

Created at community level, municipalities, public and private entities are free to join these Social Networks. Their purpose is to promote a collective consciousness about social problems and contribute to stimulate resources and agents to facilitate solutions for optimizing action oriented resources at local level. By creating new forms of joint efforts in each community, all the actors can move forward in the definition of priorities and plan the collective efforts in an integrated way by building up new types of partnership between public and private entities operating in the same territory. These partnerships are based on equality between partners, on dialogue, and on building consensus around the goals and actions implemented by the various local agents. The programme of the Social Networks aims at fighting poverty and social exclusion in a perspective of social development promotion. At municipal level these Social Networks take the form of Local Councils for Social Action (CLAS).

The Decree/Act no. 115/2006, of 14 June established the principles, purposes and objectives of the Social Network, as well as the constitution, functioning and mandate of its bodies. It establishes five principles of action, namely to guarantee the coherence of its intervention strategy – Integration, articulation, subsidiarity, innovation and, for the first time, gender equality. The principle of gender equality establishes that planning and intervention must integrate a gender dimension in measures and actions and in their impact assessment. They must ensure therefore an articulation with the National Plan for Equality. Local Councils for Social Action (CLAS) integrate the local Counsellors for Gender Equality, when they exist.

CHAPTER IV – Conclusions and recommendations

Although apparently neutral, political decision-making has different effects on the living conditions of women and men. Mainstreaming a gender equality perspective in all policy areas is a long process, calling for the implementation of a deeply rooted culture of gender equality in society and in its institutions.

Gender equality is a goal that cannot be reached by the means of written political commitments or by the means of wishful thoughts alone. Its implementation cannot rely upon voluntarism alone. Building a society where gender equality is a reality is a goal that has to be pursued with persistence and to which resources and legitimacy must be conferred, for the obstacles met are many.

4.1. Conclusions

In Portugal, a low degree of gender awareness continues to prevail within the Public Central Administration structures and among decision-makers. Few issues are considered by these main actors to require a gender analysis.

Because legal measures have been designed to deal with discrimination, decision-makers still tend to deny the need for a gender assessment, which would expose the causes and factors tending to perpetuate gender-based inequalities.

Beyond having reached the phase of mainstreaming gender equality in all policy areas, it can be said that Portugal has striven for setting up some of the main prerequisites for gender equality mainstreaming and is now undergoing the process of evaluating the implementation of this strategy.

The study shows that gender equality mainstreaming is not yet part of the decision-making process of the majority of institutions in the Central Public Administration in order to guarantee that what happens in the political arena and in the social life takes into account and is determined by the goal of attaining a *de facto* equality between women and men.

In spite of the formal commitments assumed under the II PNI, there is no evidence so far that the political institutions committed to its implementation show a special sensitivity to the importance of mainstreaming a gender equality perspective in their specific policy areas.

Aside from the area of education there is not, in general, one single policy area where we could find an effective and ongoing:

- Planning taking into account gender equality, which should be understood as an approach that seeks explicitly to integrate in all the phases of the decision-making process, at all levels, in a continuous and systematic way, a gender equality dimension in its policies and actions;
- Monitoring of the gender equality mainstreaming, i.e. the creation of procedures that ensure the promotion of gender equality and the absence of potentially negative effects in terms of gender that might derive from the policies adopted.

Two National Plans, National Plan for Employment and National Action Plan for Inclusion have nevertheless produced an analysis and evaluation of the policies and programmes with respect to the application of gender-related criteria.

4.2. Recommendations

Framework

Ensure that the national mechanisms for gender equality are consulted whenever laws and/or policies are being prepared, followed-up or monitored in order to verify if they fully take into account the gender equality dimension (gender impact assessment of legislation).

Ensure that all the statistics referred to individuals are disaggregated by sex.

Develop gender-sensitive indicators in all policy areas and integrate in national systems of statistics all the indicators adopted by the EPSCO Council for the follow-up and monitoring of the critical areas of the Beijing Platform for Action.

Ensure that Ministries of each policy area are responsible for the implementation of a gender equality analysis in their area and that decision-makers at all levels use it as grounds for decisions in all phases of the decision-making process.

Ensure commitment and accountability at the highest level by fully involving the ministers of each policy area in the process of mainstreaming gender equality and by making them accountable for progress achieved or lack of progress.

Reinforce the gender equality evaluation mechanisms in the current national Plans, both in vertical policy domains (for example Employment Plans), and in horizontal domains (for example, Social Inclusion Plans).

Ensure that public financing of public, private or associative institutions is only attributed to those who integrate gender equality in their goals, activities and in the evaluation of the initiatives presented for financing.

Ensure that National Plans for Gender Equality contain clear objectives; time-limited quantified goals and actions, institutions responsible for their implementation together with indicators.

Coordination and support structure for mainstