and outside the home. However, the changes that should have followed from this social revolution have not come about. The organisation of the labour market still assumes that workers are male. The entry of women into the labour market has not been followed by the entry of men into house and family management and this has created a deep division between sexes. Harriet Harman is right and what she says applies to many governments and National Institutes of Statistics, too. Not all the Statistical National Institutes can supply information regarding women and men at the same level.

From a social point of view, many crucial phenomena such as unemployment, poverty, and economic development are not neutral.

If gender is not considered during planning and programming, men and women obtain unequal benefits from the effects of policies. For this reason many government policies lead to an inadequate valorisation of women potentiality.

For a long time, National Institutes of Statistics have produced unbalanced statistics in different areas. This is due to the fact that the world of official statistics is too economic-oriented. If governments regard their economic-oriented politics as the prominent ones, economic-oriented statistics are considered prominent as well. In this way, productive subjects and not the individuals are considered the core of the whole community. The official statistical approach to society has given visibility just to what can be considered peculiar for a male-style model. We must overcome this view. For a long time only qualitative information on rewarded work activities (which involve almost only men) has been available, while no official data on household services and care carried out by women were available. For years in national official statistics some social phenomena, extremely relevant in any woman’s life, have never been analysed. Unpaid work, for example, does not play a relevant role in men’s life.

Unpaid work is very important for women. For a long time Statistical National Institutes have not measured unpaid work.

For this reasons a number of social subjects, among which we include women, have remained invisible in official statistics for a long time. The problems relating to statistics on women are very similar to the ones relating to children, who have always been regarded as students, minors, sons or daughters, but never as social subjects. One can say the same for elderly people, who have been always regarded as retired workers only. The former group has been discovered because of the decrease in births; the latter because of the ageing of the population. Elements for an analysis of society on the whole have not always been available. This has determined a lack of quality in official statistics regarding the completeness of
The construction of gender indicators for every important statistical field and useful for gender policies - from a mainstreaming point of view - should be included in official data production and publication. Statistics will improve with the awareness of its importance and potentiality as a resource for policies. The “gender neutral” or “gender blind” approach must be quitted. This will improve statistics for both men and women. For years, invisibility of woman has been expressed in different ways:

- lack of statistical information on the condition of women and, above all, on women as subjects;
- inadequate use of existing data (for example, in tables separated by sex, women are often calculated by difference);
- lack of an approach highlighting the gender differences from the planning phase of surveys.

This kind of problem has not only touched National Institutes of Statistics. At European level, gender issues are not given the same importance as compared to the economic ones (Eurostat). European regulation is mostly concerned with economic statistics, and harmonisation from a gender point of view is still not considered necessary at the same level.

2. **World Conferences on Women: a fundamental reference for gender statistics development**

The importance of gender statistics was recognised in the first World Conference on Women held in Mexico in 1975. Until the early 1980s, few people were concerned with this issue. National Institutes of Statistics were not working intensely in this field. In 1982, the cooperation at international level between the statistics Division of the United Nations Secretariat and the International Institute of Research and Training for Women (INSTRAW) on a training programme promoting dialogue and comprehension between decision-makers and statisticians laid the grounds for a complete working programme. Progress was clear during the 1985 Nairobi World Conference. The Statistics Division calculated 39 key indicators on the condition of women for 172 countries. With ‘Women and Men in Sweden’, first published in 1984 and 100 thousand copies sold, Sweden is in the forefront. Since Nairobi, further progress on an international level has been made. The general approach has changed from "women and development" to "gender and development", shifting emphasis from women in isolation to women in relation to men and their relationship. In statistics, this is highlighted by the shift from "statistics on women" to "gender statistics". The new key words are: gender statistics, gender impact and gender policies. The importance of gender in statistics for gender policies and mainstream planning is summarised in three words. Therefore, the problem is more complicated than the simple distinction by sex of the collected statistics and it is gradually explained in international recommendations. First essential question: do surveys of National Institutes of Statistics and the definitions used in the data collection actually consider the differences between men and women? Second essential aspect: do the methodologies used by National Institutes of Statistics in data collection consider gender and cultural factor stereotypes which can alter a gender point of view? Third essential aspect: do the ways in which data are collected and spread by National Institutes of Statistics put men and women on the same level and do they consider the emerging necessities on a political level? Further aspects among the strategic aims were outlined in the Beijing Conference: the H3 strategic aim outlines the necessity to produce and disseminate data and information separately by sex for planning and evaluation. Some strategic areas can
be outlined: the development of surveys on the use of time for the evaluation of unpaid work, the construction of sensible indicators for female poverty, the development of a more detailed knowledge of all labour and employment scenarios, unemployment and underemployment phenomenon, the construction of a satellite account allowing the evaluation of unpaid work without influencing the GDP, the development of statistics on all the types of violence against women, including domestic and sexual harassment, finally, the adequate measurement of health conditions with a particular reference to disability. Furthermore, non extemporaneous initiatives on behalf of governments and statistical institutes are recommended. The requirement for an adequate gender policy planning is to have timely and continuous statistics. An adequate monitoring requires continuity in production and dialogue between the people processing the statistics and the people using them for the development of policies. Otherwise statistics will not fulfil their purpose. It is difficult to determine how much of these recommendations have been implemented in EU countries. They have not been fully integrated in the legislation of EU countries (not through formal acts).

3. The case of Italy

Since the early 1990s, Istat has been developing gender statistics. New areas are surveyed - this is particularly significant from the viewpoint of gender difference. For example, the survey on time use highlights a strong asymmetry of roles in Italian couples. The Istat survey on sexual harassment was the first of this kind in the world. The growing attention to reproductive health, breastfeeding, pregnancy and childbearing which has always been underestimated in official statistics systems; questions on fecundity not only for women but also for men are topics characterised by growing interest, from a gender point of view. From an economic point of view it is particularly significant to include certain questions in the intermediate census of industrial and service enterprises in order to check typology and characteristics of male and female businesses that can have access or not to industrial incentives. Another example of gender statistics is the Istat analysis of gender differences in the division of family work based on findings of a survey on time use which were presented at the World Conference on Women in Beijing. We still have some problems with wages and salary differences. In Italy, the qualitative progress in gender statistics is due to the development of a strong interaction between equality bodies and the Equal Opportunities Ministry. The project began in 1993 with the National Equality Commission and it has been developed by the Equal Opportunities Minister Anna Finocchiaro, and more recently by Minister Laura Balbo. Istat co-operates with the Ministry of Equal Opportunities and with the National Equality Commission, with the aim of answering the cognitive necessities in this field. Furthermore, the international work on both a European and UN level allows our country to take part to the international debate and to profit from the more advanced experiences made by other countries. Thus, in very few years great gaps have been covered. Not all the problems have been solved but a great revolution in gender and social statistics has taken place in the past ten years. Together with the Equal Opportunities Ministry, Istat wants to regulate the gender statistics production and begin the gender equality impact evaluation of all the planned policies. This draft legislation has been approved by the Government and it is waiting to be approved by the Parliament as a law. Its approval will mean a great step forward. Italy has also started to face the problems of gender impact evaluation of policies through a project of Ministry of Equal Opportunities on “VISPO” model. This experience is still at the starting phase and therefore it cannot be deeply afforded and described.
4. **Europe requires a qualitative step forward: a law on gender statistics**

Although progress has been made in various countries, not all problems have been solved. There are informative gaps, insufficiently developed areas (violence, abuses, life conditions of foreigners...), difficulty in obtaining information on employees by sex and professional position, when the survey unit is the enterprise, the need for a different structure of enterprise archives not currently distinguished by sex, the more frequent information on certain areas, the adoption of a gender approach in choosing the survey variables highlighting the gender differences in all the most important sectors. International difficulties are to be summed up to the national ones. Not all statistics are comparable since they have not been previously harmonised. Not all the information is available in all countries. An ex ante or ex post harmonisation, which would improve the situation, has not been developed at a central level, including Eurostat. As a consequence, harmonisation cannot take place spontaneously. Since gender statistics does not only mean spreading information by sex, the scenario is more complex than it seems. Apart from the single countries, a new central initiative is required. Gender statistics cannot be developed only by the countries and the national statistics systems. Responsibility on a political level must be taken. In order to plan mainstreaming policies and developments, the social utility of gender statistics must be recognised.

For this reason, I proposed in Italy a law on gender statistics and I think it is time to do the same at European level.

The known methodology must be generalised and consolidated and further developments for all countries must be analysed.

Regulating gender statistics means take a step towards a better quality, it means that by making them compulsory, Europe recognises the social value of gender approach within public statistics; it means asserting that gender difference exists and it is necessary to assess it on the main fields of social and economic life. Above all, it means creating a reference point for other sectors.

All official statistics must be made from a gender point of view, in this way budget cuts will no longer affect gender statistics. At a European level, Eurostat excellently harmonised a fundamental survey from a gender statistic point of view and consequently, of gender policies: the survey on the use of time, crucial for the evaluation of unpaid work and of role divisions in couples and fundamental for the planning of policies reconciling work and family burden. Due to the lack of funds, the project reached only the pilot survey phase; then Eurostat is playing a role in defining a common methodology for the different member states, but cannot concretely help the countries in conducting the survey. This means that at European level, the planning and implementation of a strategic survey from a point of view concerning gender is of a secondary importance and only the few countries with funds, or those which were already doing it in the past, will be able to carry it out. Precise regulations are required to guarantee the harmonised development of gender statistics in all European countries (as economic statistics). The scarce statistical information on issues concerning gender differences is a severe obstacle for the adoption of mainstreaming and empowerment policies in the whole world. Therefore, I propose, just as I have done in my country, to seriously follow the suggestions from the Beijing World Conference on Women: the obligations taken by the Governments of the different European countries in Beijing should be converted into regulations.
The current proposal concerns National Institutes of Statistics and all public statistics producers, it could be the starting point for other subjects to conform to: thus, the official statistics system can start a generalised and deep innovation. The use of the legislative instrument is motivated by the need to fix both a highly innovative methodology and approach. Possible short term fluctuations should be avoided by binding to exact intervals the availability of gender information of public interest. On the other hand, this project must become part of a social statistics development and consolidation strategy, traditionally residual in national statistic systems.

5. **Aims and tools**

Clear gender difference in official statistics will be the aim of the law. The necessary steps to reach this aim are:

Gender distinction of all official statistics information and equal supply of data concerning men and women (often in official publications, the data of one sex is obtained by difference from the other sex).

The whole production process, from planning to conducting surveys and data dissemination should consider the gender point of view. Gender statistics are not statistics on women. A set of sensible and suitable indicators highlighting the gender differences in the various fields considered will be fundamental.

Arrangement of the collected data in the various areas of public interest, planning new surveys on the quality of life of the whole population, including foreigners.

This is a crucial point because the interval in which the gender statistics must be produced is determined by the selected areas of significant public interest. For example, every year information is required on household types, births, death by cause and morbidity, culture and cultural services, employment and unemployment, poverty, political and social participation, use of public services. Phenomena in which the most significant changes take place in a greater time span can be considered at different intervals: health conditions, disability, health behaviours, citizen security, violence, abuse, use of time, solidarity networks, social services and social mobility. Attention to specific areas will be fundamental: for this reason a greater importance to unpaid work statistics should be given. If possible it should be quantified as recommended on an international level (i.e. without influencing the GDP), but in this way the different contribution of men and women to paid and unpaid work would be clearer.

Construction of a methodology for evaluating the gender impact of basic regulations.

The method for evaluating gender equality impact is necessary in processing and adopting government policies, from a gender point of view and it is fundamental in order to adopt useful policies. The first condition is the distinction of the statistic information by sex, the second condition is that Eurostat acquire an appropriate methodology, that could be proposed to all countries.

Development of research and gender analysis.
6. Will the law be enough?

The law sets the grounds but it will not be enough if a "gender approach" is not adopted by Statistical Institutes, Public Administration and companies. Therefore, the regulation might never be applied. There is a strong cultural obstacle. Here are some examples. From the point of view of economic aggregates, it is unthinkable, when measuring the use of the services, that users are distinguished by sex. Users are the demand, not men and women using the services with different accesses, and therefore, intervention might be required in order to re-establish equal opportunity. This is a first step in “humanising” data, relating them more to their object, in other words to people and their problems. Likewise for employees, who, from an economic point of view, are part of the labour cost. In this case, as well, the importance of the distinction by sex and position of the employees is not easy to understand. If data indicate a growth in women managers, it is fundamental, in developing equity policies, to understand the type of companies managed by women, in which sector, with what profitability and technological innovation capacity as compared to companies managed by men. Training will be fundamental to reach this aim.

Although female potentiality faces many obstacles, the life of women is rapidly changing in all European countries. The consciousness that all these aspects must be measured to better understand them is increasing. Laws are sometimes a starting point and sometimes a point of arrival of changes. The law on gender statistics can be considered a point of arrival in the commitments undertaken by the single countries, but it is also an important starting point since it will greatly increase quality, (from recommendations to regulation), placing Europe in the forefront in implementing international recommendations. The law will set the grounds for further developments like mainstreaming and empowerment. The law will be a fundamental starting point in consolidating, systematising, rationalising… and why not, in giving a more human face to statistics, and consequently to policies.

I would like to conclude with an intriguing quotation from the 1995 UNDP Report on human development: ‘the four crucial elements of the human development concept – productivity, equality, supportability, and power attribution- requires the gender issue to become a central one for both development and human rights’.

This is the central problem: gender approach in producing statistics for gender approach in planning policies.

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GENDER EQUALITY AS A BASIC VALUE OF DEMOCRACY
AN INTEGRATED APPROACH

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Introduction

The main purpose of this paper is to present a general conceptual and operational framework for gender equality, as a basic value in contemporary and future democratic society. It is a large summary of a complete document to be published later on. The starting point is the actual conceptual, empirical and normative development during the last decades in the specific field of gender, equal opportunities, gender equality etc., in relation to the other societal fields.

The main challenge or task of this paper is to place gender equality (policy) within the long and general conversion process of the "traditional" basic model of society to a new basic model. This new basic model implies results from the integration of the positive concepts of the traditional social sciences (economics, sociology, psychology, ethics etc.) and of the existing democratic political-ideological views. The approach offers an open and constructive frame that can be applied to the different fields of society. The new basic model also implies new normative choices or conditions, in case with respect to equality in general and gender equality in particular.

1. Towards a new basic model of society

1.1. Basic models and the development of society

This first section deals with the long conversion process of the "traditional" basic model of society to a new basic model. A basic model of society is an overall framework of the structure and the functioning of society and its different actors (individuals, families, groups, companies, organisations, government institutes etc.). It is the basis or the largest common divider of different specific models or variants.

The basic models have a very long life span of about two centuries, which evidently vary from country to country. During a long period two basic models co-exist, the old model going downward and losing influence, the new one going upward and gaining influence. Each new basic model is partly a reaction against and a rejection of the previous model, but at the same time it is partly a continuation of the previous model, preserving a number of positive elements. In that way it is a general synthesis of (positive) elements of the previous basic models and of some new concepts, processes and challenges which occur in actual society.

Thus we can speak of the nineteenth century basic model or the liberal free market system, starting around 1750 and vanishing around 1950. It was countered and replaced by the twentieth century basic model or the socially corrected free market system, which came up around 1850 and will probably be eliminated by 2050. As it was the dominant model of the previous period, we call it the "traditional basic model". From around 1950 -at the top of the
traditional model - a new basic model is slowly coming up and is gaining influence. Approximately from 2000 on it will be stronger than the traditional model and it will serve as the dominant model during the twenty-first century. The basic question is whether the new basic model of society can be called a real "democratic market system".

1.2. The dismantling process of the traditional basic model of society

In the traditional basic model, society is almost physically subdivided into a number of basic sectors or spheres, which function according to different mechanisms and which cannot be placed under the same heading.

The economy or (largely) the market sector is regarded as a separate sector, as the real productive system that creates the welfare and that forms the basis for the other sectors. The non-economic or non-market sectors largely relates to the subjective, social, collective elements for which no real production process and exchange process exist, and, consequently, neither a real market nor market prices.

The government or the public sector is in fact not a real part of the economy but forms a different sector. The central tasks of the public sector are the provision of collective goods that cannot be provided by the market and the redistribution of wealth according to some notion of solidarity, including a certain form of social policy.

The family or the household is also regarded as a "different" entity that functions according to other mechanisms, rules, principles. The family is mostly identified with the things going on "within" the family or between family members, largely referring to the immaterial, personal, emotional, sexual, pedagogical finality.

The value system of the traditional basic model is largely shaped along a basic structure, with a number of basic values: democracy, freedom of choice, equality, economic efficiency and solidarity. All basic values do count or have their place in the different sectors, but their relative importance is largely different. The traditional basic model was/is the foundation of most scientific disciplines and theories to describe and explain human (economic and non-economic) behaviour and systems. At the same time, all traditional politico-ideological views within the modern welfare state formulate a certain variant of the basic model.

During the previous decades, however, the concept "economy" or "economic sector" has been severely stretched, with the result that the number of conceptual contradictions has been increasing systematically. However, a certain hierarchical conceptual classification is nevertheless maintained, essentially saying that certain activities are really productive, economic, market oriented, profitable etc. while other activities are unproductive or productive to lesser extent.

The same dismantling process can be noticed with respect to the place of families. How can we fit the family and its activities in the general model? To what extent can and should these activities be called economic, productive or market activities?

In general, the traditional basic model of the welfare state, with all its variants, has come more and more to a standstill in its own contradictions and anomalies during the past decades. The model no longer offers a consistent, unambiguous analysis of society and its actors, of their finalities, activities, interactions and benefits.
1.3. A new basic model of society

This conceptualisation process towards a new basic model occurred on all domains and levels of society and leads to a new basic model of society: families, firms, fiscal system and social security, market system and government.

In this part we present the main components of the new basic model of society. It is essentially an integrated approach, redefining the positive concepts of traditional models, formulating some new concepts and integrating them in a new general framework.

The ontological starting-point is that all existing objects and/or subjects are principally complex: they are a part of larger, more enclosing systems and at the same time they are constituted of a number of smaller partial objects. In that way the basic framework for a new basic model of society is created, redefining it as a complex, multidimensional space with different levels of complexity in which the different actors realise their activities and exchange processes. The mutual functionality and division of labour is the basic principle, saying that every system provides services for and receives services from smaller as well as larger systems and vice versa. The economic, social, cultural aspects or dimensions of human behaviour occur in all activities in a certain proportion. Fundamentally, this requires an integration of the traditional scientific disciplines.

The approach is used to describe and explain the daily living conditions and life cycle of the different actors. The living conditions are seen as the daily division of the different activities or labour processes and of their results. The life cycle is the inclusive concept for the development or change in time of the living conditions or the division of labour. Starting from the existing available human and non-human capital, the subjective values of the subjects come together in the exchange process, which leads to the real exchange value. Essentially, every activity realises a specific output which in its turn forms an input for another activity.

The internal division of a subject is called the labour organisation, the external division of labour of subjects with other subjects is called the market functioning. The system of market functioning among all subjects is called the market system.

We restrict the analysis here to the division of time of men and women within their family. Each family (member) acquires the input for the labour and exchange process outside the family through the external division of labour or through market transactions. All women and men are continuously searching for the adequate combination of internal and external activities or labour processes, in terms of the number of hours and quality. They want to create a balanced and adaptive portfolio of activities which provides the desired combination of monetary and non-monetary, human and non-human, private and public means.

The output or "result" of the actual living conditions or division of time can be expressed at certain moments of the life cycle in terms of the different components of the total capital, potential or well-being of the actors: personal human capital, social capital, monetary income forms, financial capital and general living surroundings.

The evaluation of the available capital or well-being is always related to a certain time perspective.
The division of labour of men and women within families and all other organisations is the real "motor" on the micro level of the development of society. It therefore has to be the starting point for the policy discussion on the macro level. The basic hypothesis therefore is that (almost) all adult men and women who are able to be professionally active, have to combine a full professional activity with family tasks and personal activities, in order to obtain the required level of wealth within their societal context and to support (financially) the group of people that is not able to be professionally active (children, older people, handicapped people etc.). This means that the necessity of a double job and a double income is by no means a new phenomenon for most families, but rather that it has always existed in some way or another.

2. Equality as a basic principle of democracy

2.1. Democracy or democratisation as the general normative concept for society

Like the conceptual system, the normative system of the new basic model differs a lot from that of the traditional basic model, not so much the different basic values as such but the structure of these values. In the traditional basic model, democracy was one of the basic values put on the same level as, for instance, freedom, equality, economic efficiency.

In the new basic model, the concept "democracy" is the overall normative concept on all levels of (the division of labour within) society. Thus, democracy can be defined as the basic multidimensional normative concept that combines a number of basic values for society. Other important values or principles can be placed under one of the four basic values. (The selection of these four basic values is not automatically exhaustive, but implies that other important values or principles can be placed under one of them.) In order to realise these values, society needs to develop a coherent set of adequate goals and instruments.

A first basic value under the general concept "democracy" is the freedom of the different actors to determine the labour and interaction processes they are involved. A small availability of human and non-human means automatically implies a low degree of freedom and power. At the same time, greater freedom and power go hand in hand with a larger responsibility towards the external world with respect to the activities and their results. In that way, the concept of freedom is embedded in the complex structure of society.

An important aspect or consequence of freedom is the differentiation between the actors with respect to the aspects of the division of labour and its result.

The second basic value is equality. A democratic society demands a sufficient level of equality among the different actors with respect to the division of time, at the input and the output side. While in the traditional basic model the equality principle strongly emphasises the output side (equal division of income, goods and services), equal opportunities specifically refers to the input side of the equality principle, i.e. the possibilities or opportunities to participate in societal life. At the same time, the scope of the principle is broader by applying it to a number of "new" societal criteria and, consequently, subgroups of society, for instance women and men, ethnic and religious minorities, sexual minorities etc. Realising a certain level of equality also requires a sufficient level of societal tolerance and openness among the actors with respect to the actual development of society.

The third basic value is solidarity among the actors of society, based on a concept of social justice. Solidarity implies that, due to specific disabilities or forms of dependency,
certain groups of society are being supported by other groups, in monetary and/or in non-monetary terms.

Finally, a democratic society has to be efficient, in the broad sense of the word, integrating the human and non-human, the negative and positive, the monetary and non-monetary, the private and collective elements. Total efficiency means that, within a certain time perspective, the total (monetary and non-monetary) value of the output of the activities on the different levels of society is larger than the total value of the input.

The main normative ambition of the new basic model is to realise a new synthesis or balance between the different basic values and subordinate values, under the general basic concept of "democracy" or "democratisation" on all levels of society. Without ignoring the tension between these values, the new basic model wants to emphasise the positive interaction.

Of course, perfect democracy does not exist and cannot be established. The main goal is to initiate a permanent process of democratisation, trying to realise a better exchange position and a more efficient division of labour for all subjects, relative to their actual situation.

2.2. The basic value equality and the meaning of equal opportunities

In the traditional approach, the basic value "equality" had a central place, but it was largely conceived in terms of the class-related division of the economic output (monetary income, goods and services) among individuals and families. Other societal criteria such as gender, ethnicity, religion, sexual disposition, education and age were neglected to a large extent. Likewise, there was very little room for equal opportunities as a societal value that refers to those criteria.

Within the context of the traditional value system, consequently, equal opportunities policy was the little brother of the traditional equality policy and the other dominant - mostly traditional economic - policies.

The new basic model, on the contrary, puts the basic values at the same level, under the umbrella of the general concept “democracy”. This implies that the basic values must be realised together, period after period. They must function as mutual levers or incentives and as mutual restrictions, leading to an integrated democratisation process in time.

In that context, equal opportunities can no longer be seen as a separate principle, but has to be placed under the newly defined basic value "equality". On the one hand, it is the expression of equality at the input side of the daily division of time or labour. On the other hand, (more) equality at the input side of the division of labour cannot be realised without (more) equality at the output side.

Equality policy (including equal opportunities policy) is a necessary instrument for the realisation of the value “equality/equal opportunities” on all societal domains and levels, next to the other basic values. The combination of an inclusive or mainstreaming equality policy and an exclusive, specific equality policy (target group policy), is the most adequate strategy to realise that integration.
2.3. Gender equality as a central issue of equality

During the past decades, gender equality has become one of the main issues of the general equality policy. In the integrated approach, gender is seen as a central dimension in all domains and levels of societal life.

Gender equality (or inequality) then is the general expression for the basic value "equality" with respect to the aspects of the societal position of men and women, that are recognised as being relevant for society and ultimately for policy.

Society has to determine which differences between men and women are conceived and recognised as unacceptable societal inequalities. Therefore, these gender inequalities have to be quantified by means of scientific models combining a number of distributive functions for the selected aspects.

Gender equality policy then aims at eliminating these societal inequalities and at realising a situation of (more) equality among men and women, on all levels of society. Gender equality policy must be an integrated policy on all levels, which means that it is a task for all actors.

2.4. Gender mainstreaming as a central instrument for gender equality policy

As we argued before, gender mainstreaming is an essential instrument for the development of a full-worthy equality policy. Within the new basic model a broader concept of equality in general and of gender equality in particular is developed as a central part of an integrated approach of society. The concept of gender mainstreaming, as it is elaborated and presented by the Council of Europe (1998, 13-16) can be fully integrated within this conceptual frame. The positive combination of an inclusive or mainstreaming gender equality policy and a specific gender equality policy, however, is not an end in itself, but it is a necessary process towards a full equality policy that is integrated in the overall democratisation policy.

Within the new integrated approach, the difficulties that might accompany the process gender mainstreaming (Council of Europe, 1998, 18-19) can be eliminated or tackled more systematically and effectively.

3. An operational approach for gender equality and gender equality policy

3.1. The boundaries of gender equality and gender equality policy

In this part, an operational approach is elaborated to deal with gender equality and gender equality policy, again emphasising the necessary integration with the other basic values. To create a practical frame for gender equality, a gradual distinction has to be made between the micro and macro level.

On the macro level, individual men and women can be compared for a number of aspects of daily life. On this level of the total population, gender equality is then expressed in a macro aggregate way, making abstraction of the actual living arrangements of men and women on the micro level.

During the different periods of their life, however, all men and women always organise their activities within the network of societal organisations on the micro level: families, firms, clubs, associations, etc. Gender equality on the micro level therefore refers to
the relative position of men and women within these social entities with respect to the aspects of the daily division of time. Starting from the micro level a number of subgroups on intermediate levels can be conceived on the basis of different characteristics. Gender equality then refers to the relative position of men and women on that specific level.

Government policy, however, cannot - and should not - equally influence all activities on all societal levels. Government is supposed to intervene as little as necessary in internal life and organisation of the private actors. Government policy can therefore initially only be aimed at the external market activities and interactions of these actors, and then largely at the monetary part of it. While the government instruments only have a direct impact on the market transactions, they have a large indirect impact on the internal division of time (goods and services) of the different actors.

Following this reasoning, government policy in general and gender equality policy in particular deal with the division of the main categories of activities and the main categories of available human and non-human means or benefits. Although it is also the purpose to influence the internal division of activities and means, policy can only have an impact by means of the monetary market system.

The realisation of (more) gender equality with respect to the daily division of labour within families and firms implies an efficient collective system that stimulates and supports the private actors to re-organise their internal division of time.

3.2. From the breadwinner's model to the combination model: an operational approach

To elaborate an operational approach for an integrated gender equality policy, we depart from the family as a central living arrangement for (almost) all men and women. The search for an adequate gender equality policy can be placed within the conversion process of the traditional breadwinner’s model to the modern combination model.

To build such models, we use a gradual typology of families with two adult partners with seven family types for the division of time or labour, determined by the relative division of the main activities among the family members, combining the individual and the family level: from the strong male breadwinner’s family on the left side, over the complete combination family in the centre to the strong female breadwinner’s family on the right side.

In the strong male breadwinner’s family, the man is responsible for (almost) all professional labour and the women for (almost) all family labour. Going to the complete combination family, the relative share of the man and the woman in professional and family labour becomes more equal. From the complete combination family type to the strong female breadwinner’s family the division of labour becomes more unequal again but in reverse.

While this typology refers to the traditional family, with man, woman and a child, it can easily be transformed to all other family forms.

A family model for the division of time or labour is a certain quantitative distribution of the different family types within society. By means of this typology a large number of family models can be constructed.

In the next paragraph we develop three empirical models to describe the historical development of the division of time, on the micro and macro level. The conceptual frame and
the empirical picture form the basis for the development of some future normative models, to orient or guide the actual conversion process from the breadwinner’s model to the combination model. The general normative question then is which model(s) can serve as the normative guide for the future development and, consequently, for the policy to be followed.

3.3. The historical development of the division of time: three empirical models

3.3.1. The period of the strong breadwinner’s model

The period 1950-1970 can be called the period of the strong breadwinner’s model. During this period, the strong breadwinner’s family was dominant in quantitative terms. The majority of women had no or only a little share in the total professional labour of the family. Yet, in most countries an important part of the women remained professionally active. The model shows a strong dual division with the majority of breadwinner’s families and the group of combination families. In reality however, the family type was largely pushed by the government by means of discriminative legislation and strong financial support within the fiscal and social security system.

The strong breadwinner’s model goes hand in hand with an unequal division of labour between men and women. At the same time, the financial foundation for the principle of solidarity was largely weakened, i.e. the financial capacity of the government to invest in the professionally inactive population. Finally, also the efficiency principle is sacrificed to a large extent, especially by the inefficient use of the human resources of women.

3.3.2. The period of the moderate breadwinner’s model

Starting from the early seventies, in most European countries (again) more women joined the labour market. Moreover, women increasingly remained professionally active after the arrival of the children. The strong breadwinner’s model was systematically losing impact and the number of combination families rapidly increased. Consequently, the seventies and eighties can generally be called the period of the moderate breadwinner’s model. In this model, the free choice of families with respect to the division of labour and the education of children must make room for a more equal division of labour between men and women, for the solidarity between the professional and the dependent population.

3.3.3. The period of the moderate combination model

Since the beginning of the nineties one can probably speak of an early and moderate combination model, since the combination families with a more equal division of professional and family labour are becoming the majority. The model has come into being under the pressure of the stronger striving within society for a more equal division of time among men and women, both on the micro and macro level.

The analysis of the professional career of married men and women in most countries generally shows the relatively small but systematic gap between men and women at the start of their career and marriage. Almost all women were pursuing a paid job, but because of a number of circumstances many gave up their job at some point or another, partly or fully, temporarily or definitively. The gap is becoming smaller amongst the younger generation, especially for better educated women. They want to keep their job and adjust it to the needs of family life by means of different forms of lesser and temporary withdrawal from the labour market.
The deeply rooted idea of "the double day's duty of professionally active women", in the sense of a double burden as compared with men, needs to be seriously reconsidered. Of course, men tend to do more professional labour whereas women do more family labour. Nevertheless, the average the total number of hours spent on professional and on family labour is almost equal for men and women. The majority of the families are combination families. The next decades, the complete combination family will probably gain influence.

3.4. The complete combination model as the basis for an integrated gender equality policy.

3.4.1. Basic conditions for an integrated gender equality policy model

Departing from the conceptual framework and the actual development, society stands for the basic normative question: which (new) model can serve as a guide for the future development and for the policy to be followed?

Gender equality or inequality is expressed by the combination of the macro and micro condition. The macro condition for gender equality reflects the extent to which the total group of women and men have an equal position within the division of professional and family labour. The micro condition for gender equality is the equal division of labour between men and women on the micro level, within families. The combination of the two criteria results in a matrix with a large number of possible models, ranging from the model with a very low level of macro equality or symmetry and a very low level of micro equality within the family on the one hand to the model with the highest level of macro equality or symmetry and the highest level of micro equality within the family on the other hand.

3.4.2. Some irrelevant models for an integrated gender equality policy

The gender equality principle demands that both macro and micro equality is achieved as far possible, eliminating all inequality models. The symmetrical extreme and strong breadwinner's model match a high level of macro equality or symmetry with a very low level of micro equality within the family. The models show that macro equality is not sufficient for gender equality.

Gender equality must however be combined with the two other criteria mentioned above.

3.4.3. The complete combination model: basis for an integrated gender equality policy

The complete combination model implies that all family types are possible, but that the combination families are dominant. In most families both partners divide the professional and family tasks almost equally. The daily time of children is also more or less equally divided between activities inside and outside the family. The model offers a real balance between the basic values (freedom, equality, solidarity and efficiency). Gender equality has an equal weight but does not dominate the other values and at the same time is restricted by the other values.

A first essential point is that all family types on the left and right side of the complete combination family occur to a certain extent. On the micro level, every individual family can choose its own division of labour, within the boundaries of the clock curve. This curve says that the share of the family types decreases when the division of labour between the two partners become larger. Under the macro boundaries of the curve, all families can gradually choose another combination when necessary or preferred within a certain phase of their individual or family life cycle.
The model offers enough differentiation, from very small jobs to very large jobs, according to the needs of families (or family members) and firms. Again, differentiation according to the life cycle is an essential part of the model. The model also largely satisfies the solidarity principle since the share of professionally active men and women is large enough to finance a strong collective basis. At the same time, the human capital of all men and women is efficiently used, both for professional and family tasks.

The strong combination model places much more emphasis on gender equality and higher professional participation as the basis for welfare and solidarity. After all, the strong male and female breadwinner’s families are excluded or made impossible. Given the importance of the individual freedom of choice and the need for differentiation, this model does not satisfy the condition of the balance of values. By strongly stressing professional labour, family life is put under too much pressure. Consequently, also the efficiency condition is not sufficiently satisfied.

The moderate combination model offers more space for the free choice and for differentiation within society, sacrificing the conditions of gender equality and solidarity to a certain extent. Inversely to the strong combination model, the share of the breadwinner’s families is becoming larger, also that of the male breadwinner’s families. Professional labour gives in to a certain extent, making more place for family life. Consequently, the relative weight of the solidarity and efficiency condition decreases.

In the moderate and strong neutral model the share of the family types becomes more and more equal. Free choice and indifference becomes the dominant value, strongly denying the three other basic values. The share of the (strong) breadwinner’s families, after all, becomes very large. Due to the character of free choice and neutrality, the model largely tackles the principles of equality, solidarity and efficiency. Too large a share of the female and male professional population is not or hardly professionally active, which undermines the solidarity condition.

The central conclusion is that (a variant of) the complete combination model is the most suitable basis or guiding instrument for a democratisation policy in general and for an integrated gender equality policy in particular. Of all models, it can offer the best balance between the basic values: freedom, equality, solidarity and efficiency. Within that balance, it can maximally realise gender equality on the micro and macro level. Given these conditions, it is also the most feasible model to be systematically realised within a period of about forty years.

4. Gender equality policy perspectives

Assuming that the complete combination model is chosen as the basis for the future policy, it can only be realised by a systematic transformation of the actual division of labour towards the ultimate goal.

The theoretical approach, the actual development and the future model leads us to the central hypothesis that an integrated policy is the only useful and efficient strategy, both in the short and the long run. "Integrated" firstly means that the main elements are dealt with together in a positive interactive frame, on all levels and for the different actors of society.
Secondly, it means that adequate short-term measures are elaborated on the basis of the actual situation, in the light of the long-term objectives.

Whereas gender equality policy, family policy, employment policy, welfare policy, business policy etc. were mostly executed separately in the past, they now (have to) converge to an integrated policy. This implies that gender-mainstreaming policy, in combination with specific gender policy, is a part of that integrating policy process. The eventual realisation of the complete combination model in the longer run automatically implies that the mainstreaming process has been completed, i.e. that gender equality policy is fully integrated in the general democratisation policy.

4.1. The need for integrated data systems about the daily living conditions of men and women

To come to a real adequate policy frame to realise the complete combination model, a first condition to be met is the extension of the models and the availability of sufficiently integrated data systems. Adequate data are necessary to construct quantitative measures or indicators that can be used in the models. These indicators automatically include the necessary gender equality indicators.

A first major policy prerequisite or task, therefore, consists of the elaboration and production of such large integrated surveys that can serve many policy fields.

4.2. Gender equality policy perspectives

The main challenge for the future policy is to achieve a viable and acceptable combination of the equal participation policy at the macro level and a number of efficient adaptation facilities on the micro level. Such policy wants to strengthen the participation and adaptation capacity of all men and women within their families. At the same time, this capacity can and will be a positive lever for a more adequate organisation of labour within all sorts or organisations where men and women work.

To transform the actual moderate combination model in the direction of the complete combination model, practical and effective intermediate (policy) models (figure 8) have to be elaborated, including time perspective, goals, instruments and evaluation procedures.

4.2.1. Transformation of the fiscal and social security system

The fiscal system mostly supported the breadwinner’s families, largely at the cost of the combination families, and it often implicitly resulted in the withdrawal of women and men from the labour market.

Since in most European countries, both the total fiscal pressure and the fiscal pressure on human labour is very high, if it is to be effective and efficient any policy has to incorporate the fiscal and social security system. If society democratically chooses to realise the complete combination model in the long run, this choice must be consequently translated into the tariff structure of the fiscal and social security system. This basically means that, period after period, the tariff structure of the income tax and social security system should be adjusted in order to support the process towards the complete combination model.

A first condition is the treatment of the number of hours of professional labour. Secondly, an efficient fiscal system with respect to gender equality must take into account the relative position of men and women within families. Analogously, a gradual tariff structure
according to the relative division of professional labour can be elaborated. The realisation of
the complete combination model requires a consequent and consistent application of these
conditions.

The fiscal instrument proposed must be differentiated for the individual life cycle, the
presence of dependent persons and the situation of lone parenthood. This can be done by
means of fiscal credits with respect to these specific situations. The main purpose is that adult
men and women bearing such family responsibilities (can) sufficiently remain professionally
active, while at the same time keeping sufficient time for their family responsibilities and
personal (leisure) activities.

Last but not least, it is necessary to remove the much too heavy fiscal burden on
human labour on all levels of society.

4.2.2. Investing in a positive attitude towards a more equal division of labour and in a more
equal starting position of men and women

Most campaigns encouraging the equal sharing of family tasks are not effective. Continuous investments are much more useful in order to influence the habits of women and men and to stimulate a positive interaction with their actual division of labour. These investments are more effective when they are oriented at the daily life of young men and women starting their own family. The levers and instruments for such a policy are to be found within the public services, e.g. the education programme of the different age groups.

4.2.3. Investing in the development of children and in parenthood

The withdrawal of women from the labour market should be reduced to a minimum, particularly compared to that of men. Accordingly, families should be persuaded of the necessity and the positive value of external education of children, as a complement to education within the family. This requires a general child-oriented policy, mainly based on the right of children from the moment of birth to enjoy a full education, both within and outside the family. The government therefore has responsibility to invest in the external education of all children and youngsters. A first instrument for that is direct financial support by means of a general, direct child allowance, mainly in order to cover the costs of external education.

A second basic instrument is the provision of sufficient facilities for the external care and education of all children. This means in the first place that the external care or education of children under three years old is seen as a basic provision, that has to be developed accordingly and that has to be streamlined with the existing basic schools. Organisationally and financially, such schooling for babies and toddlers younger than three years can be modelled largely on the existing schools for toddlers between three and six years.

4.2.4. Investing in a gender and family oriented labour organisation within firms

In general, companies insufficiently use the family life of men and women as a
positive lever for their labour organisation. Men and women want more flexibility and autonomy, according to the needs of their families.

The implementation of the general policy framework implies that the policy goals are translated into specific instruments for families and firms to adjust their actual situation. Therefore, it is important to develop a specific audit system "family and professional life" to support firms and families on the individual level with the implementation process.
4.2.5. Investing in an adequate mobility infrastructure

Mobility is permanently and directly a part of the daily combination of family and professional life. The increasing problems with the daily mobility of men and women have to be dealt with urgently and systematically. The central policy challenge here is the decrease of the daily cost of mobility in terms of monetary means and time, for families, firms and the government. This is related to the availability of the different travelling means, and the mechanism that regulates quantity, quality and the relative prices for the different actors.
GENDER MAINSTREAMING PROJECTS
“The incorporation of gender analysis into *guidelines for services for elderly dependent persons.*”

This is one of the two pilot projects launched by the government of Quebec in its efforts to introduce gender analysis into public policies.

The guidelines, still in the process of being drafted by the Department of Health and Social Services, contain instructions to be forwarded to the institutions concerned (regional health and social services boards), and should serve as a backdrop for the reorganisation of all the long-term services for elderly persons at a time when the population is ageing.

**Who took the initiative to start the project?**

As a result of the commitment undertaken by the government of Quebec in Beijing at the United Nations’ Fourth World Conference on Women, the Department of Health and Social Services launched this project, in collaboration with the interministerial committee responsible for gender analysis. This committee is composed of representatives of eight ministries and government institutions under the joint responsibility of the Executive Council, the Treasury Board Secretariat and the secretariat for the status of women.

**Who is in charge of its implementation?**

The Planning and Evaluation Branch and the secretariat for the status of women of the Department of Health and Social Services, backed by the interministerial committee, are in charge of the implementation of the project.

**When did the project start? How long is it expected to last?**

The pilot project was launched in the summer of 1998. The *guidelines for services for elderly dependent persons* will be published in autumn 1999. A report on the pilot project will follow. The project will be monitored for a year in order to find out to what extent the regional health and social services boards and all the other bodies involved in the network are pursuing an approach consistent with gender analysis.

**What is the aim of the project? (describe the contents briefly)**

The project’s main aim is to study certain characteristics of elderly women and men (income, isolation, longevity, type of incapacity, dependency level, etc) in order to devise an appropriate strategy for each group. To avoid exacerbating gender inequality, the study will not merely deal with the measures best suited for elderly people themselves, but will also take into account their effects on family members and friends who assist them, the vast majority of whom are women.

Another aim of the pilot project is to devise a gender analysis approach suitable for the political and administrative departments of the Department of Health and Social Services and its network. This experiment should not be seen as a way of testing existing strategies, but as a means of gathering information about the experience of analysts and managers in order to devise tools...
and policies that are as effective as possible.

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<thead>
<tr>
<th><strong>To what extent are the prerequisites for gender mainstreaming met?</strong></th>
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<tr>
<td>(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)³</td>
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Several prerequisites for the success of the pilot project have been met:

- the higher authorities have expressed the political will to introduce gender analysis in government practice (measure adopted by the Cabinet in May 1997 in the context of the Action Plan for 1997-2000 for Women in Quebec);
- the most influential institutions i.e. the Executive Council Office and the Treasury Board Secretariat, are responsible for the project as a whole;
- university researchers, groups of women and groups of elderly people have been consulted;
- the Department of Health and Social Services has endorsed the whole programme, particularly the pilot project;
- the interministerial committee supports it;
- the chosen policy area is relevant;
- the professional team in charge of the project is competent, interested and dynamic;
- sex-segregated data are available.

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<tr>
<th><strong>What policy areas are concerned?</strong></th>
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<tr>
<td>(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)</td>
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The project relates directly to social policies, and more specifically to public health and social services.

It is part of a more general policy of adapting the practices of the authorities in such a way as to foster gender equality.

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<th><strong>What policy levels are concerned?</strong></th>
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<td>(national, regional, local)</td>
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The government of Quebec is responsible for the management of public health services. The project is in the hands of the Department of Health and Social Services, which is entrusted with working out policies and guidelines in the health field, and of allocating the available resources to Quebec’s 18 health and social catchment areas. The project also concerns the regional health and social services boards, which are responsible for introducing these ministerial policies and guidelines and for the organisation of health care services in their respective catchment areas.

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<tr>
<th><strong>What techniques and tools are used to put the project into practice?</strong></th>
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<tr>
<td>(analytical, educational, consultative and participatory – see pages 33-39 of the report)</td>
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Is there a need to develop new tools?

Quebec’s approach to setting up efficient gender equality machinery is based on a dynamic and flexible strategy, and on the support and participation of analysts, managers and high-ranking authorities. In the context of the pilot project of the Department of Health and Social Services, a set of preliminary tools has been devised, including a bibliography and a collection of articles on gender analysis with reference to elderly persons, as well as a battery of questions designed to assist analysts in their work. It must be noted, however, that a number of existing tools provide a clear picture of the gender-specific characteristics and needs of elderly persons. Several

³ “Gender mainstreaming: conceptual framework, methodology and presentation of "good practice"”, Council of Europe, 1998
surveys have already provided a great deal of information in this area.

By dint of this project and other pilot projects, the interministerial committee will be able to design more sophisticated tools (awareness-raising and training methods, technical and methodological tools) for intervention in a variety of areas with a view to satisfying gender-based needs.

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<tr>
<th>Who are the actors involved in the implementation of the project?</th>
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<tr>
<td>(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)</td>
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The project is mainly in the hands of the policy-managers and analysts of the Department of Health and Social Services, who are responsible for drawing up guidelines for services catering for elderly people. Working groups composed of outside experts (researchers, professionals and health service managers) have also been helping to work out these guidelines. The interministerial committee has been monitoring the work and participating occasionally.

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<tr>
<th>Have they had special training? What training do they need?</th>
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The pilot project has not included any training courses. Indeed, the purpose of the experiment is to find out more about the type of training and awareness-raising required, according to the category of people concerned.

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<tr>
<th>What are the results of the project so far?</th>
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The guidelines are still being drawn up. It is therefore difficult to speak of concrete results. However, the project should have progressed sufficiently for us to be able to present the main conclusions at the Athens Conference workshop.

| What problems have been encountered in the implementation of the project?  
How have they been overcome? |
|-------------------------------|

The gender analysis of elderly persons’ characteristics and needs seems to be progressing smoothly. The problem lies in devising strategies and measures that take account of gender differences and that are likely to be approved by both managers and the political authorities, especially with regard to the distribution of resources. It is a question of changing people’s mentalities.

Problems are also expected when it comes to applying the guidelines at regional level, owing to the fact that different people will be involved. A section or an appendix will have to be included in the document setting out the guidelines in order to raise awareness among regional authorities of the need for a gender-differentiated approach.
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<thead>
<tr>
<th>Who is responsible for monitoring the project?</th>
<th>What methods are used for monitoring?</th>
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<tbody>
<tr>
<td>The interministerial committee has been instructed to monitor the progress of the pilot project as a whole. The monitoring is done in regular meetings of a number of representatives of the interministerial committee with the team in charge of drafting the guidelines.</td>
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<tr>
<td>The Department of Health and Social Services will monitor the implementation of the guidelines, including the impact of gender analysis, in all parts of Quebec.</td>
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<tr>
<th>Please give references for further reading about the project (articles, reports, etc. - in English or French if possible)</th>
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<tbody>
<tr>
<td>Questions pour soutenir l’analyse différenciée selon les sexes dans le cas des lignes directrices pour les services aux personnes âgées en perte d’autonomie, Service à la condition féminine, Ministry for Health and Social Services, December 1998.</td>
</tr>
</tbody>
</table>
### Who can be contacted for more information about the project?

<table>
<thead>
<tr>
<th>Name</th>
<th>Position</th>
<th>Address</th>
<th>City, Province</th>
<th>Postal Code</th>
<th>Telephone</th>
<th>Email</th>
</tr>
</thead>
<tbody>
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<tr>
<td>Thomas Antil</td>
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<td>(418) 646-1428</td>
<td><a href="mailto:thomas.antil@msss.gouv.qc.ca">thomas.antil@msss.gouv.qc.ca</a></td>
</tr>
</tbody>
</table>
### Project

The project put forward by the Quebec Department of Finance (MFQ) involves using statistics to assess the impact of various fiscal policies on women and men, respectively.

### Who took the initiative to start the project?

The government of Quebec launched the project, in an effort to meet the undertakings given by the member states at the United Nations' Fourth World Conference on Women (Beijing, September 1995).

### Who is in charge of its implementation?

The MFQ is in charge of its implementation, under the supervision of the interministerial committee on the use of gender analysis in governmental practice.

### When did the project start? How long is it expected to last?

The MFQ pilot project began in May 1999 and will end in September 1999. Gender analysis will be progressively incorporated into the practice of the Quebec Department of Finance.

### What is the aim of the project? (describe the contents briefly)

Gender analysis is being introduced into the practice of the government of Quebec, primarily in order to achieve gender equality with due regard for the differences between women and men. The pilot project on gender analysis at the MFQ involves devising statistical tools for assessing the impact of certain personal taxation policies on women and men, respectively.

The project's main stages deal with the classification of taxpayers according to sex, type of household and other socio-economic variables such as income, age, number of children and main source of income. The various tax concessions provided for in the income tax regulations will then be correlated with the fiscal statistics compiled during the first stage. The final phase of the project will be devoted to examples of how to make use of such statistics.

For instance, given that single-parent families have a lower income than other families and that the majority of single-parent families are headed by women, one can deduce that steps taken for the benefit of low-income families will be to the advantage of single mothers.

### To what extent are the prerequisites for gender mainstreaming met?

(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)

The initiatives of the government of Quebec meet several gender analysis prerequisites. The government showed its political commitment to promoting gender analysis in May 1997 when the Cabinet adopted the Action Plan for 1997-2000 for Women in Quebec. Government support has increased since the start of the project: the deputy ministers on the steering committee in charge of the project will be responsible, on a regular basis, for making high-ranking ministerial authorities and other bodies concerned aware of the issue and eliciting their support.
In the context of the MFQ pilot project, gender analysis necessitates fiscal data broken down according to sex. In addition, all the civil servants employed in the field of personal taxation must be aware of the issue and involved in the project.

**What policy areas are concerned?**  
(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)

The MFQ pilot project concerns the taxation of private individuals.

**What policy levels are concerned?**  
(national, regional, local)

Since the Quebec Department of Finance is responsible for the Quebec tax system, the project concerns the entire population of Quebec.

**What techniques and tools are used to put the project into practice?**  
(see pages 33-39 of the report)

**Is there a need to develop new tools?**

A database of the Quebec Department of Revenue containing all the details of the income tax returns of all the taxpayers of Quebec is being used for the project.

**Who are the actors involved in the implementation of the project?**  
(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

The people involved in the implementation of the project are civil servants, mainly employed by the Quebec Department of Finance.

**Have they had special training? What training do they need?**

The people taking part in the pilot project have been supplied with written information on gender analysis and have attended meetings of the interministerial committee on the introduction of gender analysis in government practice.

**What are the results of the project so far?**

The first stage is to classify taxpayers according to sex, type of household and other socio-economic variables.

Sex-segregated statistics in the field of taxation reveal that more than 80% of Quebec’s single-parent households are headed by women, and that 57% of households headed by a woman have an income of less than $20,000, against only 33% in the case of households headed by a man. Owing to a longer life expectancy, women depend much more on their pension than men: a pension constitutes the main source of income of 25% of the households headed by women, against 16% of those headed by men.

**What problems have been encountered in the implementation of the project?**

No particular problems have been encountered.
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<tr>
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<tr>
<td>The monitoring of the pilot project is in the hands of the authorities at the Quebec Department of Finance, which collaborates closely with taxation policy analysts and the representative of the Department of Finance on the interministerial committee. The methods used for monitoring include regular meetings of two specialists from the interministerial committee with the Department of Finance participants, at which the progress of the project is discussed and the preliminary tools provided by the interministerial committee are assessed.</td>
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</table>
| Mr Luc Meunier  
Sous-ministre adjoint aux politiques fiscales  
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Québec (Québec) G1R 5L3  
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Finland

**Project**

“Mainstreaming local and regional development in the Finnish context” is both a process and several projects which have their roots in the Council of Europe Seminar on participation by women in decisions concerning regional and environmental planning, held in Athens in 1990. Dr. Kirsti Vepsä from the Finnish Ministry of the Environment and Dr. Liisa Horelli presented at the conference the Nordic Women’s New Everyday Life action research project, which was the result of a dynamic women's movement dealing with the built environment and its supportiveness to everyday life. The same team was active in the subsequent Council of Europe Conferences on “The challenges facing European society with the approach of the year 2000: role and representation of women in urban and regional planning aiming at sustainable development” (Örnsköldsvik, Sweden, 1994) and on “The challenges facing European society with the approach of the year 2000 - public participation in regional/spatial planning in different European countries” (Bath, United Kingdom, 1995).

Recently, the process of mainstreaming local and regional development has focused on the evaluation of regional development through the EU supported structural funds both in Finland and in other Nordic countries. This has brought forth several publications (Horelli, 1997; Horelli and Roininen, 1997; 1998; 1999: Horelli et al. 1999), a series of seminars and lectures on how to engender regional policy and its evaluation, as well as an international women's network, called EuroFEM – Gender and Human settlement, which had its first international conference in Hämeenlinna, Finland, in 1998 (Horelli, 1998).

**Who took the initiative to start the project?**

The process was started by the women's movement, supported by the sensitive gatekeeper or champion women at the Finnish Ministry of the Environment. The projects dealing with action research and publications were the initiative of the EU, DG XVI and the Equality Office of Finland.

**Who is in charge of its implementation?**

The project is being carried out by a network of different actors – NGOs, consultants, government officials. There is no one person specifically in charge of the process. The projects do of course have project leaders or co-ordinators, but they vary according to the task and context.

**When did the project start? How long is it expected to last?**

The process of women in the built environment started in 1980 in Scandinavia and the international expansion took place through the Athens conference of the Council of Europe in 1990. The active research phases have taken place during 1996-1999 and will last at least until the year 2000.

**What is the aim of the project? (describe the contents briefly)**

What results are expected?

The “aim” of the process has been largely to improve local and regional development and planning to suit better the interests of women and children as well as those of men in their everyday contexts. The aims of the research projects have been to analyse from the gender perspective the application of structural funds in the Finnish and Nordic contexts as well as to produce a publication on how to engender the evaluation of structural policy.

The expected results of the projects have been the reports and publications of the research as well as the series of seminars of dissemination around the results. The impact of the process can be
seen as an increasing interest of women in these matters and in the fact that the regional and national officials in charge of planning are paying much more attention to the gender perspective. Even the newest developmental programmes begin to have, besides measures specifically targeting women, priority actions which are gendered.

**To what extent are the prerequisites for gender mainstreaming met?**
(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)

Political will shown by women in high-level positions has been of great importance. Ms. Sirpa Pietikäinen, Minister of the Environment in the early 90s, supported in a meaningful way the thinking and application of the New Everyday Life project, not only in the Finnish context but also by founding the EuroFEM network. The Equality Office in Finland has also contributed to the process by commissioning several projects from the activists of the movement.

**What policy areas are concerned?**
(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)

The policy area is local and regional development.

**What policy levels are concerned?**
(national, regional, local)

All the levels from the grassroots to the ministers have been involved in, and concerned with, the process.

**What techniques and tools are used to put the project into practice?**
(analytical, educational, consultative and participatory – see pages 33-39 of the report)

**Is there a need to develop new tools?**

As many of the projects deal with the development of evaluation methodology from the gender perspective, a great variety of methods and tools have been applied and created. A book containing 60 methods on how to evaluate regional development from the gender perspective has been published (Horelli and Roininen, 1998). Also a special EuroFEM toolkit for mobilising women into local and regional development has been compiled (Horelli et al. 1998).

**Who are the actors involved in the implementation of the project?**
(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

The actors involved in the process have come from NGOs, administrators, researchers, experts, academic specialists and politicians. The actors in the research projects have been researchers and academic specialists.

**Have they had special training? What training do they need?**

They have not had special gender training but they have become autodidact.

**What are the results of the project so far?**

See the expected results.
What problems have been encountered in the implementation of the project?
How have they been overcome?

The biggest problems in the process and in some of the projects have been:

1. The lack of resources and gender know-how: the combination of these two factors has caused major problems for the administrators trying to conduct mainstreaming.

2. The Finnish “equality paradox”: meaning that as the equality legislation is well advanced, there is no longer a need for gender mainstreaming, irrespective of the still prevailing vertical and horizontal segregation on the labour market. This paradox is disclosed by the fact that people are proud of the achieved equality outwardly, towards foreigners, but inside the country those who promote gender issues are labelled as feminists, which is still a pejorative expression in Finland.

3. The disorder in the central concepts of mainstreaming: equality is a vague term since it is influenced by three different perspectives and strategies, which are the Human Treatment perspective, the Women's perspective and the Gender perspective. These overlap depending on the gender contract and cultural context of the country, but they may focus on different aspects of equality, which causes confusion. Then, gender mainstreaming is seldom clearly defined as a strategy but is referred to as an approach, a philosophy, a mechanism, a policy and a method. It consists of several methods, but a strategy is not equivalent to a method. Thirdly, “strategy” is not very well understood as women are not familiar with the army. Strategy means the choice and timing of relevant means to achieve the desired objective – the increase of equality in a specific context.

4. Balancing process and projects seems to be very difficult. As mainstreaming is a transformative strategy, in addition to concrete results, it deals with the starting and nourishing of the transformative process which should lead to long-term results. The relationship between, and the consequences of, the process and project have not yet been clearly understood.

In an attempt to overcome the problems, there has been a constant redefinition of the objectives (to include the transformative process) and a careful choice of a suitable strategy which observes the organising of both the process and the project. Dissemination of gender know-how through innovative methods and tools has been one of the means to find solutions.

Who is responsible for monitoring the project?
What methods are used for monitoring?

See above, the actors. The authors of the publications have been responsible for the monitoring of their “projects”.

Please give references for further reading about the project (articles, reports, etc. – in English or French if possible)


Horelli, L. – Roininen, J. (1997) *Gender aspects in the application of ERDF interventions in the...*
**Finnish context in 1995-1996.** European Commission DG XVI
Horelli, L. – Booth, C. Gilroy, R. (1998) *The EuroFEM toolkit for mobilising women into local and regional development.* Hämeenlinna,

**Who can be contacted for more information about the project?**

Dr. Liisa Horelli  
Hopeasalmentie 21 B  
00570 Helsinki  
Finland  

Tel. 358-9-6848867  
Fax. 358-9-6848877  
E-mail: Liisa.horelli@hut.fi
<table>
<thead>
<tr>
<th><strong>Project</strong></th>
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<tr>
<td>TRANS-FAIRE</td>
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<tr>
<td><strong>Who took the initiative to start the project?</strong></td>
</tr>
<tr>
<td>The regional prefect of the Rhônes Alpes region at the suggestion of Laurence d’Ouville, regional delegate for women’s rights - France.</td>
</tr>
<tr>
<td><strong>Who is in charge of its implementation?</strong></td>
</tr>
<tr>
<td>The Regional Delegation for Women’s Rights. The Regional Secretariat for Regional Affairs.</td>
</tr>
<tr>
<td><strong>When did the project start? How long is it expected to last?</strong></td>
</tr>
<tr>
<td>October 1996 → June 2000</td>
</tr>
<tr>
<td><strong>What is the aim of the project? (describe the contents briefly)</strong></td>
</tr>
<tr>
<td>To encourage regional and local authorities to pursue policies that make for gender equality.</td>
</tr>
<tr>
<td><strong>What results are expected?</strong></td>
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<tr>
<td>To what extent are the prerequisites for gender mainstreaming met? (political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)</td>
</tr>
<tr>
<td>The regional prefect is determined, as a matter of policy, to pursue such an approach, in line with European trends. Several measures have been implemented in this region in the past 15 years and there have been regional studies.</td>
</tr>
<tr>
<td><strong>What policy areas are concerned?</strong></td>
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<tr>
<td>(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)</td>
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<tr>
<td>Mainly the labour market, but also the town's social and political affairs.</td>
</tr>
<tr>
<td><strong>What policy levels are concerned?</strong></td>
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<tr>
<td>(national, regional, local)</td>
</tr>
<tr>
<td>♦ Regions - départements - local authorities.</td>
</tr>
<tr>
<td>What techniques and tools are used to put the project into practice?</td>
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</table>
| Is there a need to develop new tools? | ♦ Compilation of sex-segregated statistics, research concerning tourism, rural areas and telecommuting.  
♦ Awareness-raising training courses.  
♦ “Place du Marché” consultative meetings twice a month for all concerned. |

<table>
<thead>
<tr>
<th>Who are the actors involved in the implementation of the project?</th>
<th>(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)</th>
</tr>
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<tbody>
<tr>
<td>♦ Government departments and the regional council. Trade unions, elected representatives, researchers, NGOs, professionals, training bodies - 40 bodies - 350 participants.</td>
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<tr>
<th>Have they had special training? What training do they need?</th>
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<tbody>
<tr>
<td>♦ Senior government officials have had special training. Awareness of the issue is fostered through our regular working groups, the “Place du Marché” meetings and the printed matter we distribute.</td>
<td></td>
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</tbody>
</table>

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<tr>
<th>What are the results of the project so far?</th>
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</table>
| ♦ Report by the Economic and Social Council setting out the conceptual framework for gender equality policies at regional level.  
♦ Policy incorporated in the text concerning the government’s strategy for the Rhônes-Alpes region.  
♦ Several gender equality initiatives provided for in the policies of the project partners.  
♦ Extension of the Trans-Faire network at regional, national and European level. |

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<tr>
<th>What problems have been encountered in the implementation of the project? How have they been overcome?</th>
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</table>
| ♦ Not everyone shares this approach - hence the need to devise a gradual yet persistent educational strategy.  
♦ Good intentions are not always put into practice.  
♦ It is important to devise medium-term and long-term projects in order to ensure that gender equality practices become permanently established. |
| Who is responsible for monitoring the project? | Laurence d’Ouville - regional delegate |
| What methods are used for monitoring? | Christine Guillemaut - Trans-Faire co-ordinator |
| | Assessment report - Outside consultant |

Please give references for further reading about the project (articles, reports, etc. - in English or French if possible)

Who can be contacted for more information about the project?

Christine Guillemaut
### Project

**The Nordic Mainstreaming project in Iceland**  
Sports and recreational activities of young people

### Who took the initiative to start the project?

The Nordic Council of Ministers launched The Nordic Mainstreaming project in order to develop methods and tools to mainstream a gender perspective into both labour market and youth policy. It is an umbrella project, and as such includes a number of small national projects. Those interested to learn more about the Nordic mainstreaming project can read about it in the newsletter "Ligestilling i Norden Mainstreaming" no 3/4. The Nordic co-ordinator’s e-mail address is: monica.silvell@ams.amv.se.

Iceland has actively participated in the Nordic mainstreaming project from the beginning. At the initiative of the Office of Gender Equality, and in co-operation with the equal status representatives of two municipalities, Reykjavik City and Akureyri Town, the representatives of the municipalities in the sports and recreational activities of young people were invited to a special meeting where the project and its objectives were introduced. The reason these two municipalities were chosen is that they have created a special position for themselves among the Icelandic municipalities as they have worked towards gender equality by taking firm and organised measures. There exists political will at the top level, as well as knowledge and fertile ground, which we, who were involved in the project, regard as an important prerequisite for mainstreaming. The meeting was attended by key persons in the field of organised sports and recreation, including both municipal council members, who are responsible for these fields and for policy formulation, and the officials who are to carry it out and who very often inform and prepare the politicians.

### Who is in charge of its implementation?

1. The two participating municipalities, i.e. the City of Reykjavik and the Town of Akureyri  
2. Two project managers

### When did the project start? How long is it expected to last?

Autumn 1997 until December 1999

### What is the aim of the project? (describe the contents briefly)

To raise awareness and to train both elected representatives and officials (employees) who are responsible for policy formulation and implementation in the field of sports and recreational activities of young people.  
That those concerned will be aware of the importance of gender.  
The focal points of the project have been two: the relations between the sports clubs and the municipal councils and the organisation and the activities of the youth centres
To what extent are the prerequisites for gender mainstreaming met?
(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)

| Political will - as stated earlier, it existed at the top level |
| Knowledge and experience of working with conventional methods in gender equality those two municipalities had worked towards gender equality by taking firm and organised measures |
| Responsibility the City/Town Councils and the Committees of Sport and Leisure both in Reykjavik and Akureyri agreed to participate in a Nordic project and that decision includes responsibility |
| Finance - special budget and project managers |
| Women's representation in the City Councils and the committees responsible for this field was good. The Mayor of Reykjavik is a woman, the majority in The City Council were women. A woman was elected the Chairman for the Sport and Leisure Committee. |

What policy areas are concerned?
(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)

| Sports and recreational activities of young people and organised activities of the community’s youth centres |

What policy levels are concerned?
(national, regional, local)

| Local level |

What techniques and tools are used to put the project into practice? (analytical, educational, consultative and participatory – see pages 33-39 of the report)

Is there a need to develop new tools?

| The most important elements are: Training and methods; statistical information; plan on financial benefits; research; checklists |
| To be able to train and decide upon actions you have to have detailed information. It was clear from the beginning that there was a shortage of information about this area gender perspective on sport and recreation |
| We collected in one report the existing information and knowledge on the status of women in the sports movement, on the importance of sport and recreational activities of young people and on the activities of the youth centres. The report was published in February 1998. |
| The information contained in the report facilitated more detailed questions being raised and the next steps being defined. In 1998 and until spring 1999, information was accumulated on the following points regarding the activities of the sports clubs: 1) The number of training hours of men and women, 2) during which hours of the day and the week training takes place in respect of equal access to the best hours, 3) travel grants with respect to their division between men and women, 4) remuneration/wages to players, 5) the training of the coaches, and in conclusion, 6) the facilities at the sports structures with respect to the needs of the genders. |
| The following factors were considered regarding the activities and organisation of the youth centres: 1) Is the participation in the activities gender related? 2) What leisure activities are made available and do they appeal to both genders? 3) Is it possible to define special risk groups among those who attend the youth centres? 4) The organisation of working groups engaged in the internal activities. 5) The facilities (housing) and equipment. |
According to the project managers, it was considered necessary to activate the employees of the sports clubs and at the youth centres in the execution of the project to have them accumulate the aforementioned information. In order for this being possible, it was necessary to organise detailed education on the importance of gender equality, on the different behaviour of the genders, on the consequences of gender-related discrimination, and not least, on the importance of firm and organised working methods in the daily activities where the gender perspective is integrated into any activity with young people and in the debate and policy formulation that must take place among the employees.

Who are the actors involved in the implementation of the project?  
(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

Elected representatives (both municipal council members and those responsible for the relevant fields  
Employees at the sports clubs and the youth centres  
The two project managers

Have they had special training? What training do they need?  
Training is an essential part of the project. The aim of the project is that everyone “involved” in the field of youth policy in sports and recreational activities will be aware of the importance of gender and will act according to that knowledge.

What are the results of the project so far?  
The analysis and the final phase of the project will start at the end of 1999. So far we can see (and measure) changes among general employees who are engaged in direct contact and work with young people in sports and recreational activities.

What problems have been encountered in the implementation of the project?  
How have they been overcome?  
It is important to keep in mind that the sports clubs are not organised or controlled by the local authorities. They are “free organisations” but local authorities very often own or control the facilities (buildings, stadiums, equipment etc) necessary for various sports activities and because of that they can - if they want to - have influence on decisions concerning their activities. The youth centres are owned, financed and directed by the local authorities, the staff is employed by the community, etc.

As the concept “mainstreaming” was unknown to everyone concerned, including those of us who were responsible for the project, our first concern was to get acquainted with the concept, how it differs from other concepts, methods and work used in working for gender equality. Therefore the first step I, the two project managers and others concerned took was to learn about mainstreaming - try to find out what it meant. What we found most interesting and maybe the most important was that it means changes, not just in procedures but also of institutions and structures.

We concluded that the following could be defined as the strength of mainstreaming: Gender equality is not a defined area, but integrated into all areas of life and thereby becomes not only more visible but also more important. Mainstreaming improves the decision process in areas where taking all views into account is required as well as considering the effects of the decision on various different groups.
In order to be able to sell "mainstreaming" and to use it in teaching or training others we had to make this very simple. So we said - It really means such simple things as giving or offering a better service. In our case: a better service for young people, and the bottom line would be happier and healthier youth.

But we also became aware of the problems of mainstreaming and those we most often had to deal with are:

- Misunderstanding that this method replaces other conventional equality work.
- Misunderstanding of the concept of gender equality.
- It is a new method, hence there is limited experience.

We also found out that when working within the mainstreaming framework you have to ensure some groundrules. We tried to sort them out, we defined them and call them the “prerequisites of mainstreaming”

We encountered lack of interest, even passivity among those responsible for the sport clubs, that is the representatives of the NGOs, not the city/town councils. The sports clubs are not “owned” by the local authorities, they just ensure the financial support and other necessary resources (sports centres and other necessary buildings). The owners are free organisations, usually managed/run by men.

**Who is responsible for monitoring the project?**

**What methods are used for monitoring?**

<table>
<thead>
<tr>
<th>The Nordic mainstreaming project</th>
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<tbody>
<tr>
<td>A special group of Nordic advisers/specialists</td>
</tr>
<tr>
<td>The Nordic project manager</td>
</tr>
<tr>
<td>The Icelandic project managers and the Office for Gender Equality</td>
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</table>

**Further information about the project**

Examples of what we are doing now:

- Better statistics of attendance and what the youngsters are doing in the youth centres
- Some research among the youngsters (How do you like the offers, How do you like the facilities, How do you like the staff)
- Rules for the councils
- Work with the youngsters
- How do we visualise our position in the future?
- Reverse the roles.
- Train the youth councils.
- Education for the Sport and Youth Councils
- Education for directors of youth centres

From the beginning, emphasis has been placed on the active dissemination of information about the progress of the project to the elected members of the municipal councils, not least to those responsible for and in policy formulation in the sports and recreational activities of young people and those working on gender equality issues. They were informed from the start about the objectives of the project and the ideology of mainstreaming was introduced to them. A Swedish specialist on the methodology of mainstreaming (the TRE-R method), Gertrud Astrom, came to Iceland to hold a course for both the municipal council members and the employees who work with young people. A more comprehensive course on mainstreaming is being planned for both the elected municipal council members and the top-level officials in the fields of sports and recreation for children and adolescents.
The objective of the course is to train the participants in adopting the working methods of mainstreaming, both in policy formulation and in the execution of the sports and recreational activities of young people. The general employees, who have been active participants, will do their share by presenting the data they have collected and showing the situation the way it is, as well as presenting their suggestions on improvement.

A final report will be prepared during the first months of 2000. The report will address the development of the project, i.e., the status as it was, and an attempt will be made to evaluate the effects of the methods that have been used for changing - if any change has taken place. The first conclusions certainly indicate that there has been a change. Additionally, the goal is to evaluate and compare the preparatory work of the elected municipal council members in the budget discussions and on the project list in the said field for 2000, and to make comparisons with what may be interpreted from similar documents because of a comparable preparation for the current year. In doing this, we hope to be able to evaluate the effects of education on the importance of mainstreaming and on the gender perspective in all policy formulation and decision making.

The final phases of the project will be to introduce the findings, hopefully positive results, and to ensure that the ideology of mainstreaming will live on even though this would not be through an organised project. It is not sufficient only to see the mainstreaming theory sprouting, we need to create good conditions for growth through education and detailed dissemination of information.

Who can be contacted for more information about the project?

Stefania TRAUSTADÓTTIR – Office for Gender Equality, Reykjavik – tel. 354.552.7420  
e-mail: stefania@jafnretti.is
Eirikur BJÖRGVINSSON – director of Department of Sport and leisure in Akureyri town –  
tel. 354.460.1465 – e-mail: eirikur@ak.is
Ragnheidur STEFANSDÓTTIR – gender equality consultant at the Sport and Youth Council in Reykjavik – tel. 354.511.6600 – e-mail: ragga@rvk.is
<table>
<thead>
<tr>
<th><strong>Project</strong></th>
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<tr>
<td>Mainstreaming recipes</td>
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<table>
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<tr>
<th><strong>Who took the initiative to start the project?</strong></th>
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<tbody>
<tr>
<td>Arcidonna, Palermo, Italy</td>
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<tr>
<td>Project maker: Roberta Messina</td>
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<table>
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<tr>
<th><strong>Who is in charge of its implementation?</strong></th>
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<tbody>
<tr>
<td>Arcidonna with all its local and transnational partners</td>
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<tr>
<td>Project manager: Roberta Messina</td>
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<tr>
<th><strong>When did the project start? How long is it expected to last?</strong></th>
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<tr>
<td>The project - funded under the 4th Medium Term Action Programme of the EU Commission - started in December 1998 and ended with its first phase in July 1999. A new phase is starting in October 1999 and will last until July 1999. The process started by the project is lasting for a longer period, having as its aim the introduction of Mainstreaming and Equal Opportunities in small and medium local authorities.</td>
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<tr>
<th><strong>What is the aim of the project? (describe the contents briefly)</strong></th>
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<tr>
<td>Aim of the project: promoting mainstreaming in European local authorities and making good practices in the field of equal opportunities transferable from one European region to another.</td>
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<tr>
<td>Good practices - selected among those showing the best results all over Europe - are summarised in short, simple &quot;recipes&quot; that can be adapted to different local contexts. These recipes, put together in a &quot;cookery book&quot; are promoted especially among the small municipalities, often willing to launch a gender policy but unable to do so.</td>
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<tr>
<th><strong>To what extent are the prerequisites for gender mainstreaming met?</strong></th>
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<tr>
<td>(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)</td>
</tr>
<tr>
<td>To a certain extent, all prerequisites are met because our &quot;recipes&quot; cover all of them. The overall goal of the project is to change the political will by promoting a special quality gender policy that includes a balanced participation of women in decision making.</td>
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<tr>
<th><strong>What policy areas are concerned?</strong></th>
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<tr>
<td>(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)</td>
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<tr>
<td>Urban policy, social policy.</td>
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</table>
**What policy levels are concerned?**
(national, regional, local)

Mainly local for the first phase of the project, even if the national level is deeply involved with the patronage of the Equal Opportunities Ministry.

National and international with the second phase, including the birth of a special, interactive website devoted to local administrators in Europe (with an on-line translation service).

**What techniques and tools are used to put the project into practice?** (analytical, educational, consultative and participatory – see pages 33-39 of the report)

**Is there a need to develop new tools?**

Consultative and participatory.
Educational tools will be developed in the next months as short seminars for local administrators are planned.

**Who are the actors involved in the implementation of the project?**
(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

NGOs, experts in equal opportunities, politicians, local administrators.

**Have they had special training? What training do they need?**

The training is planned for the second phase. It will be designed following the elements of the IRIS training for trainers in EO module, the ALPHA project of DGV and the ILO module on gender policy planning.

A special focus on the Italian "PARTIRE DA SE'" (starting from oneself) philosophy will be a transversal element of the training module.

**What are the results of the project so far?**

Very good: many of the Sicilian municipalities participants have started to "copy" the mainstreaming recipes. Many other Italian municipalities, getting in touch with the ideas through the press, are willing to join the project. All European partners are spreading the idea in their contexts.

**What problems have been encountered in the implementation of the project? How have they been overcome?**

First problem was a delay in the contract with the Commission that started in December instead of August. We overcame this problem by starting the work before the contract and involving more personnel afterwards, to accomplish all the planned study visits abroad. Then we had to change our local co-financer (in the first phase we had two: the Province of Catania and Palermo) as elections in the Province created insurmountable financial problems.

So we changed with the Municipality of Palermo, convincing them to substitute the Province in the role of co-financer. A certain diplomacy was very necessary. Eventually the local administrators, mainly in the very small municipalities, were ab initio rigid but we understood it was only a matter of comprehension and we solved the problem by organising meetings and finding "resource persons" for certain important areas.
| **Who is responsible for monitoring the project?**  
**What methods are used for monitoring?** |
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<tbody>
<tr>
<td>A special evaluation group in Arcidonna is responsible, together with some of the European partners (Inger Danilda, Encounter Stockholm and Bettina Uhrig, SPI Berlin). Mentoring in the area of Catania is carried out with RETI Co-operative and CGIL.</td>
</tr>
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<tr>
<th><strong>Please give references for further reading about the project (articles, reports, etc. – in English or French if possible)</strong></th>
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</thead>
</table>
| English-Italian report "Recipe book".  
English floppy disk (word)  
Press release in Italian.  
Seminar report (2 days international seminar was held in Palermo and Catania on June 21st and 22nd) will be published in English and Italian before the end of this year. |

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<thead>
<tr>
<th><strong>Who can be contacted for more information about the project?</strong></th>
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<tbody>
<tr>
<td>Arcidonna, via Alessio di Giovanni 14, 90144 Palermo - tel + 39 091 344403-345799, fax +39 091 301650 – e-mail: <a href="mailto:arcidonn@tin.it">arcidonn@tin.it</a> – website <a href="http://www.arcidonna.it">www.arcidonna.it</a></td>
</tr>
</tbody>
</table>
**Project**

“Gender in BALANCE”:
Gender mainstreaming in Human Resource Management at the Ministry of the Flemish Community in Belgium.

**Who took the initiative to start the project?**

From its start in 1992, the Ministry also engaged in an equal opportunities programme and in 1997, it was decided that this programme had to be integrated in the overall personnel management. The equality unit at the Ministry (the Department of Emancipation Affairs) took the initiative to start a cooperation project between the Ministry of the Flemish Community and the University of Nijmegen.

**Who is in charge of its implementation?**

The interdepartmental group on personnel policy.

**When did the project start? How long is it expected to last?**

The project duration was from January 1998 till March 1999. The project ended with a selection of action steps till 2000 and further.

**Basis:** Consulting opinion leaders to compose a mission statement on mainstreaming gender in HRM.

**Adoption:** A seminar leads to the adoption of the mission statement by the top bureaucrats.

**Learning:** The instrument of self-assessment is used to transfer gender expertise to the organisation and knowledge about the organisation to the researchers.

**Analysis:** Self-assessments are the input for a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis, which is theoretically grounded and results in a preliminary action plan.

**Nuance:** Intensive consultation leads to a differentiated tailor-made approach, in which checklists, procedural commitments and training are central elements.

**Selection:** The experiences with the project are evaluated, resulting in a selection of action steps for the future.

The first two steps are meant to constitute a joint definition of the gender problem in the organisation. A mission statement is the result of consultation of the top bureaucrats and gender expertise of the researchers. The third and fourth steps involve participation of the middle management, the staff normally involved in designing and implementing personnel policy and a subsequent analysis by the researchers. In the fifth and sixth steps, consultation is the basis again for the researchers to tailor the analysis to a proposed set of instruments and tools to be used in the future. Acceptation of these tools is an integral part of the project.

**What is the aim of the project? (describe the contents briefly) What results are expected?**

The accent lies on the reorganisation of Human Resource Management, to ensure gender neutrality in processes and procedures. The aim is to (re)distribute resources in a balanced - that means fair - way, and to counterbalance gender bias.

The overall design of the project is participatory. The project intends to deliver the means for a continuous process of HRM, in which the organisation itself is responsible for the anchoring of the
gender perspective. Its six phases constitute a mix of analytical, educational and participatory research and intervention techniques.

<table>
<thead>
<tr>
<th>To what extent are the prerequisites for gender mainstreaming met?</th>
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<tbody>
<tr>
<td>(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)</td>
</tr>
</tbody>
</table>

- Political will: The project was supported by the Minister responsible for personnel policy at the Ministry.
- Specific gender equality policy: There was an existing and active equality unit, the Department of Emancipation Affairs who commissioned the project.
- Statistics and gender studies: At the start of the project, the knowledge of gender relations in the organisation was limited. As can be expected, expertise about the theory and practice of gender relations in the organisation was only available in the Department of Emancipation Affairs.
- Financial and human resources: Financial resources of the equality unit were used for the start of the project, to an amount of 55 000 Euro.
- Participation of women in decision-making: There were 29.6% women at the highest level (academic level). There were no women in the board of secretary-generals.

What policy areas are concerned?
(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)

Personnel policy, Human Resource Management.

What policy levels are concerned?
(national, regional, local)

Policy at the ministry.

What techniques and tools are used to put the project into practice? (analytical, educational, consultative and participatory – see pages 33-39 of the report)

Is there a need to develop new tools?

The six phases of “Gender in Balance” constitute a mix of analytical, educational and participatory research and intervention techniques.
Analytical: SWOT-analyses, self-assessments, checklists, criteria for gender expertise, research projects, segregation report.
Educational: seminar on part time work in leading positions, training.
Participatory: overall design, focus groups, network on gender.

Who are the actors involved in the implementation of the project?
(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

The action steps that were the result of the project have been integrated as part of the normal year plan of different actors, for 1999. For 2000, new agreements have to be made, following the regular procedures.

Researchers: Designing and running the project, developing the instruments.
Top management: Adopting the mission statement, informing the organisation.

Middle management: Using the instruments designed, changing procedures, implementing projects, organising seminars and training.

Equality unit: Monitoring and stimulating top and middle management during the project, improving both the quality and the quantity of the response. Continuing monitoring as a regular member of the interdepartmental group on personnel policy.

**Have they had special training? What training do they need?**

There was short training on gender for top management in 1996. The unit responsible for training will organise extra training on gender, as one of the action steps that were part of the project.

**What are the results of the project so far?**

The instruments have been made, and delivered. A conference has been organised about the project in March 1999, agreements for implementation of the action steps have been reached.

**What problems have been encountered in the implementation of the project? How have they been overcome?**

That the organisation plays a part in the (re)production of gender is not part of the existing knowledge, because of a reluctance to accept structural and cultural influences on what are considered personal choices. The confrontation with academic knowledge was only partly successful, for instance in the written introduction and the oral explanation on gender mechanisms for the self-assessments in the project groups where the complex and systematic working of gender was emphasised. Some participants indicated that they had learned about the gender problematic from the self-assessments. These participants either had previously received basic training on the subject, or they were very open-minded and interested in the subject. Other participants still indicated that they did not see any relevance to gender in their daily work. To sensitise participants to this subject clearly requires a longer and more intensive process than the completion of a questionnaire and the attendance of two meetings concerning the matter.

The need for further education is also expressed directly, as many said that they did not have sufficient knowledge about gender in organisations to assess the possibilities for integration of gender in Human Resource Management.

While the project was received with reasonable openness and good will, it also seemed that some participants would already be satisfied with some window-dressing.

Another problem was the continuous overall changes in the organisation. Not only were people tired of all the organisation chance programmes they had to digest, but even more important, when the project was mid-way, the interdepartmental groups for Human Resource Management were reorganised substantially, resulting in an almost completely changed composition of these groups. The time span of the project did not allow for the repetition of the previous phases with the new members of the project groups. So, fewer participants remained for the second half of the project than was anticipated.
| **Who is responsible for monitoring the project?**  
<table>
<thead>
<tr>
<th><strong>What methods are used for monitoring?</strong></th>
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</thead>
<tbody>
<tr>
<td>The segregation report is one instrument for monitoring. Basically, the monitoring will be done according to the normal procedures: year plans of the interdepartmental group on personnel policy.</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th><strong>Please give references for further reading about the project (articles, reports, etc. – in English or French if possible)</strong></th>
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<table>
<thead>
<tr>
<th><strong>Who can be contacted for more information about the project?</strong></th>
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</table>
| Hedwig van Roost, Department of Emancipation Affairs, Ministry of the Flemish Community, Brussels  
E-mail: Hedwig.vanroost@azf.vlaanderen.be  
Tel 00 32 2 553 4965 |
<table>
<thead>
<tr>
<th><strong>Project</strong></th>
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<tbody>
<tr>
<td>Reinforcement of positive behaviour – “IT IS FUN TO BE NICE”</td>
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</table>

**Who took the initiative to start the project?**

Leader of the project Wenche Bjørkly and Headmistress Ingrid Hernes

**Who is in charge of its implementation?**

Wenche Bjørkly

**When did the project start? How long is it expected to last?**

**What is the aim of the project? (describe the contents briefly)**

**What results are expected?**

**ADULTS:**
To raise the level of competence and understanding of gender issues in the personnel group.

**WE CONVEY THE ANTICIPATION THAT GIRLS SHOULD:**
- Manifest their own needs
- Set limits
- Have their say
- Raise their voices
- Take the lead

**BOYS MEET EXPECTATIONS ABOUT:**
- Developing empathy and caring
- Practising intimate conversation
- Putting feelings into words
- Solving conflicts without the use of violence
- Learning to take social responsibility

**Results to be expected:**
We expect through this project that teachers and other adults in educational work will change their attitudes and working methods, and will be able to plan gender-differentiated teaching based on the needs of girls and boys.

**To what extent are the prerequisites for gender mainstreaming met?**

(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)
### What policy areas are concerned?
(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)

The following policy areas are concerned: labour market, education, social/family, research policies.

### What policy levels are concerned?
(national, regional, local)

Both national and local areas are concerned. The Ministry of Education and the Department of Schools in the municipality of Tromsø are concerned with “it is fun to be nice”. In general: all policy levels are concerned about gender mainstreaming in Norway.

### What techniques and tools are used to put the project into practice?  
(analytical, educational, consultative and participatory – see pages 33-39 of the report)

**Is there a need to develop new tools?**

Educational, consultative and participatory. There is a need to develop analytical techniques hopefully in co-operation with researchers at the University of Tromsø.

### Who are the actors involved in the implementation of the project?
(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

The staff at Krokelvdal school in co-operation with the Equality section in the Ministry of Education. A key tenet of the approach is that the change is not only initiated at teacher and headmaster level, but that it is practised at all levels of the system. The will to change and the exemplary behaviour are manifest through day-to-day actions.

### Have they had special training? What training do they need?

- The staff of Krokelvdal school have participated in courses, filming of child–adult interaction, direct guidance, pedagogical discussions and exchange of opinions. The staff have come a long way in understanding their own reactions and attitudes.
- They need more of the same training.

### What are the results of the project so far?

**ADULTS:**
Gender roles have been brought up for discussion both in the staff and among parents. Equality between the sexes is sometimes a contentious and political issue that relates to power, dominance and suppression. Adults at the Krokelvdal school now appear more aware of their own attitudes and are to a certain extent able to alter their own behaviour towards boys and girls.

**GIRLS AND BOYS:**
Girls and boys seem to have more respect for each other. They have learnt to express emotions, have become more able to handle insecurity and anger without taking it out on others. The working methods have made girls more visible. Girls have become more visible in this project due to the fact that they have practised voicing their own needs to fellow pupils and adults. They have learnt to a larger degree to draw up limits for themselves in addition to being systematically encouraged to take the lead.
The project has given the boys the possibility to develop their caring behaviour. They have become better at expressing their emotions verbally and they have been taught how to solve conflicts through discussion.

<table>
<thead>
<tr>
<th><strong>What problems have been encountered in the implementation of the project?</strong></th>
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<tr>
<td><strong>How have they been overcome?</strong></td>
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<tr>
<td>It has been difficult to find time to supervise the staff sufficiently. To a certain extent there have been problems due to motivating members of the staff. Some find it frustrating to work with attitudes that are related to political and private issues. To work professionally with equality between sexes makes people aware of the way they themselves have arranged their lives privately.</td>
</tr>
<tr>
<td>We have not found out how to evaluate properly. We cannot manifest that e.g. “boys have become more caring” and relate it to the project, this is what we think. We hope, as the project continues, to get an external evaluator.</td>
</tr>
<tr>
<td>There have been problems encountered in “selling” the project to parents.</td>
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<tr>
<td>Children get information and attitudes from other canals (Internet, TV, video, etc) that are in contrast to the intention of “It is fun to be nice”.</td>
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<tr>
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<tr>
<td><strong>What methods are used for monitoring?</strong></td>
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<tr>
<td>Wenche Bjørkly</td>
</tr>
</tbody>
</table>

| **Please give references for further reading about the project (articles, reports, etc. – in English or French if possible)** |

| **References:** |
| A report of the project is available in Norwegian. Two years ago an article was published in a magazine of the Teachers’ Union. It has been translated into English. |

<table>
<thead>
<tr>
<th><strong>Who can be contacted for more information about the project?</strong></th>
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<tbody>
<tr>
<td>Leader of the project: Wenche Bjørkly</td>
</tr>
<tr>
<td>Headmistress Ingrid Hernes</td>
</tr>
<tr>
<td>Leader of the equality in the Ministry of education: Kjellaug Pettersen</td>
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<tr>
<td><strong>Project</strong></td>
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<tr>
<td><strong>Who took the initiative to start the project?</strong></td>
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<tr>
<td><strong>Who is in charge of its implementation?</strong></td>
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<tr>
<td><strong>When did the project start? How long is it expected to last?</strong></td>
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<tr>
<td><strong>What is the aim of the project? (describe the contents briefly)</strong></td>
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<tr>
<td><strong>What results are expected?</strong></td>
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<tr>
<td><strong>What policy areas are concerned?</strong></td>
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<td><strong>What policy levels are concerned?</strong></td>
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<tr>
<td><strong>What techniques and tools are used to put the project into practice?</strong></td>
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</tbody>
</table>
### Who are the actors involved in the implementation of the project?

(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

- Government, State Secretaries and the administration.

### Have they had special training? What training do they need?

- The regular meetings work as training.
- The training needed is help to “see” the gender perspective and the relevance in the policy field. Gender analysis.

### What are the results of the project so far?

- A permanent committee of State Secretaries and a Declaration to the Storting every fourth year.
- Reports on mainstreaming from all ministries once a year.

### What problems have been encountered in the implementation of the project? How have they been overcome?

- The understanding of why gender is still relevant.
- Gender equality is not an issue on the agenda. And to see the relevance.
- Political will is crucial.
- A guide on gender analysis has been developed.

### Who is responsible for monitoring the project? What methods are used for monitoring?

- A research project has evaluated the project (it does not exist in English).

### Please give references for further reading about the project (articles, reports, etc. – in English or French if possible)


### Who can be contacted for more information about the project?

- Jorun Hjertø
- The Ministry of Children and Family Affairs
- E-mail: jorun.hjerto@bfd.dep.telemax.no
### Project

The Municipal Programme for Equal Opportunities for Women and Men of the Municipality of Cascais in Portugal.

### Who took the initiative to start the project?

The Commission for Equality and Women’s Rights in Portugal (CIDM) has set up, as part of the TREMPLIN/REDA project, protocol agreements with several municipalities in Portugal, with the intention that they should appoint female municipal councillors responsible for gender mainstreaming in the various policies and activities of the municipalities. This has been done in the municipality of Cascais.

### Who is in charge of its implementation?

The councillor for equality of the town council of Cascais and the municipality’s team of experts, who have been trained in gender mainstreaming.

### When did the project start? How long is it expected to last?

The project was launched in 1997, with the training of a group of professionals at the town hall. The course was run by the Portuguese Commission for Equality and Women’s Rights (CIDM) as part of the TREMPLIN/REDA project. The four-week course, alternating with field work, enabled town councils to get the project off the ground.

The Municipal Programme for Equal Opportunities for Women and Men was approved by the municipal executive of Cascais (a council made up of local elected representatives - the mayor and the mayor's deputies from different political parties) in March 1999. It officially marked the start of the project in Cascais and underlined the town council’s political commitment to mainstreaming. It also reflected the success of earlier team efforts to raise local authority awareness of gender equality issues.

### What is the aim of the project? (describe the contents briefly)

The progressive inclusion of a gender perspective in all municipal policies and programmes.

This can only be achieved by affirmation action for the benefit of women, and by raising awareness of the issue and providing training for local policy-makers and decision-makers, various categories of staff at the town hall of Cascais, and public and private institutions and associations at local level.

The project is also meant to encourage the institutions and other bodies concerned to co-operate with one another and/or to incorporate this approach in the work of existing networks.

We hope that this will ensure that the needs, ambitions and situation of the various categories of women and men are taken into account in policy guidelines and in all the programmes and services provided by the municipality and other local bodies.
**To what extent are the prerequisites for gender mainstreaming met?**

(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)

The political will to introduce gender mainstreaming is reflected in the approval of the Municipal Programme for Equal Opportunities for Women and Men.

Funds and human resources have been made available in the town council’s budget.

An agreement has been reached with a higher education institution with a view to a survey of the situation of women in the municipality of Cascais. This should provide a clear picture of their current situation and enable us to establish our future priorities and adjust our programmes.

**What policy areas are concerned?**

(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)

All policy areas in the long run. Some areas, such as social and family policy, the labour market, education and research, have been given priority.

**What policy levels are concerned?**

(national, regional, local)

Although the policy of the Commission for Equality and Women’s Rights in Portugal (CIDM), in the context of the TREMPLIN/REDA project, relates to municipalities in general, the project deals more specifically with the programme launched by the town hall of Cascais, and concerns the municipality of Cascais. The municipality lies in the vicinity of Lisbon in an area with great tourist appeal, and has 180,000 inhabitants.

**What techniques and tools are used to put the project into practice?**

(consultative and participatory – see pages 33-39 of the report)

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<table>
<thead>
<tr>
<th><strong>Who are the actors involved in the implementation of the project?</strong></th>
<th>(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)</th>
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</thead>
<tbody>
<tr>
<td>The national body responsible for equality (CIDM), government departments, researchers, politicians, and supranational institutions such as the Council of Europe and the European Commission.</td>
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<table>
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<tr>
<th><strong>Have they had special training? What training do they need?</strong></th>
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<tbody>
<tr>
<td>Four staff members from different departments of the town hall have attended a 120-hour intensive course on gender mainstreaming, sponsored by the Commission for Equality and Women’s Rights. They still need to be trained in implementation strategies.</td>
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<tr>
<td>The other people involved in the project also require training, which is provided for in the municipal programme.</td>
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<tr>
<th><strong>What are the results of the project so far?</strong></th>
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<tbody>
<tr>
<td>Policy-makers and staff responsible for practical decisions at the town hall are now aware of the need for action.</td>
</tr>
<tr>
<td>The gender perspective has become an integral part of the action underway.</td>
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<tr>
<td>Positive action has been undertaken.</td>
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<tr>
<td>The situation and needs of women have been examined in depth.</td>
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<tr>
<th><strong>What problems have been encountered in the implementation of the project? How have they been overcome?</strong></th>
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<tbody>
<tr>
<td>The equality councillor is unable to devote all her time to the project, since she has to pursue her work at the town hall. The same applies to the other members of the team.</td>
</tr>
<tr>
<td>During the initial stages of the project, policy-makers and technical decision-makers failed to understand the advantages of gender mainstreaming.</td>
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<tr>
<td>The lack of interest was countered by the regular dissemination of information by means of printed matter and official and informal talks with policy-makers and town hall staff, and through the dissemination of national and international agreements on equal opportunities. Lectures and other information/awareness-raising sessions by well-known people helped to put across the message.</td>
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<tr>
<th><strong>Who is responsible for monitoring the project? What methods are used for monitoring?</strong></th>
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<tbody>
<tr>
<td>The Commission for Equality and Women’s Rights in accordance with the established protocol.</td>
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<tr>
<td>Please give references for further reading about the project (articles, reports, etc. - in English or French if possible)</td>
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<tr>
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<tr>
<td>Who can be contacted for more information about the project?</td>
</tr>
</tbody>
</table>
| Maria Luisa Franca  
Câmara Municipal de Cascais, 2750 Cascais – Portugal  
E-mail: accaosocial.div@cm-cascais.pt |
### Project
Gender mainstreaming in Slovenian government policy development.

### Who took the initiative to start the project?
The initiative was taken by the Women's Policy Office of the Government of the Republic of Slovenia and a foreign expert appointed by the United Nations Development Programme.

### Who is in charge of its implementation?
The Women’s Policy Office and the inter-ministerial working group for the integration of gender perspective into government policy development are in charge for the implementation of the project.

### When did the project start? How long is it expected to last?
The project started in October 1997 and it is expected to end in Autumn 1999.

### What is the aim of the project? (describe the contents briefly)
**What results are expected?**
The aim of the project is to establish gender mainstreaming as a standard tool for policy-making in the Government of Slovenia, ensuring that a gender perspective is integrated into the entire policy development process, policy implementation and monitoring. This is done through sensitisation, capacity-building and institutional development.

Expected results:
- sensitisation of policy-makers in the three key ministries (Ministry of Interior, Ministry of Education and Sports, Ministry of Labour, Family and Social Affairs) of the importance of gender mainstreaming as well as their understanding of gender issues, and development of their skills and knowledge to implement gender-mainstreaming
- government “statement” on the integration of a gender perspective in policy development
- formulation of a gender mainstreaming plan which will include pilot projects in the area of the three ministries involved and its adoption
- determination of organisational structure which will ensure full implementation, monitoring and evaluation of pilot projects

### To what extent are the prerequisites for gender mainstreaming met? (political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)
When the project started there was not a clear government “mission statement” which would convey that gender mainstreaming is an integral part of a continuous process leading towards gender equality, but the three ministers clearly showed their commitment by signing a “contract” on co-operation between their sectors and the Women’s Policy Office and by appointing their senior public servants as members of the inter-ministerial working group. Political will to mainstream is also conveyed through national gender equality policy which includes equality legislation and the national machinery to promote gender equality. Ongoing awareness-raising about equality between women and men and dissemination of relevant information, based on data on the current situation...
of women and men in Slovenia (research, analysis, statistics) is facilitating the project implementation.

Gender studies and knowledge of gender relations of national government experts and external experts are being developed, as well as knowledge of the administration.

Funds for the project were provided from the UNDP project budget and the Women’s Policy Office budget, while human resources for the project were made available through setting up the inter-ministerial working group.

Women’s participation in politics and decision-making processes is one of the poorest prerequisites, therefore a national strategy for the participation of women in politics is being developed.

**What policy areas are concerned?**

(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)

The implementation of the project started within the areas which are generally recognised as most important for achieving gender equality: organisation of political and administrative institutions (Ministry of Interior), labour, social and family policy (Ministry of labour, family and social affairs) and education (Ministry of education and sports).

**What policy levels are concerned?**

(national, regional, local)

Since Slovenia is a centralised state the project is focused on the national level.

**What techniques and tools are used to put the project into practice?** (analytical, educational, consultative and participatory – see pages 33-39 of the report)

**Is there a need to develop new tools?**

Several generally used techniques and tools in the policy process are being used for the implementation of the project (statistics, surveys, researches and guidelines as analytical techniques and tools, awareness-raising and training courses, national and foreign experts, the Final Report on Gender Mainstreaming (the publication of the Council of Europe) as educational techniques and tools, and a working group, a strategy to increase women’s participation in political decision-making, seminars and hearings as consultative and participatory techniques and tools).

**Who are the actors involved in the implementation of the project?**

(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

The three ministers and the director of the Women’s policy Office and other politicians, academic specialists, domestic and foreign experts and administrators as crucial actors are involved in the project.

**Have they had special training? What training do they need?**

Members of the inter-ministerial working group and administrators from various ministries (Ministry of Foreign Affairs, Ministry of Culture, Ministry of Science and Technology) had general training on equality and the situation of women and men in Slovenia, while members of the inter-ministerial working group and the Women’s Policy Office staff were in addition trained how to integrate gender mainstreaming into their work through workshops.

The training which is needed for the future work of the inter-ministerial working group is training on
gender impact assessment methods and training of gender experts on monitoring procedures, tools and analytical indicators.

<table>
<thead>
<tr>
<th>What are the results of the project so far?</th>
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<tbody>
<tr>
<td>Members of the working group have an understanding of gender equality, knowledge on the situation of women and men on a national level and a special knowledge of the integration of gender perspective into their work. A number of state administrators have been sensitised to the importance of gender equality and the integration of a gender perspective in policy-making processes and a national gender mainstreaming plan has been formulated.</td>
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<table>
<thead>
<tr>
<th>What problems have been encountered in the implementation of the project?</th>
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<tr>
<td>The Women’s Policy Office as the initiator of the project had a problem to persuade the selected ministries to co-operate in its implementation. Initially, the Ministry of Finance was one of the three ministries chosen but it insisted that finance is not one of the crucial areas where mainstreaming should be implemented; therefore it was replaced by the Ministry of Education and Sports. To make the ministers understand the importance of gender mainstreaming and their obligations in respect of government commitments to gender equality (ratification of the CEDAW convention and adoption of the Beijing declaration and Platform for action for example), the Women’s Policy Office needed intensive persuading and strong arguments. Another problem is time availability of members of the inter-ministerial working group to work intensively on the implementation of the project but their personal commitment helped us to cope with it successfully.</td>
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<tr>
<td>The Women’s Policy Office is the executing agency of the UNDP project of which this project is an integral part and it is therefore responsible for project monitoring, evaluation and reporting. To this end semi-annual progress reports were prepared and submitted to the Slovenian Government and the UNDP.</td>
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<tr>
<td>Written information about the project is available in English in the document UNDP Project of the Government of Slovenia 1997 and two related progress reports.</td>
</tr>
<tr>
<td>The final report will be available in English at the end of this year.</td>
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<table>
<thead>
<tr>
<th>Who can be contacted for more information about the project?</th>
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<tbody>
<tr>
<td>For more information please contact:</td>
</tr>
<tr>
<td>Ms Tanja Salecl, Adviser to the Government and Gender mainstreaming project co-ordinator, Women’s Policy Office, Tomšiceva 4, 1000 Ljubljana, Slovenia</td>
</tr>
<tr>
<td>Tel.: 00 386 61 12 51 112 Fax: 00 386 61 12 56 057 E-mail: <a href="mailto:Tanja.Salecl@gov.si">Tanja.Salecl@gov.si</a></td>
</tr>
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### Project


<table>
<thead>
<tr>
<th><strong>Who took the initiative to start the project?</strong></th>
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<tbody>
<tr>
<td>The initiative originated at the Ministry of Labour and Social Affairs and was approved by a Sector Conference of Women, which is an organ for focusing, deliberating and co-operating on equal opportunity policies for men and women as defined by the State Administration and the Autonomous communities.</td>
</tr>
<tr>
<td>The organisms which took part in the initiative were:</td>
</tr>
<tr>
<td>As co-ordinator: the Institute for Women’s Affairs of the Ministry of Labour and Social Affairs.</td>
</tr>
<tr>
<td>Other Ministries which took part were: the Ministry of Education and Culture, the Ministry of Internal Affairs, the Ministry of Justice and the Ministry of Health, as well as the Autonomous Communities.</td>
</tr>
<tr>
<td>The Action Plan was likewise passed to the NGOs carrying out projects related to violence against women.</td>
</tr>
<tr>
<td>The Action Plan was approved by the Government in March 1997 (Council of Ministers).</td>
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<tr>
<th><strong>Who is in charge of its implementation?</strong></th>
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<tbody>
<tr>
<td>The “ad hoc” Ministerial Departments of each mentioned Ministry are involved in the implementation of the plan and especially the Ministry of Labour and Social Affairs through the Women’s Institute of Social Affairs that co-ordinates the Action Plan.</td>
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<tr>
<th><strong>When did the project start? How long is it expected to last?</strong></th>
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<tbody>
<tr>
<td>The project started in 1998 and is expected to end in the year 2000.</td>
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<tr>
<th><strong>What is the aim of the project? (describe the contents briefly)</strong></th>
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<tr>
<td>The general objective of the project will be: to set about seeking solutions to the problem and concrete positive results.</td>
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<tr>
<td>The aim of the project is to implement different measures in the following areas:</td>
</tr>
<tr>
<td>- awareness-raising and prevention</td>
</tr>
<tr>
<td>- education and training</td>
</tr>
<tr>
<td>- social resources</td>
</tr>
<tr>
<td>- health</td>
</tr>
<tr>
<td>- legislation and legal practice</td>
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<tr>
<td>- research</td>
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</table>
**To what extent are the prerequisites for gender mainstreaming met?**

(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)

Political will, specific gender equality policy, studies, financial and human resources.

**What policy areas are concerned?**

(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)

See above.

**What policy levels are concerned?**

(national, regional, local)

National, Autonomous Communities and Municipalities participate with proposals and they can complete the Action Plan at their respective levels, elaborating their own Action Plans.

**What techniques and tools are used to put the project into practice?** (analytical, educational, consultative and participatory – see pages 33-39 of the report)

**Is there a need to develop new tools?**

Analytical, educational, consultative and participatory tools are used to put the project in practice, as well as research tools.

**Who are the actors involved in the implementation of the project?**

(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

Politicians, academic specialists, administrators, researchers, experts, NGOs, mass media, researchers, police force.

**Have they had special training? What training do they need?**

The Plan includes aspects relating to special training for education personnel, police force, health personnel and social service professionals, as well as the personnel of Judicial Institutions.

**What are the results of the project so far?**

The Plan is at present being evaluated after the first year of implementation, but in general the balance is considered very effective and positive.

The evaluation of the results is being analysed using determined indicators and diverse techniques:

- documental analysis
- interviews with persons responsible for the implementation of the Plan
- macro-questionnaire all around the country that is measuring the results (there will be another one at the end of the Action Plan).
<table>
<thead>
<tr>
<th><strong>What problems have been encountered in the implementation of the project?</strong>&lt;br&gt;<strong>How have they been overcome?</strong></th>
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<tbody>
<tr>
<td>Implementation of the Action Plan in 1998, problems encountered and future priorities are at present being monitored.</td>
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<tr>
<th><strong>Who is responsible for monitoring the project?</strong>&lt;br&gt;<strong>What methods are used for monitoring?</strong></th>
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</thead>
</table>
| The Labour and Social Affairs Ministry, via the Women’s Institute, co-ordinates the monitoring of the Action Plan being implemented in phases. Each year the needs, implementation and results are evaluated.  

The methods for monitoring are: information and reports of personnel involved, personal interviews with the persons responsible for the programmes, discussion groups with the targeted groups, other information sources, records, questionnaires, etc. |

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<tr>
<th><strong>Please give references for further reading about the project (articles, reports, etc. – in English or French if possible)</strong></th>
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<tbody>
<tr>
<td>Document of the Action Plan, in English.</td>
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<tr>
<th><strong>Who can be contacted for more information about the project?</strong></th>
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<tr>
<td>The Institute for Women’s Affairs</td>
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</table>
### Project
The Nordic Mainstreaming Project, a comprehensive project at Nordic level consisting of national projects in Denmark, Finland, the Faeroe Islands, Iceland, Norway, Sweden and the Åland Islands.

### Who took the initiative to start the project?
The Nordic Council of Ministers

### Who is in charge of its implementation?
The Nordic Project Manager, Ms Monica Silvell

### When did the project start? How long is it expected to last?
The project started in March 1997, and is to continue until the end of June 2000

### What is the aim of the project? (describe the contents briefly)
What results are expected?
The aim of the project is to develop methods and tools to mainstream a gender perspective into the labour market and youth policy in the Nordic countries.

The Nordic Mainstreaming Project is an umbrella project under which a lot of activities take place. The most important activities are of course the different mainstreaming projects in each country. At the Nordic level common activities such as seminars, working groups and programmes for the exchange of experience are arranged in order to support the development of the national projects.

One of the results of the project at Nordic level so far is that the Group of Reference and Methodology has decided to produce a manual with examples on how to work with gender equality issues according to a mainstreaming strategy. We intend to use experiences and results from the national projects as a base for this manual, which will be a manual of a Nordic Mainstreaming Model.

To use a mainstreaming strategy, mechanisms that steer the work must be identified and made visible. This is not possible if you lack the support of the management. This is probably one of the reasons why it has taken time to get the national projects started. Even if the management says “yes” to the project at an early stage, this is not enough. They must also co-operate actively.

Generally, the projects have started with a survey and an analysis of the problems being identified. In this context I want to give you an example from Sweden. The two projects in Sweden use the so-called 3 R method in their survey and analysis phase. The 3 R stands for Representation, Resources and Realities.

Representation and Resources are quantitative variables, whereas Realia is qualitative. The idea behind the method is that a systematic review of men’s and women’s representation in different places and positions within the committees’ boards’ field of operations and of the distribution and utilisation of resources would force to focus discussions on why things are as they are. Who gets what and under what conditions? The method is constructed by the Swedish researcher, Ms Gertrud Åström. Consequently, the purpose is also to test if the method works in practice.
To what extent are the prerequisites for gender mainstreaming met?
(polynomial will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)

In most of the participating countries there is an outspoken political will and a national machinery for equality issues. Women are also participating in political and public life and in decision-making processes concerning society at central, regional and local level. Statistics mostly show the division of women and men. But the questions asked in statistics would need to be analysed from a gender perspective to a greater extent.

What policy areas are concerned?
(labour market, education, social/family policy, urban policy, transport policy, research policies, etc.)

Labour Market and Youth Policy

What policy levels are concerned?
(national, regional, local)

Regional and local level

What techniques and tools are used to put the project into practice? (analytical, educational, consultative and participatory – see pages 33-39 of the report)

This differs between participating national projects. But they all have in common that they aim at getting all employees at the workplaces involved. Some projects serve the workplaces with analytic tools such as statistical figures or a folder to create a climate for debate. Others put much effort to get the workplaces themselves to find out what the situation is like and what has to be done.

Is there a need to develop new tools?

Probably

Who are the actors involved in the implementation of the project?
(politicians, academic specialists, administrators, researchers, experts, NGOs, etc.)

Most of the above-mentioned groups are involved in one way or another. Who the actors are differs between the projects.

Have they had special training? What training do they need?

In Sweden, the administrators have had training in equality issues. In Iceland they are planning a training programme for politicians and top-level managers. The Norwegian labour market is based on the evaluation of a gender perspective in a course for managers within the Labour Market Administration.

It becomes more and more obvious that knowledge in equality issues in general is very important, and also in using mainstreaming as a strategy to achieve gender equality.
<table>
<thead>
<tr>
<th><strong>What are the results of the project so far?</strong></th>
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<tbody>
<tr>
<td>Running projects in order to make changes in existing systems demands support from politicians and top-level management, but also time for establishment of the project. The project leaders need resources to go ahead with their projects, and they need available training programmes for different target groups. A manual of how to mainstream equality issues would be a good help.</td>
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<tr>
<th><strong>What problems have been encountered in the implementation of the project? How have they been overcome?</strong></th>
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<tr>
<td>It differs between the projects. One problem is when supporting leaders leave the area.</td>
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<tr>
<th><strong>Who is responsible for monitoring the project? What methods are used for monitoring?</strong></th>
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<tbody>
<tr>
<td>At Nordic level a Nordic Project Manager is responsible for monitoring the project. At national level, either the national project leaders or a steering committee have this responsibility. The Group of Reference and Methodology consisting of representatives from the Nordic countries is used by the Nordic Project Manager as a sounding board.</td>
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<tr>
<th><strong>Please give references for further reading about the project (articles, reports, etc. – in English or French if possible)</strong></th>
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<tbody>
<tr>
<td>The Newsletter “Mainstreaming – Ligestilling i Norden” No 3/4 written in English and containing a brief description of the different projects.</td>
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<table>
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<tr>
<th><strong>Who can be contacted for more information about the project?</strong></th>
</tr>
</thead>
</table>
| The Nordic Mainstreaming Project  
Monica Silvell  
AMS  
SE-113 99 Stockholm  
Sweden  
Phone: + 46 (0) 8 5860 6568; Fax: + 46 (0) 8 5860 6491  
E-mail: monica.silvell@ams.amv.se |
### Project

This is not a ‘project’ in the usual sense. I will present a tool entitled ‘the web of institutionalisation’, which was developed to facilitate the mainstreaming of gender in planning, policy, programmes and projects. I will also briefly discuss the process of its development.

### Who took the initiative to start the project?

Caren Levy, Director, Gender Policy and Planning Programme, Development Planning Unit, University College London

### Who is in charge of its implementation?

The tool is used in the context of training and strategy development aimed at mainstreaming gender in policy and planning, by members of the DPU Gender Policy and Planning Programme and by practitioners and researcher who have received DPU training.

### When did the project start? How long is it expected to last?

‘The web’ was developed in 1996, based on the DPU’s training and strategy development practice related to mainstreaming gender in policy and planning. Its development is ongoing.

### What is the aim of the project? (describe the contents briefly)

The aim of ‘the web’ is to facilitate the diagnostic and operational dimensions of gender mainstreaming in policy and planning.

‘The web’ comprises 13 elements in a particular relationship to each other, each representing a site of power. As a site of power, each element and the relationships between them can reflect the opportunities for or resistance to the change which gender mainstreaming is attempting to bring about. For some purposes, the elements in ‘the web’ can be grouped into different spheres of influence, for example, the citizen, the policy, the organisational and the ‘delivery’ spheres. The form the elements take is context specific.

Therefore, the result expected is to provide practitioners with a tool to help understand the extent to which the process of gender mainstreaming is underway in a specific context, and to assess the strengths and weaknesses in the process. It can also then provide the basis for defining strategic action – or ‘routes through the web’ – to strengthen the mainstreaming process.

### To what extent are the prerequisites for gender mainstreaming met?

(political will, specific gender equality policy, statistics, gender studies, financial and human resources, participation of women in decision-making, etc. – see pages 27-29 and 44-45 of the report)

‘The web’ defines a particular set of prerequisites for the process of gender mainstreaming to take place.
| **What policy areas are concerned?**  
| (labour market, education, social/family policy, urban policy, transport policy, research policies, etc.) |
| 'The web' can be applied in any policy area. |

| **What policy levels are concerned?**  
| (national, regional, local) |
| Depending on the policy area and the context, this could be – and is likely to be – at local, national and international levels. |

| **What techniques and tools are used to put the project into practice?**  
| (analytical, educational, consultative and participatory – see pages 33-39 of the report) |
| **Is there a need to develop new tools?** |
| In order to define the strengths and weaknesses in ‘the web’, practitioners need to have methodological tools for understanding gender relations in society and in policy intervention. In the DPU we use a set of tools around gender roles, access to and control over resources, gender interests and need, and their combination in different policy approaches.  

Once ‘routes through the web’ to strengthen the mainstreaming process have been defined, practitioners need to have planning tools to develop a detailed plan of action. In the DPU we use a set of tools based on an iterative planning process. |

| **Who are the actors involved in the implementation of the project?**  
| (politicians, academic specialists, administrators, researchers, experts, NGOs, etc.) |
| Practitioners and researchers who use ‘the web’ as a tool for mainstreaming gender come from NGOs, governments, international agencies, and academic organisations. |

| **Have they had special training? What training do they need?** |
| Practitioners and researchers go through training, largely based on the DPUs gender policy and planning methodology. Some trainers have adapted ‘the web’ to fit into their own methodologies, particularly those relating to organisational development. |

| **What are the results of the project so far?** |
| A range of practitioners in different contexts have used ‘the web’ to assist in their development of strategy to mainstream gender in policy and planning in their organisations. It has also been used to structure guidelines for the integration of gender in the activities of different organisations. Feedback from both applications are positive, with the tool providing a structured but flexible way to diagnose and operationalise a complex process like gender mainstreaming.  

'The web' has also been used as a tool for institutionalising environmentally sustainable development practice, and is currently being used to explore the institutionalisation of social justice in urban development planning. |
| What problems have been encountered in the implementation of the project?  
How have they been overcome? |
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<tr>
<td>A key challenge has been how to develop methods to apply the ‘web’ that are manageable without losing the necessary complexity of the tool. This has been done primarily through the experience of training and is an ongoing process.</td>
</tr>
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| Who is responsible for monitoring the project?  
What methods are used for monitoring? |
|-------------------------------------|
| The choice of who should monitor the mainstreaming process is dependent on the context in which ‘the web’ is applied. A set of indicators to monitor the process of gender mainstreaming in any context can be defined from each element in ‘the web’. Methods for their measurement range from standard data collection to more participatory techniques.  

The use of the tool itself is monitored at three levels. At the level of training, we adapt its presentation and the exercises around its application by and feedback from trainees. At the level of our own practice, we develop and deepen our understanding of the problems and potentials in its use. At the level of its adaptation by other practitioners, we receive feedback and occasionally meet together to discuss different experiences of its use. |

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<tr>
<th>Please give references for further reading about the project (articles, reports, etc. – in English or French if possible)</th>
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<tr>
<th>Who can be contacted for more information about the project?</th>
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</thead>
</table>
| Caren Levy  
Director, Gender Policy and Planning Programme  
Development Planning Unit, University College London,  
9 Endsleigh Gardens, London WC1 HOED  
Tel: +44-171-388 7581  Fax: +44-171-387 4541  E-mail: c.levy@ucl.ac.uk |
The Netherlands

Mainstreaming gender in Human Resource Management

Gender in Balance in the Flemish State Administration

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M.Verloo@bw.kun.nl, Y.Benschop@bw.kun.nl
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INTRODUCTION

The project Gender in Balance is a gender mainstreaming project in Human Resource Management. Human Resource Management as a new model for personnel management originated in the profit sector. It stresses the strategic integration of personnel development and organisational development, paying attention to issues like teamwork, commitment, autonomy and delegation of responsibilities (Doorewaard en De Nijs, 1998). Increasingly, the public sector turns to Human Resource Management also in an attempt to improve the quality of its performance. The literature on HRM has focused primarily on the ‘M’ of management and the organisational gains human resources may bring about, the ‘HR’ has been given much less critical attention as human resources often appear as an undifferentiated and homogeneous category.

Human Resource Management, as modern as it is, does not pay specific attention to issues of gender in personnel management (Benschop, 1998; Dickens, 1998, Truss, 1999). It is founded on assumptions of liberal individualism and therefore overlooks social inequalities, based on group identities. Hence, Human Resource Management has a problem with gender.

Unfortunately, gender in organisations is not a simple problem. It can be characterised more accurately as a messy problem, meaning that there is no fixed definition of it, and that there is no common understanding among stakeholders of its range, location and importance. Various dimensions such as proportional representation, ascribed and subjective identities, culture and social relations and symbolic images of masculinity and femininity are part of it. Mainstreaming is a new strategy of dealing with the complexity of the gender problematic. Gender mainstreaming can be defined as the (re)organisation, development and evaluation of policy processes so that a gender equality perspective is incorporated in all policies and by the actors normally involved in the policy process (Council of Europe 1998). In the context of HRM, this means that mainstreaming gender is about reorganising existing procedures and processes of personnel management, which requires the participation of the ordinary actors involved in personnel management. Participatory projects like this one should take the following methodological requirements into account (Vennix, 1998): the elucidation of existing knowledge, the identification of knowledge insufficiencies, confrontation with academic knowledge and the creation of a joint problem definition and the existence of a process facilitator. These requirements have been included in the design of our project called ‘Gender in BALANS’ (balance) in the Ministry of the Flemish Community in Belgium.

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4 This paper is based on a Paper for the Public Sector Stream of the 1999 Critical Management Conference, 14-16th July, Manchester (Yvonne Benschop & Mieke Verloo).
In this paper, we address the conceptual and practical interrelations between Human Resource Management and gender, as they are expressed in strategies of mainstreaming. We do this by reflecting on the Gender in Balance project, which is situated at the cross-roads of research and intervention and can be characterised as interactive or participatory policy research. We will question how the integration of gender in Human Resource Management can be facilitated by the use of instruments such as self-assessments. This question has a methodological dimension; we will discuss the self-assessments we designed for this project in terms of Vennix’ requirements for participatory policy research. There is also a specific process dimension; we will discuss the experiences with the use of these instruments in this particular context, using gender theory and HRM theory and praxis as a frame of reference.

THEORETICAL FRAMEWORK

In this section we develop a conceptual framework linking Human Resource Management, gender, mainstreaming and methodology of policy intervention research. In doing so, we employ a variety of concepts derived from different theoretical perspectives. We build on the insights developed in debates about the theory and praxis of Human Resource Management (Doorewaard & De Nijs, 1998; Guest, 1997; Legge, 1995) and relate them to the discussions of gender in organisations (Benschop, 1998; Dickens, 1998; Truss, 1999). We also draw on discussions about strategic equality policies in general (Verloo & Roggeband, 1996) and about gender mainstreaming more specifically (Council of Europe, 1998; Verloo, 1999) in order to integrate gender issues in Human Resource Management. Finally, the methodology of policy intervention research (Vennix, 1998) provides the criteria for an evaluation of the participatory, interactive design of mainstreaming gender in Human Resource Management.

Human Resource Management

Many authors have pointed out the conceptual confusion surrounding the term Human Resource Management, that is used both to refer to (normative) management theories and to certain practices of personnel management in organisations (for instance Guest, 1987; Sisson, 1994; Legge, 1995; De Nijs, 1998). Under the label of HRM, different models have been presented, many of which distinguish between ‘hard’ HRM that focuses on the strategic contributions to performance, and the ‘soft’ version of HRM, that is associated with commitment. Critical scholars have addressed these and other divergences between the ‘rhetoric and the reality’ (Legge, 1995) of Human Resource Management. Notwithstanding the emphasis on valuing human resources as critical or strategic assets in Human Resource Management theories, there is a profound silence in the HRM debate when it comes to the diversity of these valuable human resources. ‘Employees’ are represented as a generic category, which leaves virtually no room for existing differentiation between employees or for the acknowledgement that Human Resource Management policies might have different effects on different categories of personnel. The abstract individualised and de-personalised view of employees often excludes gender from the domain of Human Resource Management.

Recently, however, the attention for the assumptions that equal opportunities are an important part of Human Resource Management is growing (for instance Sisson, 1994; Konrad & Linnehan, 1995; Benschop, 1998; Dickens, 1998). According to Truss ‘HRM is concerned with managing individuals on the assumption that these individuals will be able to participate equally in the opportunities offered’ (1999, p.180-181). Many studies have shown that specific HRM activities like recruitment, assessment, appraisal and training are inherently gendered and do have different effects for women and men at work (Veldman & Wittink,
Whether it is possible to improve women’s opportunities through HRM activities remains disputed. Truss (1999, p.184) shows how the literature is largely pessimistic about the potential for either hard or soft HRM practices to deliver any substantial benefits to women. Not much is expected to come from the notion of HRM which might be gendered in itself and therefore part of the problem. So, Human Resource Management clearly has a problem with gender, and it is a messy one.

Gender as a messy problem

The characterisation of gender in organisations as a messy problem means that there is no fixed definition of it, and that there is no common understanding among stakeholders of its range, location, importance and solutions (Verloo, 1986, Vennix, 1996). Various dimensions such as proportional representation, horizontal and vertical sex segregation, ascribed and subjective identities, culture and social relations and symbolic images of masculinity and femininity are part of it.

This recognition of the messy character of the gender problematic has consequences for the development of equality policies too: from policies that are designed to - in some way or other - ‘repair’ problems that women are having, such as “lagging behind” in many areas of life, to policies that focus on gender, on mechanisms in society that constitute, and have constituted in the past, a gendered hierarchy in all spheres of life, in labour, in citizenship, in intimate relationships. Equality policies have often started by asking policy makers to pay attention to the problems of women, and design special projects to address these problems. A lot of good and important work has been done in this way, but the ongoing theoretical developments have made it clear that it is not enough. If the problem is not women, but gender hierarchy, and if power is not only found in personal interactions but also in definitions and interpretations of reality, it is becoming more and more clear that the organisation of society is part of the problem too.

Equality policies in organisations have a tradition of concentrating on specific policies that target women as a group (Remery, 1998). Child care policies, courses designed to increase women’s assertiveness and self confidence are typical examples of specific policies that are necessary, but do not change the mainstream. We argue that in order to address the complexity of the gender problematic another (complementary) strategy is needed. Gender mainstreaming in organisations targets Human Resource Management, and challenges the mainstream to promote gender equality.

Gender mainstreaming

Gender mainstreaming is a new strategy of dealing with the complexity of the gender problematic. The theoretical concept of gender is crucial in ‘thinking’ and ‘doing’ gender mainstreaming, it is visible in an accent not only on the specific situation of women and men, but also on culture, on language, on identities, on the pre-suppositions and values behind policy concepts, laws and institutional arrangements (Gherardi, 1994; Verloo, 1999). The concept of gender has moved the attention to discourses instead of the attention for “people” only. Mainstreaming gender can be defined as the (re)organisation, development and evaluation of policy processes so that a gender equality perspective is incorporated in all policies and by the actors normally involved in the policy process (Council of Europe, 1998). Two elements are crucial in this definition: the rethinking and reorganisation of mainstream processes and procedures from the perspective of gender, and a shift in responsibilities from gender equality departments to a wider range of actors, notably those involved in everyday
policy development. The strategy of gender mainstreaming provides a counterbalance against the complex (re)production mechanisms of gender inequality in organisational policies and practices.

The *Gender in Balance* project focuses on one type of mainstream policy, namely on Human Resource Management, the specific policy used in the Flemish state administration. Mainstreaming gender in Human Resources Management calls for an intervention in Human Resources Management. If Human Resource Management is part of the problem, if it is accepted that it plays a role in constituting and reproducing gender hierarchies, then what has to be done is a total revision of Human Resource Management, to find out where and how gender hierarchies are reproduced, and design strategies for an active counterbalance. While the literature, as we have noted above, seems pessimistic about the possible contribution of Human Resource Management to the objective of gender equality, we challenge this pessimism. Our intention is to examine the possibilities to revise Human Resource Management activities in such a way that gender can be integrated. We argue that though the letter of Human Resource Management largely neglects gender, attention for gender equality might be compatible to Human Resource Management in spirit. To integrate gender in HRM is to pay specific attention both to differentiated groups of female and male employees and to complex meanings of femininity and masculinity underlying personnel management. The integration of gender calls for such a transformation of the letter of HRM, that it fits the spirit of HRM better, where all human talents are valued and everyone’s potential used.

*Participatory policy research*

Mainstreaming gender in Human Resource Management hence calls for an intervention in that Human Resource Management. However, the messy character of the gender problematic hinders the possibilities for intervention. As Vennix puts it, in the case of messy problems ‘the interventionist is typically confronted with a situation of multiple realities’ (1996, p.14). Consequently, difficulties arise with the construction of a shared problem definition, with the gathering of information that is recognised as adequate, and with the implementation of action plans. To deal with these difficulties, it is necessary to organise a process, in which the people involved articulate their ideas and perceptions of the problem at hand and engage in a dialogue with others, to allow a critical examination in order to foster concerted action (Vennix, 1996). So, gender mainstreaming calls for an interactive or participatory design, typically involving actors who have no previous experience in gender equality issues.

The methodological requirements Vennix (1998) formulates for successful participatory research are:

- the elucidation of existing knowledge,
- the identification of knowledge insufficiencies,
- confrontation with academic knowledge
- the creation of a joint problem definition
- the existence of a process facilitator.

These requirements have been included in the design of the project called ‘Gender in BALANS’ (balance), the project about mainstreaming gender in Human Resource Management, which was our assignment from the Ministry of the Flemish Community in Belgium. Below, we discuss some details of this project, focusing on the two central elements

GENDER IN BALANCE: DESIGN AND EXPERIENCES

Gender in Balance: the context

The Ministry of the Flemish Community was founded in 1992 because of the state transformation of Belgium towards federalisation (http://www.vlaanderen.be/). The Flemish government has since been engaged in an ambitious process of transformation of the new bureaucracies, positioning customer orientation, efficiency and performance as central values. For their personnel management, this entailed an elaborate Human Resource Management program, including a yearly cycle of individual performance planning, coaching, evaluation and appraisal.

From its start, the Ministry also engaged in an equal opportunities program and in 1997, it was decided that this program had to be integrated in the overall personnel management. Academic expertise was called upon to support this process by developing procedures and instruments for gender mainstreaming. A co-operation project between the Ministry of the Flemish Community and the University of Nijmegen started in 1998.

The project Gender in Balance deals with all aspects of personnel policy in the Flemish state administration: training, personnel and HRM. In the Flemish administration, these areas of personnel policy are the responsibility of three so-called Permanent Interdepartmental Task Forces (PIWs in Dutch): the HRM PIW, the Staff PIW and the Training PIW. These PIWs are led by the Board of Secretaries-general. In the different PIWs, civil servants of the divisions responsible for the staff policy of the Ministry as a whole participate; the civil servants dealing with implementing staff policy in the different departments are also involved. The PIWs discuss policy developments, implementation and assessment in the different areas of personnel management and attune them to one another. The PIWs have a strategic task in developing policy visions aiming at the best possible quantitative and qualitative staff. Moreover, they must inform the management and they play a major role in collecting data and drafting indicators for monitoring staff development. Finally, the PIWs have an operational task in supporting the management and the officials assigned to implement the staff policy.

Gender in Balance: the overall participatory design

In the project, Human Resource Management is seen as an ongoing organisational process, and gender mainstreaming involves a reorganisation of that process. As there were no previous examples of gender mainstreaming in Human Resource Management, we realised that for this ambitious endeavour we would have to depend on the joint creativity of the organisation and ourselves as researchers.

The Gender in Balance project is situated at the crossroads of research and intervention. It is intended to provide knowledge, that is not only academically valid, but also results in opportunities for actions in the organisation. The strategy is to emphasise problems and processes in the organisation, and the accent lies on the reorganisation of HRM. For this strategy to succeed, it should be recognised that old routines of sex discrimination are unintentionally inscribed in processes and procedures and that it is necessary to change these old routines. More precisely, this means that the responsible administrators and politicians have to support gender mainstreaming in word and deed. This important condition is met in
the Ministry of the Flemish Community, as the initiative to start the Gender in Balance project already illustrates. Other important conditions for gender mainstreaming such as resources, an emancipation infrastructure (in this case a small department of Emancipation Affairs\(^5\)), statistics on the actual gender relations, techniques and strategies and consistent monitoring (Council of Europe, 1998), are relatively favourable in the Ministry of the Flemish Community. At the start of the project, the knowledge of gender relations in the organisation was limited. As can be expected, expertise about the theory and practice of gender relations in the organisation was only available in the Department of Emancipation Affairs.

A variety of techniques and tools can be used for gender mainstreaming. The tools and techniques have to fit and have to be acceptable in the bureaucratic culture at hand. There are three different types of techniques and tools. The main problem with gender issues in organisations is often that the problem itself is not recognised as such. Analytical techniques and tools facilitate adequate problem recognition and they are easy to build into personnel management processes. Staff members who might be experts in their policy areas usually lack expertise on gender issues and therefore do not know where and how to integrate gender adequately. So, there is also need for educational techniques. Last, there are techniques and tools that allow for consultation and participation of the various parties involved. This consultation does not only build support for gender mainstreaming, but also makes sure that existing expertise is utilised as fully as possible. Furthermore, consultation connects the project to the lived realities of both women and men, which helps to secure the legitimacy of proposed strategies.

The overall design of the project is participatory. The project intends to deliver the means for a continuous process of HRM, in which the organisation itself is responsible for the anchoring of the gender perspective. Its six phases constitute a mix of analytical, educational and participatory research and intervention techniques. The project is designed on a one year scheme.

<table>
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<th>Basis</th>
<th>Consulting opinion leaders to compose a mission statement on mainstreaming gender in HRM.</th>
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<td>Adoption</td>
<td>A seminar leads to the adoption of the mission statement by the top bureaucrats.</td>
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<td>Learning</td>
<td>The instrument of self-assessments is used to transfer gender expertise to the organisation and knowledge about the organisation to the researchers.</td>
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<td>Analysis</td>
<td>Self-assessments are the input for a SWOT-analysis, which is theoretically grounded and results in a preliminary action plan.</td>
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<td>Intensive consultation leads to a differentiated tailor made approach, in which checklists, procedural commitments and training are central elements.</td>
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The first two steps are meant to constitute a joint definition of the gender problem in the organisation. A mission statement is the result of consultation of the top bureaucrats and gender expertise of the researchers. The third and fourth steps involve participation of the middle management, the staff normally involved in designing and implementing personnel policy and a subsequent analysis by the researchers. In the fifth and sixth step, consultation is the basis again for the researchers to tailor the analysis to a proposed set of instruments and

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\(^5\) This unit took the initiative for the Gender in Balance project.
tools to be used in HRM in the future. Acceptation of these tools is an integral part of the project.

**Gender in: the six phases**

The proposed approach is based on the Dutch letter word “BALANS” (Balance) as the project consists of the following phases: Basis (Basis in Dutch), Adoption (Adoptie), Learning (Leren), Analysis (Analyse), Fine tuning (Nuanceren) and Selection (Selectie). The projects wants to contribute to a balance in the gender relations in the Flemish administration.

**Basis**: The first phase lays the basic foundation of the project. First of all, some choices were made regarding the aims of the organisation when integrating the gender perspective into Human Resources Management. A consultative strategy was used in this stage: by means of talks with key persons in the field of gender, staff policy, the scope of the project was given a more concrete shape. The Emancipation Affairs Service gave advice on who to select as discussion partners. These talks resulted in a draft mission statement on gender and Human Resources Management in the Flemish administration.

**Adoption**: The second phase is the adoption phase. A two hour seminar was set up for the Flemish top civil servants, in order to obtain the required top level commitment to the project. In order to limit the seminar group size, only the seven secretaries-general and two Directors-General – specifically involved in staff policy – were invited. The researchers were responsible for the organisation as far as the contents were concerned. At the seminar, the mission statement was thoroughly discussed and it was concretised and validated to a greater extent. First and foremost, this phase was based on a training strategy: a gender knowledge transfer from the researchers to the participants was a major function of the seminar, which also helped to establish “ownership” towards the project at the top of the organisation. The resulting final mission statement served as an input for the next phase.

**Learning**: The third phase is the learning phase. Here the researchers paid visits to the three interdepartmental task forces (PIWs) to specific knowledge on the personnel policy cycle and to check which gender knowledge was already available in the task forces. On the occasion of the first visit, the PIWs were requested to indicate where gender is relevant in their policy development, implementation and assessment processes. On the occasion of the first visit, the PIWs were requested to indicate where gender is relevant in their policy development, implementation and assessment processes. The PIWs were provided with an instrument for this self-assessment: SMART (Simple Method to Assess the Relevance of policies to Gender). This instrument is meant to make a rapid screening of policy intentions and policy domains. The result is a brief description of the relationship between gender and each policy domain. Applying SMART does not require extensive knowledge of gender; that is why it can – in principle – be used by all civil servants. The European Commission and Sweden are also gaining experience with similar instruments. When visiting the PIWs for the first time, the instrument was shortly explained and agreements were made about who was going to draw up the self-assessment. A second visit was paid after a month, on this occasion the results of the self-assessment were discussed. As the PIWs carried out their own analyses, the SMART instrument contributed to sensitising the civil servants for the gender issue. In this learning phase, three different strategies were used: analysis (the self-assessments by means of SMART), training (civil servants applying SMART) and consultation (visiting the PIWs).

**Analysis**: The next phase was a period of analysis mainly done by the researchers, supported by a steering group within the administration. The analysis attuned the PIW self-assessments to one another, completed them where necessary and added a theoretically-based analysis
about gender policy in personnel policy. By means of a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats), the strengths and weaknesses regarding gender in the Flemish administration’s personnel policy were subsequently identified. The analysis indicated differences and similarities between the PIWs. The SWOT analysis resulted in a comprehensive proposal regarding the integration of gender in the personnel policy cycle (development, implementation and assessment). This proposal was made operational in the next phase of the project.

**Nuanceren (Dutch)/fine tuning:** This phase consisted of two consecutive parts. The first part made the proposal more concrete and specific in co-operation with the different segments of the organisation. The analysis concentrated now on their specific situations and an action plan was formulated in order to realise the Strengths and Opportunities and to minimise the Weaknesses and Threats. This means that a plan of action and a set of instruments were developed, leading to made-to-measure work for each PIW. Questions that were answered include: where does one need which expertise, who must consult when and with whom, which instruments must be used when and by whom?

The second part of this phase consisted of arranging for commitment to guarantee the implementation of the proposals. Three actors were involved in this part: the different PIWs that execute the plans themselves; the researchers, available in a helpdesk function for monitoring the implementation, and specialised agencies for providing the required training programmes and courses.

**Selection:** Finally, the selection phase was based on recording the experiences. The final report, entitled “a new start”, contains an adjusted action plan based on the feedback of the civil servants. The report proposes a structure of responsibilities, instruments and procedures in order to incorporate the gender perspective into the personnel policy cycle in the Flemish administration. The action plan includes 28 concrete action points.6

Lastly, the **Gender in** project was presented at an international seminar on 18–19 March 1999 in Antwerp. The Flemish Minister of Civil Service and several leading officials attended the seminar.

**Gender in : self-assessments**

This paper concentrates on the phase of learning, on the design of self-assessments and the experiences with these participatory instruments in the Ministry of the Flemish Community. The self-assessments are exemplary for the Gender In principles. We designed the instrument of self-assessment to combine analytical, educational and participatory techniques. The instrument of self-assessment is part of the third phase of Learning in the project. In the previous phases of Basis and Adoption a series of interviews with top bureaucrats and opinion leaders had resulted in a mission statement, a shared definition of the specific gender problematic in the organisation, and a commitment to work towards gender equality in Human Resource Management.

The third phase of Learning is designed for mutual transferral of knowledge. We wanted to acquire detailed knowledge on the process of HRM and on the gender relations in the Ministry of the Flemish Community. At the same time, we wanted to transfer knowledge

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6 See for more information on these action points: Y. Benschop, I. Goetschalckx, H. van Roost & M. Verloo 1999 The Flemish Case", in: Annie Hondeghem & Sarah Nelen "Equality oriented personnel policy in the public sector" IOS: Leuven
about the complex working of gender to the civil servants responsible for HRM. The instrument SMART\(^7\) (Simple Method to Assess the Relevance of policies To gender) was designed to structure this learning process and to facilitate an analysis of personnel management from a gender perspective by those responsible for policy development in the HRM-field. The instrument is constructed for actors without extensive gender expertise.

The relevant actors had been identified as those staff members who were engaged in policy development in the HRM-field. At the Ministry of the Flemish Community, policy development was organised in three interdepartmental project groups. The self-assessment was targeted towards the participants of these groups, as they were the most active designers of Human Resource Management.

SMART is a questionnaire that consists of three parts. The first part asks for an overview of the division of tasks and responsibilities concerning HRM. This enabled us to identify the state of the art of strategic and operational HRM, so the project can be closely fitted to the reality at hand. We used the information about Human Resource Management activities gathered in the first two phases, to present a list of policy areas relevant at the time of the project. All staff members were asked to describe in detail their activities, the procedures and instruments involved and the organisational constellation in which they performed their work.

The second part deals with the assessment of the relevance of gender in the HRM activities identified in the first part. An introduction on the complex operation of gender in organisations was provided by the researchers to help participants to assess the relevance of their policy measures to gender. The introduction concentrated on indirect gender effects, since direct discrimination by sex is not very widespread anymore. It is stated in this introduction that gender is indirectly relevant when policies are directed towards groups or processes in which women and men take up different positions. It is explained that central aspects of HRM are the division of resources (like time, money, information and status) and rules and regulations. These are also the mechanisms to (re)produce gender in organisations\(^8\). To explain the theoretical mechanism of the division of resources, we referred to patterns of segregation in the organisation, like horizontal and vertical segregation, and segregation by statutory status and work time regime. The concept of rules and regulations is explained through referral to elements in the organisation culture such as rules on availability and commitment, loyalty and professional behaviour.

The third section of SMART focuses on the actual and the potential integration of gender in HRM. Participants are asked to describe where and how issues of gender are already incorporated in existing processes and procedures. If there are no examples of such an incorporation, they are asked to assess the necessity of integrating gender and to present their ideas of how this should be done. Also, people are asked to assess their personal expertise about gender in organisations.

This instrument was presented to the interdepartmental project groups in their regular meetings, so that an explanation of the project and the instrument could be given and any

\(^{7}\) The instrument SMART builds on a previous instrument developed as part of the Gender Impact Assessment in the Netherlands. (Verloo & Roggeband 1994, European Commission 1996, Council of Europe 1998). It has been tailored to fit the needs of the Ministry of the Flemish Community.

\(^{8}\) For the elaboration of these two gender mechanisms, resources and rules, we build on the work of Giddens (1984) and the operationalisation for gender studies in Verloo (1992) and Benschop (1996).
questions addressed by the researchers. Participants were asked to return the self-assessments within four weeks. The efforts of the equality unit to collect them resulted in a final response of 86% and a total of 30 self-assessments. The feedback meetings that were held to present the results of the analysis of the self-assessments, concluded this Learning phase.

**DISCUSSION**

In this section, we reflect on some experiences in the Gender in project. First, we focus on the methodological dimension of self-assessments as a participatory instrument for gender mainstreaming. Next, we address the implications for the integration of gender in Human Resource Management.

Reflections on the participatory design

We now turn to the confrontation of the experiences in the design and application of the self-assessment instrument with Vennix’ requirements for participatory policy research.

The element of the elucidation of existing knowledge was central to the design of the instrument, for the mutual learning of researchers and organisation members was a core principle in the project. The experiences with the self-assessments point out that this instrument was successful in gathering the information about the state of the art of strategic and operational HRM. The self-assessments facilitated the transferral of knowledge from the organisation members to the researchers. The reverse process of transferring knowledge about gender to the organisation created more pitfalls. The complexity of the matter and the necessity of abstract thinking provided a complication in the process. The elucidation of existing knowledge on gender provided us mainly with common sense notions about gender, in which individual characteristics and choices dominated as a frame of reference. That the organisation plays a part in the (re)production of gender is not part of the existing knowledge, because of a reluctance to accept structural and cultural influences on what are considered to be personal choices. As these opinions were expected to raise their ugly heads, both the written introduction on gender mechanisms and the oral explanation in the project groups emphasised the complex and systematic working of gender.

This confrontation with academic knowledge in the written and oral explanation was only partly successful. Some participants indicated to have learned about the gender problematic from the self-assessments. These participants either had previously received basic training on the subject, or they were very open-minded and interested in the subject. They were able to identify several policy areas that were relevant for gender; from job descriptions to part time work options, and from access to training to cultural norms about commitment and dedication. Other participants, working in the same policy areas, indicated they did not see any relevance to gender in their daily work.

Two lessons can be learned from this. First, our introduction did not connect sufficiently to the existing state of knowledge. In the feedback meeting we learned that our discourse was perceived as overly academic and failed to adequately connect to the discourse of the staff involved. Furthermore, it became clear that the educational function of the self-assessment instrument can only be additional and can not replace basic training on gender. As a side-effect, the SMART-instrument does provide information on the present state of the knowledge about gender, yet to sensitise participants to this subject clearly requires a longer
and more intensive process than the completion of a questionnaire and the attendance of two meetings concerning the matter.

The need for further education is also derived from the identification of knowledge insufficiencies. Many people expressed directly that they did not have sufficient knowledge about gender in organisations to assess the possibilities for integration of gender in Human Resource Management. This also came to the fore in the second part of the instrument, where the relevance of gender to Human Resource Management activities appeared to be difficult to identify. The knowledge insufficiencies became visible in the self-assessments, where the relevance of gender was often denied and existing patterns of segregation not recognised as systematic gender inequalities. As far as possibilities for the integration of gender were mentioned, they usually came down to the reduction of the gender problematic to a representation issue, to be solved by the proportional representation of women and men in various administrative bodies. Also, many requests for further research were indicated, which can be interpreted as a desire to postpone personal responsibility.

Vennix also mentions the existence of a process facilitator as an important requirement for participatory research. In the project, this requirement could not be organised. The process facilitator should have been the neutral mediator between the participants and the researchers, not taking a standpoint towards gender in organisations to stimulate an open communication between academics and participants, so that the participants could make their own diagnosis of the problems and solutions. The double role of the researchers as providers of academic expertise and as facilitators of the process of gender integration therefore presented difficulties. The lack of an independent process facilitator entails the risk that we may have dominated the discussions, that were meant as open communication.

This was one element to present serious hindrances for the creation of a joint problem definition during the process. Our definition of the problem was presented as a more or less non-disputable definition, as an artefact of the project needs to come to action in a period of one year. While the problem definition was received with reasonable openness and good will, it also seemed that some participants would already be satisfied with some window-dressing. Formal commitment was not a problem for these participants and they accepted formal responsibility, as long as they were not expected to engage in direct actions. As the researchers were only present for a limited time, there was a chance for them to escape real commitment while at the same time expressing good will. The continuing changes at the Ministry presented some additional problems. Not only were people tired of all the organisation chance programmes they had to digest, but even more important, when the project was mid-way, the project groups for Human Resource Management were reorganised substantially, resulting in an almost completely changed composition of these groups. The time span of the project did not allow for the repetition of the previous phases with the new members of the project groups.

Summarising, the participatory technique of self-assessments has provided useful information for the remaining phases of the project. The main weakness of the instrument as designed is not its analytical nor its consultative function, but its educational ambition.

To be continued…

One of the principles in gender mainstreaming is the shift in responsibilities to actors normally involved in Human Resource Management. The self-assessments were one step in
the process to organise this shift. Identification of those actors did not constitute an obstacle, but the transfferal of the responsibility for gender integration did. This was mainly due to severe knowledge insufficiencies. Later on in the project several measures, like checklists, training and criteria for gender expertise, have been agreed on to address this problem.

A second and more complicated obstacle for the shift in responsibilities is connected with the attitudes of the actors involved. The motivation to participate in Gender in Balance was expressed explicitly in the HRM-objectives of the project groups. We interpreted this expression of motivation as an operational commitment to participate. The design of the project included elements of a so called cascade, in which participation grows throughout the different phases, and operational commitment spreads through the organisation, from actors involved in strategic HRM to actors dealing with operational HRM. We emphasised operational commitment to realise agreed actions and did not regard attitudinal commitment to gender equality crucial for participation (Stark, 1998). So, our efforts were not directed at a shared problem definition at the attitudinal level, as we considered formal agreement to be sufficient. This was also based on the specific setting of a state bureaucracy, be it a new one, which still has a strong culture of loyalty and obedience. In this culture of loyalty, formal commitment was expected to be a strong incentive towards implementation.

Looking back on the self-assessments, the instrument met the initial purpose of diagnosing strategic and operational HRM. It provided the material that allowed us to make a SWOT-analysis of the possibilities for the integration of gender in Human Resource Management. That SWOT-analysis was the basis for a dialogue on proposed actions with the top bureaucrats and the middle management and an agreement on a plan of 28 actions all concerning different aspects of HRM.

One main question remains to be answered. What do the experiences with Gender in have to say about the possible contribution of HRM to the objective of gender equality? We have noted that the literature was mainly sceptical in this respect. Although we agree that HRM is gendered by tradition, the project’s instruments have made this gender bias visible and the proposed plan of action is designed to counter this. We feel that our substantial, yet specific revisions of HRM and the formal agreement on those revisions, do provide chances for positive effects on gender equality.

REFERENCES


Spain

PLAN ON DOMESTIC VIOLENCE FROM THE PERSPECTIVE OF MAINSTREAMING

Text presented by Mr González Barba at the Conference

In the area of awareness-raising and prevention, the aim is for society to become aware of the seriousness of the problem and for educational centres and the media to transmit the value of non-violence as a way of prevention, given that education in gender equality and mainstreaming affects and involves the whole of society. In the area of education, given that the Ministry of Education and Culture holds responsibilities in this sphere, the Women's Institute has subscribed to agreements to carry out activities tied in with publications aimed at pupils, teachers and educational centres. The Ministry of Education and Culture is putting the finishing touches to a programme to provide training departments and the managerial teams with procedures for the detection of cases of domestic violence related to students and also protocols for specific actions in order to put a stop to situations of violence aimed against women, when these lie within the scope of their responsibilities.

As far as awareness-raising campaigns in the media are concerned, a Campaign against Violence was carried out in May 1998 on all the television channels, radio stations and national press with the aim of raising awareness that, on the one hand, violence against women is a problem affecting the whole of society and, on the other hand, that everyone must take action to eradicate it. The campaign was repeated in 1999 and will be repeated in 2000.

Education and training: educational skills and instruments are perhaps the most important instruments for the success of the strategy of mainstreaming. On the one hand, its actions are aimed at educational centres with the objective of influencing curricula content with emphasis on the values of tolerance, respect, peace and equality. On the other hand, fundamental actions in this area are those aimed at improving the training of diverse professional groups in the treatment of problems derived from abuses, aspects we consider to be of great relevance. Through the Agreements with the Autonomous Communities and in collaboration with different ministerial departments such as Education, Interior, Health and Justice, training is given to teaching staff and professionals of the national, autonomous and local Security Forces, to staff of the judicial bodies and to those working in Social Security and Health. Since the Plan was given approval, 21,026 professionals have attended a total of 492 courses taught throughout the whole of the State.

Social resources: of all the Plan, this is the area to which the largest amount of budget was allocated, not only because it is where most of the measures are projected, but also because these are aimed at the creation of an infrastructure which is sufficient to cover all the needs of women who are victims of violence. An increase is planned in the number of specific units of attention for women who have suffered acts of violence, in police stations and Security Services; victim aid offices are to be created in the judicial and public prosecution bodies; resource directories will be drawn up; services for the care, rehabilitation and follow-up of victims are to be set up; more shelters and safe flats will be conditioned; courses will be provided for victims to help them re-establish themselves in a job and in society; legal defences are to be reinforced, priority will be given in the allocation of subsidies to those
programmes helping women as victims, and programmes offering psychological treatment to these women will be developed.

In this field, the Services which have begun to function are basically in the areas of:

Information and advice; the Care Services; the Police Services, this term being understood as referring to the National Police Force and the Civil Guard.

The work of information and advice is fundamental in these cases, since one of the reasons women do not report abuse and sexual aggression is feelings of shame, fear and the lack of information on their rights and the resources at their disposal.

The Women's Institute currently has a network of 8 Information Centres up and running. It has also promoted the creation of others through agreements with local Councils and equivalent bodies in the Autonomous Communities. Today, there are a total of 814 of these Centres spread throughout the country.

Also, legal aid and advice are offered in Victim Care Offices. Through a collaborative Agreement between the Women's Institute and the Ministry of Justice, seven victim care offices were set up last year and this year the number will be increased by 19 so that by the end of the year a total of 27 will be functioning. They carry out two types of differentiated actions:

a. in the legal area:

Informing the victim on the rights allowed by the law for the payment of possible damages which may be owing and also how to formalise an application for aid from the Ministry of the Exchequer, whose sphere of responsibility this comes under;

Informing on the exact steps required to formulate an accusation, to have the presence of a lawyer and the possible protective measures if considered necessary;

Carrying out a follow-up of the legal process, if there were one, and informing the victim if summoned.

b. in the medical, psychological and social fields:

Giving guidance on the local or provincial health services available if required by the victim and keeping track of the person's progress;

Giving information on resources or aid which may be required to deal with the most urgent needs;

Directing the victim to the social services, public or private, to help the person return to a normal situation in their socio-emotional environment;

Providing the victim with assistance in following the legal steps required to obtain awards for damages suffered;
Giving information on shelters in those cases where the person should not reside in the family home;

As a complement to these services, a freephone information service has been introduced which, in most cases, is available 24 hours a day;

A second line of action has been the creation of Care Services, which fundamentally provide shelters, protected flats and emergency centres, and also the granting of subsidies to NGOs for the carrying out of different programmes.

There are currently 187 shelters, protected flats and emergency centres in existence.

With regard to the police services, the National Police Force provides care services for women (SAM) and the Civil Guard provides units for Women and Minors (EMUNES). These offer specialised care for women who have suffered any kind of violence.

The Ministry of the Interior has increased the number of these services so that by the end of the year there will be 31 care services for women (SAM) in place.

In the Civil Guard, there are currently 54 units for women and minors (EMUNES), whose staff is entirely made up of female agents.

With the aim of publishing all of these resources the Women's Institute has published a Directory of Resources and Centres of Interest where all the service mentioned are grouped together by Autonomous Community.

In the area of Health, one of the needs identified has been that of elaborating a Protocol of action to provide guidelines for health staff when dealing with a person who has come to a health centre and shows signs of abuse, whether it be in the emergency services, primary help, specialised or general medicine and either private or public health centres.

The aim was to establish the necessary steps so that the victim could count on health protection, in the first instance, and subsequent legal and social aid so providing total protection. A working team was formed, made up of representatives of the Ministries of Health, Work, Justice and the Interior, to prepare the Protocol. Last October the Interterritorial Health Council gave its approval to the model Protocol for it to be applied in health centres in the different Autonomous Communities.

Also within this area it is planned to include in the Primary Health Care Services actions for the prevention of violence within the programme of preventive activities and health promotion.

Also, health staff are offered specialised training courses. Under the Plan, 321 people have taken part in 16 courses.

Finally, it is planned that the National Health Service, through the patient care services, will inform women who are victims of violence of the social resources available.

The fifth area of the Plan covers legislation and legal practices.
As far as legislative measures are concerned, the Plan contemplates proposals to modify some articles of the Penal Code and other laws so that the aggressors do not act with impunity and the victims are provided with protection.

Recently, and as a result of the measures planned for in this area, on June 9 the Organic Law 14/1999 on the modification of the Penal Code was approved in the area of the protection of the victim of abuses and the law of criminal prosecution.

The modifications of the Penal Code are the following: the injunction not to approach the victim is included as an accessory penalty for some crimes, habitual psychological violence practised on those closest to the aggressor is typified as a specific crime and the State can prosecute where possible misdemeanours may have been committed at the same time, penal sanctions can be imposed which bear relation to the possible consequences for the victim.

As far as the modification of the Law of Criminal Prosecution is concerned, the aim is to provide immediate protection for the victim with the introduction of a new preventive measure which allows the aggressor to be physically separated from the victim, measure that can be agreed upon at the very beginning of the investigation. On the other hand, this Law has been reformed to allow for the official prosecution of misdemeanours owing to acts of abuse and it has also been established that the judge will ensure that the victim is kept fully information as to the legal processes which may affect her.

With regard to the legal measures projected in this area, one important action adopted on the basis of the Plan is that the Office of the General State Prosecutor has issued a circular regarding the participation of the prosecution ministry in the persecution of abuses perpetrated in the home so that legal proceedings are unified. The same circular refers to, amongst other institutions, the creation of the family violence service. This involves the appointment of a prosecution lawyer especially assigned by the public prosecutor to be in charge of the co-ordination of the cases involving family violence and also of the supervision of a Register of such cases.

The Ministry of the Interior issued on 8 June 1998 a directive on the adoption of measures relative to the prevention, investigation and treatment of violence against women and aid for the victims. It highlights the protection and preferential treatment to be given to victims, and the permanent and personalised follow-up of the accusations formulated, with the official who was in attendance at the moment of making the accusation keeping in constant touch with the victim. The need for the police services to have specialised staff for attending women is also underlined, and that the investigations must be exhaustive when probing and clarifying accusations. Also mentioned are the adoption of protective measures with respect to the aggressors and the promotion of relations between the Security Forces and institutions and organisms with concurrent responsibilities in the area of aid for women.

In the area of research the elaboration of a statistical module containing data on violence by the State Secretariat of Security has been the most worthy of mention.

With the same intention, a working group has been set up, made up of the staff of the Directorate General of the Civil Guard and of the National Police Force, with the aim of preparing a manual of statistical norms of action which are co-ordinated and uniform for both Corps. The fact that there have been no universal statistical protocols has meant that
information on the situation has been unavailable in the European Union since each country uses a different system and even within our own Security Forces no unified criteria have existed.

The Women's Institute has also prepared a study on "Violence against Women: its causes, forms and consequences" which is shortly to be published. In this area, a national macro-survey is about to be carried out on violence against women. Its aim is to have reliable data available since, despite the existence of official data on the number of accusations made, the real number of acts of violence towards women is unknown given the fact that many of the aggression committed lay hidden for various reasons, all of them underlaid by fear, be it physical, of the future, or for economic reasons.

It is well known that a fundamental aspect within the strategy of mainstreaming is continual follow-up and assessment, and for this reason a chapter is included in our Plan of Action which refers to assessment at different stages with the aim of providing enough information for the decision-making process. The corresponding assessment is carried out on an annual basis, and another will be carried out at the end of the Plan's duration.

In the first place, a needs assessment is carried out in each one of the administrative departments with respect to the programmes to be carried out, which helps in pinpointing, in an operative way, the precise objectives of the action.

In second place, an implementation assessment is carried out, a stage which is aimed at finding out what actions are being put into practice by the agents involved in order to achieve the desired results and how they are carried out.

In third place, a results assessment is carried out which shows if the Action Plan is efficient in achieving the pursued objectives.

Information gathering of a general nature is carried out through personal interviews of those in charge of the Plan and/or programmes, discussion groups, the use of records created ad hoc and analysis of secondary data and documentation, amongst others.

Once the information provided by the different ministerial departments and Autonomous Communities has been gathered together, the Women's Institute will elaborate a Report of Activities and Programmes on a yearly basis. At present, it has a follow-up report for the year 1998 which covers all the most significant actions carried out by the Autonomous Communities and the State Administration.

In it are described the activities carried out by the different Ministries within each area. In total, 43 measures of the 47 included in the Plan have been put into action. This means that 77.2% of the measures have already been initiated although to different degrees.

In general, the results obtained from the data which we have shown with relation to the different areas and the putting of the mainstreaming strategy into practice in this Plan have, on balance, been positive although we are also aware that obstacles still exist which, with the whole of society involved in the process, can be overcome.
United Kingdom

MAINSTREAMING GENDER: THE ‘WEB’ OF INSTITUTIONALISATION

Text presented by Caren Levy (Development Planning Unit, University College London)

The operationalisation of gender mainstreaming in policy and planning has concerned many working with GAD in the 1990s. This paper discusses the ‘web’ of institutionalisation, a ‘tool’ to assist practitioners to organise their thinking and guide their work in translating gender mainstreaming into practice. The tool was developed in the context of training and strategy development aimed at gender mainstreaming in policy and planning. Although initially formulated by me, its ongoing development is being undertaken by members of the DPU Gender Policy and Planning Programme (GPPP), and by practitioners and researchers who are familiar with the DPU’s methodology (primarily through undertaking DPU training), and are applying the tool in a range of different contexts.

The aim of the GAD approach with which we work is to contribute to the transformation of development processes through which women and men can exercise and enjoy freedom of choice in their lives, without prejudicing the choice of others.9 This kind of transformation has to be understood not just in terms of gender, but also in terms of the intersection of gender with other social relations like class, ethnicity, religion, age and ability. A fundamental challenge in this process is how to institutionalise the changes related to the gender mainstreaming which this GAD approach implies.

For the purposes of this paper, institutionalisation is defined as ‘the process whereby social practices become sufficiently regular and continuous to be described as institutions’, that is, ‘social practices that are regularly and continuously repeated, are sanctioned and maintained by social norms, and have a major significance in the social structure’ (Abercrombie, Hill & Turner, 1988:124). The term encompasses two important concepts: that of the room for manoeuvre which individuals and their organisations have to generate change, and that of the notion of sustained change.10 Both concepts challenge the possible rigidity and lack of responsiveness that could be associated with the term ‘institutionalisation’, which might be viewed as reflecting pre-determined and fixed practices. Moreover, the concept of ‘sustained change’ recognises the tension that all organisations continually confront, between their regular practices (which inevitably reflect particular interests), and their responsiveness to transformative change (which reflect other power relations and interests).

The Web of Institutionalisation

In this section, I will briefly present the ‘web of institutionalisation’11 To institutionalise a gender perspective requires action related to at least thirteen elements, as shown in Figure 1. Each element represents a site of power, in which gender relations, and their intersection with other social relations, is articulated. When collective action is undertaken to change a particular element, the underlying power relations will offer opportunities as well as resistance to change. Power is expressed in each element not only in the visible products and practices of organisations, but also in the invisible values and motivations which influence these organisational outputs.

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9 This definition of freedom of choice involves having the opportunity to choose how to develop one’s own capacities and involvement in decision-making about issues that affect one’s life (see Young, 1993)
10 The importance of the notion of ‘sustained change’ was emphasised for me in discussion with Rona Rapoport in relation to ongoing action research in large US corporations (cf Bailyn and Rapoport, 1996).
11 More detailed discussion on gender mainstreaming and the elements in the web can be found in Levy, 1996 and 1998, from which this paper draws directly.
The 13 elements are not just a list of variables: they are linked and interrelated like a ‘web’. Sustained institutionalisation of gender issues requires that all the elements are present, reinforcing each other. Changing only one or several elements will almost certainly be unable to sustain the gendered transformation defined above. Further, these elements are influenced by different groups in many interrelated spheres of activity (Levy, 1991). The critical point here is that, as an individual, one can usually influence only some elements in the web, depending on one's role, position, and power. Putting all the elements in the web in place requires collective action through conflict resolution, co-operation, consultation and negotiation at different levels (local, national and international) between the relevant actors.

The actual form the web takes is context-specific. Its user defines the locality and the focus of the web, that is, in a particular place and time with a focus on the extent of gender mainstreaming in an organisation, a programme, a sector, a national policy or plan. In addition, each application will indicate what element is the most appropriate starting point.

I will start with women and men in ‘communities’12, that is, women and men's experience and their interpretation of reality (see diagram). The choice of words here is important. It is not about planners or development experts interpreting women and men's reality, but their own interpretations of their lives. Over the last 25 years, a range of theoretical gendered perspectives have emerged on how to understand and interpret local realities.13

To promote the institutionalisation of a gender perspective, the expression of gender interests related to women and men's gender roles, access to and control over resources and felt gender needs14, must go beyond the level of random and individual interaction. They must be expressed at the level of collective action in the political arena, and thus link to two more elements in the web.

Through mobilisation and consciousness-raising,15 women and men can initiate or get involved in collective action around particular gender interests, forming new political constituencies or joining existing ones. It is the pressure of political constituencies representing practical and strategic gender interests16 that is crucial to institutionalisation. It must be recognised that community-based organisations and non-government organisations (NGOs) with advocacy agendas, often key actors in relation to this element, do not automatically operate in gender aware ways.

For sustained gender institutionalisation, women and men must be able to elect and/or actively engage with representative political structures within the formal political system. Otherwise they risk having their interests ignored by formal politics. Representation is used here in two distinct senses (which are often confused). The first is representative in terms of equal numbers of women and men on the basis of not only gender, but also class, ethnicity, religion and age, as appropriate to the context. The second relates to representative in terms of reflecting the practical and strategic gender interests of women and men (Molyneux, 1985).

It seems obvious to point out that having women in power does not automatically lead to gender interests coming through in formal political arenas. Nor are all male politicians unable to represent the gender interests of women or men. Either elected women or men can take on gender

12 ‘Community’ is used here not as an undifferentiated unit of social organisation but with the recognition of their heterogeneity and diversity on the basis of class, ethnicity, religion, age as well as gender.

13 For example, the concepts which form the basis of ‘gender analysis’ as associated with the Harvard School, ‘social relations analysis’ as associated with IDS, and gender policy and planning as developed in the first instance by the DPU.


15 This can happen through a range of processes internal and/or external to women and men in communities and organisations

16 This distinction made by Molyneux (1985) is useful to identify complementary and competing interest groups at work, which may affect the strength of the pressure of these political constituencies.
interests. The point here is to stress that gendered representation in political structures must encompass equal numbers and attention to gender interests alike.

The reinforcing triangle (see diagram) between these three elements is critical for sustained change. Women and men's experience and interpretation of reality can create pressure of political constituencies for social change through mobilisation. While increased awareness of gender issues is a first step, transforming this into collective action in the political arena is crucial for sustained improvements in gender relations. Through lobbying, the pressure of political constituencies can be brought to bear on the representative political structures. These three elements comprise what we also refer to as the citizen sphere.

This first triangle links into another triangle of elements in the policy sphere (see diagram). Through the influence of political constituencies and representative political structures, gender issues can be translated into political commitment. Political commitment, though often mentioned as key to any societal change, is a ‘slippery’ concept. I refer to it here as the public articulation of a political intent or stand. Such statements set the tone for action from which women and men in ‘communities’, as well as in development organisations take their cue, either for or against. Therefore, political commitment to integrate gender issues is a critical element in institutionalisation.

One test of political commitment is in its translation into policy (see diagram). Policy makers have two broad, complementary options: integrating gender into ongoing sectoral and cross-sectoral policy (gendered policy), and formulating gender-specific policy (gender policy). Separate policies on women or gender on their own have shown to be unsuccessful in directing gender integration into mainstream policy. They have usually ended up as a separate chapter at the end of national development plans or in a completely separate plan. Therefore, gender policies are a necessary but not sufficient condition for gender integration.

Political commitment also needs to be translated into resources to support policy. For example, just what this commitment was worth became apparent when looking at the resources allocated to WID in many countries: the financial amounts were minuscule in relation to budgets for other policy areas. However, the growing focus on mainstreaming gender has shifted the resource question to one of making existing policy and programmes budgets more gender aware. In addition, increasing contributions of money and labour by communities to supplement state resources also has gender and class implications. Nevertheless, new and sustained resources for the promotion and maintenance of gender integration remain critical.

To achieve the involvement of women and men in decisions about the use of existing and new resources, the three elements of political commitment, policy and resources are a crucial reinforcing triangle in the web, throwing up many challenges for organisations pursuing the gender mainstreaming. These three elements make up what we refer to as the policy sphere.

Resource allocation and policy formulation for gender integration depend fundamentally on the mainstream location of responsibility for gender issues. The experience of the UN Decade has highlighted how easily WID, and now potentially GAD, can be marginalised from mainstream development when a WID/GAD specific institution is created to deal with half the population - as if women were not participants in activities related to other Ministries. Change involves creating an

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17 In countries with little political accountability and intolerance of the pressure of political constituencies, political struggles are on a broader front than gender issues, but one in which gender issues may be a pawn in or a victim of political compromises and change.

18 These chapters or plans often conflate issues related to women, with those of children/youth, the disabled, and in some countries, ethnic minorities.

19 Increasing emphasis on the principle of cost recovery in partnerships between public, private and community sectors, raises worries about equity in the use of community resources as well as existing public sector budgets.
organisational culture that accepts responsibility for integrating gender as part of 'good' practice, no matter what the focus of the Ministry or the organisation. As the triangle shows (see diagram), this notion of broad gender responsibility can be promoted through policies and shared decisions about allocating resources, both of which are either gender-specific or 'gendered' in focus.

No matter how clear policies and responsibilities might be, without gendered procedures, the ‘paraphernalia’ of bureaucracy can undermine the institutionalisation of gendered interventions. Procedures are the ‘routinised’ daily activities of an organisation’s programme or project cycle, or the rules governing actions within or between organisations and individuals. For example, terms of reference and memorandum formats have long been identified as ‘entry points’ for integrating a gender perspective. However, such gender-supportive procedures often remain hidden in WID Manuals rather than in mainstream guidelines.

The implementation of policy and the interpretation of procedures will be limited without appropriate staff development. This refers to training in gender policy and planning skills for all professionals (women and men alike) and equal opportunities for male and female staff.

Many development agencies have emphasised training as a means of promoting gender integration. Although skills are essential in this endeavour, the last 10 to 15 years have indicated that training on its own does not change practice in a sustained way. If women and men return to their organisations after gender training, without the support of a clear gendered policy framework and/or gender-aware procedures (see reinforcing triangle), they soon forget the new skills. Further, training in many organisations tends to be issue based, without recognition of the conceptual and practical intersection between these issues and cross-sectoral issues like gender.

As has been widely recognised, staff development is also related to the progress of women and men workers through their organisation. This has less to do with the content of policy and planning which governs the organisation’s external practices, and more to do with policy and procedures governing conditions of work within development organisations, though the two are often confused.

The two reinforcing triangles of mainstream responsibility for gender, policy and procedures; and policy, procedures and staff development, make up the organisational sphere of the web.

Effective staff development, particularly training, requires a clear methodology (see diagram). A 'clear' methodology comprises a rationale for integrating gender into development practice and other techniques for operationalising gender issues. Without both characteristics, a methodology will not be able to sustain change in the staff development of organisations. Integrating gender often means a more radical overhaul of their approach than simply tacking on another variable or including a new method.

The proof of staff development through an appropriate methodology is when the 'delivery' of programmes and projects meets the needs of women and men. Without this, the institutionalisation of a gender perspective in development activities will certainly fail. This element is a pivotal point in relation to a number of reinforcing triangles in the web (see diagram). In addition to appropriate methodology and staff development, a supportive policy environment is critical to the formulation, implementation and management of gender aware intervention. Further, for effective institutionalisation, decision-making about the ‘delivery’ of programmes and projects must be undertaken in representative political structures, at the level appropriate to the intervention. Finally, the programmes and projects ‘delivered’ must reflect the needs of women and men, as interpreted by them.

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20 For example SIDA, EU, UNIDO all have guidelines or reference manuals, which highlight the integration of gender into terms of reference.
A gendered approach to 'delivery' also means that the decision to have women-specific, men-specific or integrated programmes is one of strategic choice based on the views of women and men involved (and the objectives of the intervention). Too many gendered interventions are being translated automatically into women's projects, often without consultation.

For institutionalisation to signify 'sustained change', rather than entrenched practices, 'public learning' is critical. Effective ‘delivery’ of programmes and projects must be able to respond to the dynamic reality of women and men's experience and interpretation of that changing reality (see triangle in Figure 1). ‘Applied research’ is the element in the web that allows for this learning to take place. In addition to more traditional techniques, gender-sensitive participatory research techniques have much to offer, given their potential to empower women and men in communities and organisations (see for example Gujt and Shah, 1998).

Finally, 'applied' research, in its critical examination of practice, also contributes to the accumulation of knowledge about integrating gender into policy and planning practice. It contributes to building new theories around gender as a variable in development policy and planning, which, in turn, help develop better methodologies. Clearly, theory-building takes place within different disciplines in different parts of the world. It reinforces the elements of methodology and 'applied' research in the web, as well as the ‘delivery’ of programmes and projects (see triangle in Figure 1). All these remaining elements make up what we refer to as the delivery sphere.

Using the Web as a Diagnostic and Operational Tool

As already explained, the thirteen elements of the ‘web of institutionalisation’ can be used to assess the extent of gender institutionalisation at any level the user requires, for example, in an organisation, in a sector, in a programme. On the basis of such an assessment, actions can then be identified to strengthen the elements in the institutionalisation process. In this sense, the web can act as both a diagnostic and an operational tool.

When it comes to diagnosis, it is important to understand the resistance and opportunities relating to each element in the web, and what implications this has for the users’ room for manoeuvre. Clearly, this diagnosis will be specific to the context of the users, both in terms of place and time. An important step in carrying out the diagnosis is to identify the different groups or set of actors influencing each element. It likely that they will come from different levels of operation, that is, local, national or international. To identify the resistance and opportunities at the different levels, we use a set of tools around gender roles, access to and control over resources, gender interests and needs, and their combination in different policy approaches.

On the basis of the diagnosis, the web can be used as an operational tool to define strategic action to strengthen the mainstreaming process. Confronted by the web and a list of problems and potentials relating to each element, the obvious question is where does one begin to implement the possible changes? Firstly, who 'one' is, is clearly important, as it defines the power that one has to influence the elements. Few individuals, groups or organisations can influence every part of the web. For example, some organisations may be involved in politics and advocacy work, while others may only be involved in programme and project ‘delivery’. Therefore, while it is important from a diagnostic perspective to understand what is going on with respect to each element of the web, operationally it is essential to define clearly 'your sphere of influence'. Within this sphere of influence, and based on the resistance and opportunities, users can define ‘routes through the web’, which can then be transformed into a flexible plan of action to strengthen gender mainstreaming.

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21 See Schon (1971) for a discussion of 'public learning'.

22 The dialogue between disciplines have been critical in advancing theoretical work on gender, not only in disciplines like economics, sociology, anthropology, but also in applied disciplines like planning and policy analysis.

23 In the DPU we use an iterative planning process, made up of gender diagnosis, gender dialogue, organisational development, and monitoring and impact assessment. Strategy development takes place in
In presenting the web to different audiences or workshop participants, one recurring question is: ‘Where is the spider?’ While the location and form of ‘the spider’ depends on the context, it is highly unlikely that ‘the spider’ will be one person. It is almost always likely to be a group of people operating within some organisational structure. Thus, to orchestrate strategically the strengthening of different elements in the web requires a level of conscious collective action by women and men in different parts of the organisational landscape. Such collective action also needs to take place at different levels: locally, nationally, regionally and internationally. Among the major actors of this orchestration should surely be women or gender-focused organisations inside and outside government.

The ‘web’ can be applied in a number of ways. Practitioners have used it in different contexts to assist in their development of strategy to mainstream gender in policy and planning. For example, in the DPU we have used it in collaboration with the Gender Desks in the EU and Ministries in Tunisia. We have also used it as a mechanism to define a collaborative mainstreaming strategy with NGOs like Plan International and the Pesticide Trust. In Chile, an NGO has used it in collaboration with local government to strengthen their gender mainstreaming initiatives (COBIJO & GPPP, 1999). It has been used to structure guidelines for the integration of gender in the activities of different organisations, for example, currently with the DPU in the Swiss Development Co-operation. We also use the elements of the ‘web’ to develop a set of indicators to monitor and evaluate the process of gender mainstreaming in any context, the measurement of which can range from standard data collection to more participatory techniques (see for example, Taher, 1992 and 1994). It has also been used to structure policy research, for example, in a joint programme between the DPU and researchers in Palestine24 (see for example, Abu Nehle, 1996).

The ‘web’ has also been used as a tool for institutionalising other cross-cutting issues, like environmentally sustainable development practice (see for example, Guijt, 1996; DPU, 2000). It is also currently being used to explore the institutionalisation of social justice in urban development planning (Levy, 2000).

We monitor the development of the ‘web’ at three levels. At the level of training, we adapt its presentation and the exercises around its application through feedback from trainees and trainers. At the level of our own practice, we development and deepen our understanding of the problems and potentials of its use in collaboration with our partners. At the level of its adaptation by other practitioners, we receive feedback and occasionally meet together to discuss different experiences of its use. We look forward to the continued learning with practitioners in these different arenas.

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relation to any of these components, depending on the context. It is based on a further set of planning tools in which practitioners define the strategic aim for the ‘route through the web’, and then a set of working objectives and entry strategies to meet this strategic aim.
24 This programme was funded by the World University Services.
Levy, C., 2000, ‘Strategic Intervention in Urban Development’, a Core Module in the MSc in Urban Development Planning, DPU, University College London.
THE WEB OF INSTITUTIONALISATION

RECOMMENDATIONS OF THE WORKING GROUPS

In the working groups, the presentation of projects was followed by discussions from which the following points emerged:

Gender mainstreaming is a new area which has yet to be fully explored. In many cases, projects started in the 1990s without a great deal of knowledge and developed on a trial and error basis.

Some projects started off as traditional equality projects and, in the course of their implementation, turned into mainstreaming projects.

Among the projects presented, some could be considered primarily as tools for implementing the mainstreaming strategy.

In carrying out a project, it is essential to take account of the following recommendations:

I. The first step is to demonstrate the relevance of the approach: what purpose does a mainstreaming project serve? What needs does it meet? What benefits are to be gained?

The projects presented highlighted the importance of this question: it is essential to demonstrate the relevance of a project to decision-makers. This can be done by providing tangible proof of the existence of inequalities between men and women, using tools which may be both:

objective:

- quantitative and qualitative statistics as well as detailed surveys which may be used to develop a grid for analysis;
- research;
- identification of target groups;
- use of existing tools such as the Council of Europe report;
- definition of focal points or strategies for action;

and subjective:

- launching of campaigns to convince decision-makers of the relevance of mainstreaming by fostering events in which decision-makers are involved (seminars, conferences, local actions, etc);
- choice of topics having a direct impact on the public and therefore regarded as priorities by decision-makers (eg violence against women, school education, local policies);
- identification of arguments which meet the main preoccupations of the decision-makers and strategic actors, using their language and taking their priorities into account.
II. The following **resources** must be available:

- at the outset, genuine political will at national, regional, local or institutional level; projects may be launched by high or intermediate level political decision-makers, women's organisations, or at grassroots level;
- material resources (budget, facilities, project managers);
- the possibility of gathering detailed, in-depth information on the sector in which the project is carried out;
- national mechanisms for the promotion of equality which support the project;
- the possibility of calling on experts in equality issues.

III. Several **obstacles** have to be overcome:

- political will alone is not always sufficient to start up a mainstreaming project: the stage of *putting the project into practice* is often difficult; in fact, it is a question of changing not only working methods, but also attitudes, which is a longer and more complicated process;
- an often low level of awareness and knowledge of issues relating to equality between women and men;
- as a result of this difficult process of changing not only working methods, but also attitudes, there is a risk that the actors involved, even if they are highly motivated, may grow weary of the day-to-day practice of mainstreaming;
- the lack of training personnel who have knowledge about the subject matter of the project as well as the administrative structures and gender issues;
- the cost of mainstreaming: this is accounted for mainly by the production of statistics, the training of actors at all levels and the time which the project’s partners devote to its implementation;
- the current male-oriented hierarchical structure of organisations as well as horizontal segregation in certain areas (for example, part-time working hours being used mainly by women);
- unduly rapid turnover of actors involved without attention to continuity;
- the slow pace of the process is often underestimated: a lot of time is needed for a mainstreaming project to be firmly established and gain acceptance in the sector concerned.

IV. A number of **factors** have been identified which **facilitate** mainstreaming:

- use of existing structures and incorporation of equality into day-to-day work, without setting up additional structures;
- establishment of a formal framework (protocol of agreement between the partners);
- involvement of all actors, with delegation of responsibility to services which are not directly responsible for equality policy in order to motivate them and get them involved in the project;
- awareness-raising and training for all the actors involved;
- setting up of networks of persons in charge of mainstreaming projects;
- presence of women in the setting in which the project is implemented; women represent as many potential partners;
- a trained professional team;
• the preparation of handbooks or publications on gender mainstreaming, their translation into several languages and their dissemination;
• the use of all means of disseminating information, in particular the mass media;
• creation of Internet sites on projects or resource centres devoted to mainstreaming projects;
• the involvement of civil society, serving both to exert pressure and to disseminate information;
• introduction of a "bonus" system: partners who attain the objectives and work to promote equality are granted a salary increase;
• the launch of pilot projects in different domains (eg taxation);
• the setting-up of a mainstreaming policy within the very organisation promoting the project.

V. It is important to determine the objectives and assess the feasibility of the planned project:

• projects should be designed to promote equality of opportunity and, in due course, to achieve real equality between women and men;
• but also to offer better service provision in the field concerned (eg improvement of sports activities organised to meet women's and men's needs to an equal extent);
• the main aim is to bring about improvements: mainstreaming can improve results for certain policies (for example, reductions in unemployment by increasing employment for women; reduction of violence in schools; improved tax arrangements taking into account the situation of each taxpayer, male or female, and setting up a tax system which is gender neutral; greater consideration given to the needs of the elderly).

VI. The implementation of mainstreaming projects shows the following advantages:

• since projects are mainly implemented by the usual actors, no significant increase in human resources is required (few additional recruitments);
• redeployment of resources where it proves most necessary (based on the findings of research and studies carried out in connection with projects);
• development of interaction and networks between the national and local levels and between politicians, administrators, representatives of civil society and employers' and workers' representatives;
• the preliminary analyses required in order to set up projects often reveal the shortcomings of current governmental policies (eg policies for the elderly);
• the need to institute a process of systematic assessment of public policies;
• improved communications between the different sectors involved, owing to the transsectoral and comprehensive nature of the strategy;
• at an advanced stage of the project, introduction of the legislative changes needed in order to take account of its results (for example, in the area of violence against women, or taxation).
Evaluation of projects

Those projects still in their early stages can still take inspiration from, and benefit from, the experience of initiatives which are already well underway.

Certain projects have reached the evaluation stage, a process which is indispensable to the mainstreaming of the equality perspective. Evaluation methods need to be improved and a more effective evaluation grid developed. This evaluation should serve to prove the relevance of a mainstreaming approach.

Working towards an integrated approach: the role of the Council of Europe

Gender mainstreaming must be introduced not only at national level but also at European and international level: such organisations as the Council of Europe have a key role to play in promoting mainstreaming.

The Council of Europe is at one and the same time:

- a forerunner: the conferences and seminars organised before the Beijing Conference (and in particular the Seminar on the participation of women in decisions relating to regional planning and the environment, held here in Athens in 1990) contributed to the development of the concept of mainstreaming;

- a protagonist: the report on mainstreaming, prepared by the CDEG, served as a point of reference and a source of inspiration;

- a catalyst: through its intergovernmental structures comprising 41 member States and observers, the Council of Europe continues to bring together and disseminate information and analyses on the implementation of gender mainstreaming. It is also important that co-operation should be established between the Council of Europe, other international organisations and NGOs in order to promote mainstreaming and the projects through which it is implemented.

In conclusion

The Conference, which ends today, has been an opportunity to compare mainstreaming practices; that is essential in order to continue developing this new strategy, which is still evolving. It is important to organise such gatherings regularly in order to take stock and make further progress.
Conclusions by the General Rapporteur

Jean-Michel Belorgey

Introduction

The function of a general report on a two-day conference such as this is surely to present the latest advances on the subject under discussion. As I see it, this comes under three main headings:

1. the **specific features** of gender mainstreaming that mark it out from other strategies pursued previously or elsewhere with the same aim;

2. the **disciplines** entailed in the **serious** pursuit of mainstreaming;

3. **precautions** against the **pitfalls** that can throw a strategy off course.

I shall focus on these three themes, attempting to draw out a number of ideas while referring wherever possible to the various presentations and the experiences described, in such a way that those involved should be able to recognise their contributions.

1. **THE SPECIFIC FEATURES OF MAINSTREAMING**

What does mainstreaming consist of? It is important that it should consist of something specific, for we must fight shy of new terms that do not reflect new practices - sadly an all too frequent phenomenon in policy-making, whether the policies concerned are for gender equality, tackling unemployment or coping with migrations. Any **step forward** must be a matter of **substance**, not merely terminology. Of course, such advances are not easily accomplished, but I do believe that we have made some progress.

It is important at the outset to recall the definition of mainstreaming in the report by the Group of Specialists on Mainstreaming - which is, of course, our bible in this respect. It says: “Gender mainstreaming is the **(re)organisation** [1] ... of policy **processes** [2], so that a gender equality perspective is **incorporated** [3] in all policies **at all levels and at all stages** [4], by the actors normally involved [5] in policy-making.” The elements of the approach are clear:

1. reorganising policy processes;

2. including all policies;

3. incorporating the aim of gender equality;

4. including all areas of policy at all levels and stages;

5. including all the actors normally involved, i.e. those who are involved **as a rule**, not just in **specific circumstances**.
In the course of the proceedings, a number of speakers also offered definitions, some paraphrasing, others elucidating, the above.

Margareta Winberg said mainstreaming meant that "we must broaden the scene for gender equality, increase the number of actors", while Laurence Ternisien d’Ouville spoke of “reorienting public policy as a whole in order to produce equality”.

However clear the intention might seem, it can nonetheless be difficult to decide whether or not a particular measure comes under the heading of mainstreaming. That much was obvious from the questioning that took place in several workshops after the delegates had listened to reports or accounts of experience in the field. “Is this mainstreaming or not?” and “Is it mainstreaming or is it simply an interesting, but traditional gender equality project?” were frequent questions.

The existence of that perplexity should not be dismissed. While those actively involved in mainstreaming cannot afford to expend too much effort on it, for fear of losing momentum, it is useful to address it by identifying what marks the divide between mainstreaming and traditional approaches. Three elements seem crucial:

- the diversity of the parties concerned (a factor mentioned by Ms Winberg);
- the cross-sectoral nature of the concerns;
- the knock-on impact of initiatives.

On the last point, Ms Ternisien d’Ouville (whom I mention again not because she is a fellow-countrywoman but because she and I were in the same working group) spoke of a snowball effect - of potential being released in a chain reaction.

Certain other key terms - particularly resonant through the imagery they evoke - were used over the two days in the plenary sessions and the working groups, namely:

• decompartmentalisation (ie trying to broaden one’s horizons);
• irrigation (ie preparing the ground for development in policy areas that are not naturally fertile terrain, at least in terms of gender equality);
• sowing seeds (ie implanting concerns about gender equality in all policy areas);
• fostering permeation (ie ensuring that concerns about gender equality permeate even the most low-key sectors of public administration, or, more generally, broadening vision, stimulating motivation and improving effectiveness in our field of concern).

At a deeper level perhaps, it was stated that the term “mainstreaming” applies where the issues of relations between men and women and the allocation of roles between men and women are addressed at the same time as that of gender equality.
Clearly, this is the case when we are tackling certain areas of public policy, such as employment or education, that have been, and still are, widely tainted by images and perceptions from the past and by the traditions of a historically patriarchal society. I mention employment and education policies, but the same goes for tax policy, social welfare policy, policies on working time, immigration and local amenities, and more generally what is referred to in France and elsewhere as “urban policy”. This point was highlighted in several presentations to the working groups. I am thinking here of the contributions from Quebec on tax policy and on services for elderly dependent persons, and of the Scandinavian presentations on various aspects of employment policy. The Portuguese presentation on local government policies, highlighting the importance of an approach to local amenities that is neither traditional nor excessively modern and reductive, is another example. I have to point out, however - without wishing to preach or to rap any knuckles, but simply in my capacity as general rapporteur - that certain subjects were raised only in the description of projects or as side-issues in the discussions, and were not tackled head on. One such, to which I will return, is the question of the modernisation of social welfare in relation to gender equality.

And that concludes my résumé of the specific features of mainstreaming.

2. DISCIPLINES

The disciplines referred to during the conference can clearly be divided into three categories:

- those concerned with **knowledge**;

- those concerned with the **mobilisation** of different players;

- **institutional** disciplines, a category that overlaps with the other two, and one on which a number of speakers insisted (rightly, in my view), some indicating that they were reasonably satisfied with the performance of their national authorities, and others (from different or, indeed, the same countries) expressing concern about shortcomings in this respect.

a. Knowledge

It should come as no surprise that the first requirement in a mainstreaming strategy is a heavy investment in knowledge, both at the outset and along the way, in order to ensure that measures undertaken are properly focused.

- Knowledge means, first and foremost, statistics.

Many speakers - most notably, of course, Laura Sabbadini, who gave the keynote speech on gender statistics, but others too including Margareta Winberg - pointed out that we need refined, not raw, statistics. It is not enough to measure the overall proportion of jobs held by men or by women, or the extent to which either sex benefits from any particular public provision. As one of the working groups pointed out, we must also look in detail at, for example, the areas where women have
achieved a breakthrough into management jobs. In which types of company have they succeeded, and in which have they failed?

Statistics must also be gathered regularly. We cannot measure the pace of progress properly if we take only occasional “soundings”.

We therefore need a permanent mechanism for gathering statistics of a reasonably detailed nature.

They must also cover a wider range of fields than is usual in most countries. On this point several speakers stressed the importance of statistical data on everyday household routine and men’s and women’s uses of time.

- To facilitate qualitative assessment, statistics must, of course, be accompanied by studies and research giving due weight (as not all studies do) to the economic, legal and “psycho-social” aspects of women’s circumstances.

- The studies and research must be followed by evaluation - a discipline essential to at least two stages of any mainstreaming strategy.

Firstly, different government strategies must be subject to prior evaluation from a gender-equality perspective. The tool for this type of evaluation is known in certain countries, including my own (where several prime ministers have tried to bring it into general use and have issued instructions accordingly, sometimes to no avail), as the impact study. It is not easy to determine the likely impact of legislative, regulatory or other measures. Forecasting what will happen after a law is implemented demands of those conducting the study both clear-headedness and true integrity, or at least a determination not to blind themselves or the public to any undesirable results. Such clear-headedness and integrity are not universal attributes. Experience in France and elsewhere demonstrates that - for want of a rigorous approach, imagination and real integrity - the quality of many impact studies, where they are available, is still mediocre. Progress is needed.

The next step is that of retrospective evaluation. But there is also a case for the continuous evaluation of mainstreaming processes. Specialists call this endo-formative evaluation, because it has a formative function: it can be accompanied by training activities and, in any case, can enable those involved to assess their performance as they go along, adjusting their strategies if necessary with a view to being more effective.

- We also discussed models. On that topic my friend Walter Van Dongen, one of the few other male participants, took some flak because he was suspected of advocating strictly binding models that would leave no room for manoeuvre. I trust no-one will conclude that there is a reactionary male conspiracy at work here, and indeed I believe a number of women participants shared my own interpretation of Mr Van Dongen’s ideas. As I see it, he had no intention of dictating to us, but simply wished to suggest that we construct the type of models used for making projections, i.e. that we should outline how various economic and social factors work together, interpreting the available reports on a given number of parameters and variables (including behaviour) - or the measurable interactions
between those parameters - in order to demonstrate how varying one of them may have an effect on the others. If, as I believe, this was the thrust of Mr Van Dongen’s presentation, then it fits in with some of the ideas that emerged from other working groups. In a well-controlled mainstreaming strategy, social phenomena must to some extent be modelled, without of course being caricatured, in order to determine the likely impact of a particular political decision on this or that type of behaviour, to measure the influence of political decisions on behaviour or, inversely, to gauge the potential of certain types of behaviour to frustrate public decision-making if the latter is not properly tuned to produce a harmonious result. I trust you will forgive the musical imagery, for the proceedings have already been enlivened by a number of pointed and effective culinary metaphors (of Italian origin, if I am not mistaken). While ready recipes can never be entirely trusted, it is important in any attempt to reorient social relations that we should be relatively confident of the outcome and fairly clear about the necessary cooking time and the likely consistency of the end product.

b. Mobilising the various players

The second necessary discipline in gender mainstreaming is the mobilisation of different players, and mobilisation means, first and foremost, information, because knowledge is worthless if it is not shared. Several speakers pointed out that the different players must at least be made aware of the latest thinking and, in some cases, must also be trained. By “the players” we mean a great many people. Firstly, everybody who is anybody in the world of political and administrative decision-making: ministers, like those we heard on the first day, who are moving forward, if not always fast enough; senior and not-so-senior civil servants; and also opinion-formers, a category that of course includes, but also extends beyond, the media. Yesterday Elena Poptodorova spoke with great conviction (as did her colleague two days previously) about the influence that the churches still exert and will continue to exert in certain countries. The bishops, theologians and different types of clergy in the many countries concerned must therefore receive training. In general, the training effort must be directed towards shaping public opinion, both male and female.

Having raised awareness, the next step is to win - and if possible maintain - support for the strategies proposed. As many speakers pointed out, winning support will be all the easier if the proposed themes tie in with decision-makers’ concerns (and the concerns of the public, which the decision-makers should recognise and espouse), and also if those themes are likely to yield positive results - not only, let me stress, in the area of equality, but in other areas too. Otherwise we are in danger of building on shaky social foundations. The example of the universities, mentioned at one point in the proceedings, is relevant here. The question “How many male professors would have to resign to achieve a gender balance?” is clearly less palatable than “How many posts can be created to achieve a gender balance?” Obviously things are never that simple, and in many cases the only way to make room for new employees of either sex will be through swingeing cuts in existing personnel. Such is the situation in many fields, but if a strategy has something to offer everyone, and lends itself to the formation of alliances, it will have more chance of success.

The mobilisation of a range of players - for one of the features of mainstreaming mentioned above is the diversity of the parties concerned - calls for
broadly based co-ordination with the aim of finding a common platform. Mobilisation does not mean drilling people into line; it means co-ordinating and networking, the latter offering some of the benefits of modelling, inasmuch as strategy proposals will strike different, and sometimes conflicting, chords throughout a network, prefiguring - and alerting us to - the likely impact of proposed decisions on social behaviour and vice-versa, and enabling us to re-target our efforts.

Mobilisation, it is worth stressing, will have more chance of being effective and lasting if it is based on consensus. I should like to make it very clear here that I am on the same side as our friend from Augsburg, and I would assure her that it is no part of my thinking to ask women to be “nice”. What they need to be is astute, and, as I have already said, they must forge alliances.

It is in the nature of mainstreaming that it seeks not only to head off problems and to uncover the contradictions between core policy-making and sector-based, compartmentalised or marginal gender-equality measures, but also to seize, and indeed to create, opportunities and thus, by reconciling the various players, to build on the broadest possible base.

c. Institutions

The third type of discipline required in a mainstreaming strategy is institutional.

Firstly, if mainstreaming means reorienting public policy generally, turning it into a seed-bed for change and overhauling it in order to reflect gender-equality concerns, then the bodies in charge of pursuing equality can no longer be situated in political and administrative backwaters. They need to occupy a central position, from which they can influence the seats of power and avoid being taken over, manipulated or gagged. To echo the representative of the European Women’s Lobby, they must be centres from which processes are launched and, when necessary, must be able to call to order the people in charge of policies, budgets and programmes, and to ensure that extra staff and funding are made available as needed and, most importantly, that mainstreaming is finally given its due in all government decision-making in every country.

The next step in a mainstreaming strategy is to determine the proper role of standard-setting instruments, in particular the law. As the spokesperson for Yannos Kranidiotis warned us, we cannot set too much store by these instruments, but neither should we under-rate them. This is all too clear in the fields of taxation, social welfare, the public service, school hours and use of time. Mainstreaming means getting used to negotiation, but not everything can be left to negotiation alone. The law must set its seal on ground that has already been won - and people should not find it disorientating or surprising. That is why it is useful for gender-equality experts with experience in all the relevant fields (sociology, anthropology and law) to participate in decision-making on public policy and legislative strategy.

Nor should we under-estimate the value of incentives to good practice for players in both the private and public sectors (tax relief for the former, and additional staff or funding for the latter).
Finally and necessarily, mainstreaming strategies must be put to the test, with the co-operation of - and under the scrutiny of - bodies sufficiently independent to ensure that only effective strategies “pass” and that ineffective strategies are recognised as such. Even if the independence of the evaluation body is beyond reproach, external input (from women’s organisations or other NGOs) may well be useful. Marina Gordeeva described her country’s experience with round-table forums. While these in themselves are no guarantee of success, a readiness to expose both policy making and policy evaluation to public debate may bring success one step closer.

3. PITFALLS

This leads me to our third theme - the precautions we must take to avoid pitfalls.

Truth to tell, I was tempted to use the word “dangers” here, but the unhappy experience of certain speakers who employed that term, thereby incurring opprobrium and accusations of defeatism from our Augsburg colleague, made me think twice. Let it be noted, therefore, that my theme is “precautions against pitfalls”, and I would justify that heading with reference to several of the presentations. From the first day, indeed, there was mention, in one form or another, of the precautions needed in the proper management of mainstreaming: Efi Beckou-Balta and Annelies Verstand-Bogaert both spoke of them, as did Teresa Rees, in her workshop, and Walter Van Dongen (for what a mere man’s view is worth).

As I see it, there are three types of pitfall to be avoided: token mainstreaming, off-the-peg mainstreaming and mainstreaming so ambitious as to be unachievable.

a. Token mainstreaming

The first potential pitfall is when the existence of a mainstreaming strategy becomes a pretext for rejecting any other means of promoting gender equality, or for manipulating the gender-equality issue to serve other purposes. In the latter and more damaging scenario, mainstreaming has more or less the opposite effect to that intended. Theologians might call it malign inversion. Under this casuistic approach, instead of gender equality permeating through public decision-making, things are so arranged as to make it seem that public-decision-making is oriented towards gender equality, whereas in fact gender equality is at the bottom of the agenda (though it may get star billing when necessary).

Obviously, mainstreaming must not be seen primarily as an excuse for abandoning efforts on other fronts. The other fronts in question are the battle against discrimination and the pursuit of positive action, and the point was made in presentations to several working groups that both these approaches can - and in some cases should - form part of mainstreaming strategies. Clearly, such strategies must sometimes rely on, or be coupled with, positive action.

This brings me to the points made just recently by Ms Paraskevi Christofilopoulou and several Greek speakers including Ms Marangopoulos, echoing
the general warnings that I mentioned above. It is out of the question that, under the
cover of mainstreaming, we should abandon strategies that have begun to bear fruit
and ought therefore to be consolidated. Mainstreaming cannot mean turning our backs
on such strategies. The two approaches should go hand in hand.

Nor should mainstreaming mean losing sight of the objective of gender
equality, in order to resolve other community problems. An extremely interesting
discussion on this point took place yesterday following the report from Quebec on
elderly people. (I was not present but the debate was reported to me and I sensed the
thrust of the arguments in the papers I read.)

The practice of gender analysis, as followed in Quebec, reveals that natural
carers are, as a rule, women; that elderly people, and people with disabilities too, are
frequently in the care of women; and, indeed, that they themselves (following a
generations-old pattern) require their care to be provided by either daughters or
sisters. Next, we observe that paid carers are also women, and we recognise that the
situation could change if the right policies were put in place. But were the analysis
less rigorous, we could easily envisage proposals to replace the natural carers by
exclusively female paid carers, in the name of creating job opportunities for women of
certain social strata. To take such a course of action would be a perversion of
mainstreaming, an example of policy-makers flying the flag of gender equality but
actually marching to a different drum.

In the Council of Europe Group of Specialists on Positive Actions, we have
produced similar analyses of the pitfalls involved in implementing certain measures
without due consideration - measures such as parental leave, strategies to increase the
representation of one sex or the other, and certain systems of bonus payments that
may appear worthy but are often ill-founded. We must therefore be highly vigilant.

b. Off-the-peg mainstreaming

We should be even more wary of mainstreaming strategies that are patently
based on a series of ready recipes. I believe I am right in thinking that the Italian
delegate (mentioned above) deliberately gave her presentation the provocative title
“Mainstreaming recipes” in order to convey the idea that certain, somewhat
backward-thinking people instinctively reach for recipes when it comes to women’s
issues.

I realise, of course, that what our Italian colleagues were proposing is a set of
good practices and it is generally understood that - just like recipes - these cannot be
applied in different national and socio-cultural contexts without taking numerous
precautions. Several speakers made this very point. There is no universally valid
recipe (in the basic sense of the term), because attempts to export solutions tried and
tested in one country have generally failed. Comparing experiences and adapting
successful concepts from one country to suit the national context of another is quite a
different matter from seeking to reproduce solutions without regard for the different
contexts. Of that much we are all convinced.
c. Mainstreaming so ambitious as to be unachievable

Finally, there is a third pitfall, and my observations here will lead on to my conclusion.

Gender mainstreaming is by definition ambitious. Because gender equality, while not subsuming every other question, is in itself a major issue for civilisation, it is only to be expected that mainstreaming projects will raise some extremely complex problems. For example, on the first afternoon that the working groups met, we discussed, in relation to the Norwegian project, the content of boys’ and girls’ dreams. We took a cautious, or restricted, approach to the question of why boys dream of certain things and girls of others: to what extent are history or traditional role patterns responsible, and what is the influence of role changes, with the opportunities and constraints that they entail? Obviously such questions are of universal relevance, but although we must discuss them, we should be wary of becoming bogged down and losing our bearings.

It is also to be expected that mainstreaming will address not only the issue of gender equality generally, but also questions of equality between specific groups of men and specific groups of women, and of equality or inequality among women. On this point, it was very useful to hear Ms Ndioro Ndiaye’s impassioned comments about migrant women, a subject that we may have tended to overlook. Ms Ndioro Ndiaye reminded us that, through a combination of the gender inequality inherent in their own cultures, on the one hand, and host countries’ laws on residence and the right to work, on the other, these women are doubly devalued by virtue of their sex; as a rule, when a migrant woman’s marriage breaks down, she finds that her residence permit depends on her husband, and only in very rare cases will it be a straightforward matter for her to stay in the host country, for although northern countries are concerned (or make a show of concern) about the situation of women from the South - to such an extent that they sometimes overlook important cultural and historical factors - they do not always take the further step of reflecting that concern in the application of their immigration and social welfare policies. Obviously, such a step would have to be properly considered and translated into legislation or regulations, and not every country is prepared to make the necessary effort.

It is therefore clear (and I could cite other examples) that considerable issues are at stake. How can we address them all adequately? As several speakers said, the only formula for keeping our bearings is to select priorities, and indicators that give expression to those priorities, and possibly also to identify certain key questions by which the issues are determined. I believe a number of speakers put their finger on key factors. Annelies Verstand-Bogaert (once again), quoting fellow-countrywoman and trail-blazing feminist Joke Smit, and also Teresa Rees, Walter Van Dongen and the European Women’s Lobby all pointed out that one key question is that of time - family time, work time, men’s time, women’s time, and the overlap between them all, which a French author has called the “interface” between work and home life. Indeed, it is generally accepted that one of the main challenges for gender equality, and thus for mainstreaming (as the only effective means of achieving that equality) - provided there is no distortion of either the aim or the means - is to break with the tradition whereby women function as reservoirs of time for other people. To use what I consider a highly expressive metaphor, we must break with the image of the sand-
glass woman. Just as time, in the form of sand, trickles out of a sand-glass, so it trickles away from the sand-glass woman, because her time is not her own. Other people have a prior claim on it. But breaking with the image of the sand-glass woman means dealing simultaneously and thoroughly with very complex issues such as the length and structure of working time, social welfare provision and the tax system.

Organising a mainstreaming strategy around one or more key issues does not mean lowering standards: in fact, the reverse, because it requires an understanding of social interactions and increasingly intricate planning and evaluation. All this means there may be a good case for using models, provided, of course, that they reflect the complexity of the problem at issue and do not caricature the relations between the variables, or leave too many of them out of the equation.

Conclusion

I shall conclude by restating my belief - which most of you share, I think - that mainstreaming can be a very precious tool in the pursuit of gender equality and in the transformation of gender relations which that entails, on condition that we do not use the term “mainstreaming” to describe strategies that are not mainstreaming or are perverted forms of it, in which the aim of gender equality, instead of being the priority, is subordinated to other public concerns.

Without wishing to pre-empt Ms Dinsdale, who is to speak on this point before lunch, I would say here that the Council of Europe may well have a vital role to play in keeping us on the right track, and also, through its standard-setting and other activities, in encouraging national initiatives. As Ms Marangopoulos so vigorously demonstrated in the book she mentioned, international law can be a very important basis for national initiatives. International law does not seek to ride roughshod over national perceptions, but it can be a useful and sometimes necessary catalyst to consciousness-raising among decision-makers, to use the felicitous phrase of our Cypriot colleague Ms Varnavidou. As a rule, consciousness-raising is a process that takes place in the most deprived sectors of society (the experience of South America comes to mind), but in the field of gender equality it would seem that certain types of decision-maker are still among the most deprived in society, at least intellectually. Anything that serves to raise their awareness is therefore to be welcomed, and we welcome the fact that the Council of Europe will play a part in the process.

Thank you for your attention.
Closing speech by Jane Dinsdale, Deputy Director, Directorate of Human Rights

Madam President,

Ladies and Gentlemen,

Firstly, on behalf of the Secretary General, I wish to convey our profound sympathy to the Greek Government and the families of the victims of the tragic accident which cost the lives of Minister Kranidiotis, his son and collaborators this week. Minister Kranidiotis will be remembered in Strasbourg for his active part in the recent Greek Chairmanship of the Committee of Ministers, as well as as a former colleague.

Secondly, I wish to express our deep sympathy to the Greek and Turkish participants following the tragic earthquakes which have recently hit their countries and have cost so many lives and caused so much injury and suffering.

In such an idyllic setting as this one, it is difficult to contemplate such tragedy and suffering. But let this Conference also be a moment of remembrance for the victims of such tragedies.

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I have listened with great interest to the conclusions and recommendations emerging from your two days of work.

In this context, allow me to extend to you, Madam President, and to your collaborators, our warmest appreciation for the excellent initiative your authorities took to hold this event and for the exemplary manner in which it has been organised.

I should also like to extend our gratitude to the Rapporteurs, the Presidents and the General Rapporteur for their masterly conduct of the discussions and summing-up of the results of your work. These will be important for our future work in the Council of Europe, and I am confident that they will also be of great value to you all in your policy work at the domestic level.

What is at issue here is the future of our European societies: gender equality is inextricably linked to democracy and democratic stability. Gender equality is not just a matter of numbers or statistics, it is above all a matter of what kind of society we wish to achieve and its modus operandi.

Gender mainstreaming will be a crucial element in moving towards better, more inclusive societies in which the talents, skills, interests, rights and needs of both women and men are optimised and taken into account for the benefit of society as a whole.

I shall return to this point, but since the end of a Century is always a time for stocktaking, I would first pause on how far we have advanced in terms of women’s rights and gender equality and what we may expect for the near future, seen from the microcosm of the Council of Europe’s own work in the field.
The turn of the century is marked by two important anniversaries for the Council: in 1999, the 50th anniversary of the Organisation; in 2000, the 50th anniversary of the European Convention on Human Rights.

In those early days, 50 days ago, the question of women’s rights and gender equality was not even an issue to be contemplated on the Council’s agenda and even less so as a human rights issue to be addressed in such legal instruments as the Human Rights Convention. One only needs to consider the phraseology of the Convention – the “he” and “his” usage clearly demonstrates this.

Today, some 50 years later, we can only but acknowledge that there have been some significant advances not only in the status and roles of women, but also in attitudes regarding women’s rights and gender equality.

It is also true that women continue to be marginalised in a male structured society and women’s rights are still flagrantly violated as the crisis related to Kosovo has brutally brought to light. We still have a long way to go to achieve the kind of inclusive society I mentioned.

And yet, notwithstanding the obstacles, the pitfalls, the failures and even the steps backwards, I believe that, globally, the process is irreversible and that, as we step into the 21st century, we may be able to move closer to achieving that society. Naturally, it will take time and the speed at which we move will be dictated by various factors, not least of which political will.

I say this on the strength of my own experience of working with women’s rights and gender equality in the Council of Europe. Indeed, 1999 also marks another anniversary: that of 20 years of intergovernmental cooperation in the field of gender equality.

When the Council of Europe first took up the issue of the status of women in 1979, it tended to be a subject of derision outside the framework of the specialised body set up to deal with the issue. By the mid-eighties, although the faint smiles were still in evidence, it began to be politically correct to talk not just about the status of women but also about equality between women and men. The proviso is that the matter was still perceived exclusively as a women’s issue and the approach was one which tended to assimilate women with men, rather than recognise them as full actors in their own right.

In parallel with that development, the Court of Human Rights began to issue a number of rulings (notably Airey and Marckx) which gave recognition to the fact that women were also entitled to respect for their human rights.

By 1989, year of the 40th anniversary of the Council, there was a marked shift of emphasis in the approach to women’s rights and gender equality which was itself a reflection of the evolution of thinking on these issues in the member States. Since then, over the last decade, a significant change of perspective has been taking shape,
of which gender mainstreaming is one of the ramifications. It is thanks to this new perspective that we can be reasonably optimistic for the future.

Some ten years ago, the Council’s Committee for Equality (CDEG) was attached to the Directorate of Human Rights as a result of the political will to place its work squarely within the human rights perspective. At the same time, in order to highlight the close inter-linkages between gender equality and democracy, the Committee of Ministers adopted a Declaration on Equality between Women and Men in which it affirmed that gender equality is a *sine qua non* of democracy.

Conceptually, today, this may seem to be a truism. But ten years ago both these initiatives marked a novel and more positive approach by clearly placing equality within the mainstream of human rights and by recognising women as full actors in democratic processes alongside, and on an equal footing with, men.

These ambitious ideas were concretised when the notion of parity democracy was launched as a new strategy, as well as a proposal to embody the principle of equality between women and men in a Protocol to the Human Rights Convention, so as to give legal expression to this notion.

Although both these issues were the subject of heated and controversial debates for a number of years, we may note that, today, the concept of parity is widely recognised, as is borne out by the Declaration adopted by the 4th European Ministerial Conference on Equality held in Istanbul in November 1997. Although not easy to implement in some countries, it is now widely accepted that women must take a full part in decision-making processes and that this is a factor of stability within society.

As for the legal expression of parity, progress is more difficult, perhaps because the implications of bringing such a right within the collective enforcement machinery of the Convention were all too evident from the outset. Such a justiciable right would have meant that States could be held accountable for failure to lift subsisting inequalities in a wide range of spheres and might be required to take positive action to ensure effective enjoyment of the right to equality. Although the proposal for such a Protocol was turned down after careful consideration, it triggered off a new process to draft a Protocol embodying an autonomous general clause against discrimination. The positive benefits of such a clause from the gender equality perspective cannot be denied, especially since we now have more women in the Court of Human Rights, even though the original ambition of a specific Protocol would have been a more effective tool for accelerating *de facto* equality. The drafting of the non-discrimination Protocol is now in its final phase prior to final consideration at the political level. The timing is important as it is difficult to justify such a lacuna in the Convention as we step into the 21st century. We must therefore seize the opportunity now and exert whatever influence we have to ensure that Governments adopt the Protocol and, in so doing, send a significant message to their own constituencies.

Gender mainstreaming is a natural spin-off of the new approach to gender equality initiated some ten years ago. The fact that gender mainstreaming has received political backing from such bodies as the Committee of Ministers, is now widely acknowledged as an essential instrument for injecting the “gender perspective”
into policies and practices at all levels, as well as the fact that the necessity of such a “gender perspective” is gradually being recognised, are welcome signs of further progress. The challenge today is to move from official declarations to effective implementation, i.e. from paper to practice.

Naturally, progress is never as rapid as we would wish and we may feel frustration about the fact that the gender perspective is only slowly permeating people’s minds, that male structures and hierarchies are only gradually being put into question. But the important point is that this is happening nonetheless.

* * *

Madam President,
Ladies and Gentlemen,

This last decade has been a period of political upheaval and change throughout the European continent. During such upheavals, it is easy to push gender issues into the background, to be tackled once the more urgent problems have been resolved. Although this happened to varying degrees in many Central and Eastern European countries undergoing transition, there has been in parallel a growing awareness that gender issues are a key component in any democratisation and stabilisation process.

The crisis related to Kosovo – where women in particular were the victims of violence and conflict – has brought this starkly home to us, in the wake of the wars in other parts of the region.

It is evident that efforts to foster stability in the region of South Eastern Europe as a whole must necessarily include women and their concerns and needs. It is thus essential to the democratisation and stabilisation process in the region both that the gender perspective be mainstreamed into this process and that specific gender issues be taken on board in the immediate post-conflict stage, as well as in the longer-term stabilisation process.

The Stability Pact for South Eastern Europe, adopted in Cologne in June this year, is now taking shape. The inaugural meeting of the Regional Table in Brussels on Thursday adopted the work plan for the Pact, spelling out the areas to be covered and initiatives to be carried forward to achieve the Pact’s objectives of peace, democracy, respect for human rights, economic prosperity and, hence, stability. The Council of Europe, as a participant organisation, will mobilise its instruments, capabilities and resources, in cooperation with others, to facilitate the achievement of those objectives.

From the gender perspective, the Stability Pact is both a window of opportunity and a challenge, the ramifications of which will extend beyond the region. I was therefore particularly pleased to see that this Conference – by accepting the Statement on gender mainstreaming in the South Eastern Europe stabilisation process – has sought to seize the opportunity and address the challenge. I am confident that the concrete proposals put forward in the Statement will not fall on deaf ears in the competent structures of the Pact. I, for my part, and Ambassador Garajova will bring your proposals to Strasbourg with a view to identifying specific initiatives and
projects which could be carried forward by the Council of Europe in cooperation with other institutions and organisations.

To conclude, we still have a long way to go but we are nonetheless on the right track. There is a growing perception that gender equality needs to be taken seriously because otherwise our societies will not function as they should. It is our challenge to find ways to ensure that that perception is translated into commitments and concrete action. Mainstreaming will certainly be one of them.

Thank you for your attention.
APPENDIX I

ATHENS STATEMENT
ON INTEGRATING THE GENDER PERSPECTIVE
IN THE SOUTH EASTERN EUROPE STABILISATION PROCESS

The participants in the Conference “Gender mainstreaming: a step into the 21st Century” held in Athens from 16 to 18 September 1999,

Welcoming the Stability Pact for South Eastern Europe adopted in Cologne on 10 June 1999;

Noting that the Stability Pact aims at strengthening countries in South Eastern Europe in their efforts to foster peace, democracy, respect for human rights and economic prosperity, in order to achieve stability in the whole region;

Acknowledging that the Council of Europe, as a participant organisation in the Stability Pact, has a range of instruments, capabilities and resources which can be mobilised to facilitate the achievement of the Pact’s objectives;

Welcoming the inaugural meeting of the Regional Table of the Stability Pact in Brussels on 16 September 1999 and the approval of the work plan for the Pact, spelling out the areas to be covered and initiatives to be carried forward by the Pact’s Regional Table and three Working Tables;

Considering that women, in particular, have been victims of conflict and violence in the region and that the stabilisation process must include women and their concerns;

EMPHASISE therefore that it is essential to mainstream the gender perspective in all such areas and initiatives as an integral component of the South Eastern Europe stabilisation process, so that the needs of women in the region can be catered for and their contribution to the process facilitated;

EMPHASISE also that, alongside mainstreaming, there is a need for specific gender-related initiatives in the region and noting in this respect that the Work Plan of the Regional Table embraces a number of gender-related areas and initiatives;

ACKNOWLEDGE that the Council of Europe, in view of its body of accumulated experience and pioneering activity on gender issues, is particularly well-placed to contribute towards initiatives and projects to be carried forward in those areas, in co-operation with other institutions and organisations as well as with regional co-operation structures;

CONSIDER that the Council of Europe’s contribution might focus in particular on the following:
I. **Women’s participation in the political process of the region**

Facilitating women’s participation in the political process of the region, with special emphasis on women’s participation in conflict resolution and stabilisation within the region, notably through awareness-raising, empowerment training, exchange of good practices, support for civil society initiatives including minority women’s groups, as well as intra-regional NGO networking.

II. **Establishment of institutional machinery and legislation to promote equality**

Promoting the elimination of gender bias in legislation through gender screening of existing and future legislation in the region and legal assistance for the adoption of specific equality legislation and the establishment of national machinery to promote equality. Special focus to be given to cultural and other stereotypes in the region regarding women’s and men’s roles perpetuated in existing sectoral legislation, mechanisms and practices.

III. **Combating violence against women**

Developing multi-faceted strategies to combat violence against women in the region, notably through prevention and awareness-raising, legislative support, practical strategies and exchange of good practices within the region, in particular as regards support for victims and training of specialised personnel. Special attention to be given to violence against women in conflict situations and to cultural and other obstacles to tackling this problem.

IV. **Combating trafficking in women and young girls for sexual exploitation**

Combating trafficking in women and young girls, which is particularly prevalent in the region, through a project for the region as a whole including countries of origin, transit and destination. Special emphasis to be placed on the legislative framework and other mechanisms (such as regional police cooperation) to eradicate the phenomenon as well as on prevention and awareness raising, training of professional groups (police, teachers, social welfare officials, etc.) and on assistance for and protection of victims.

**EMPHASISE** finally the importance of mainstreaming the gender perspective into the evaluation of the impact of initiatives carried forward within the Stability Pact, so as to ascertain their effectiveness in integrating women’s needs and contribution in the stabilisation process within the region.
APPENDIX II

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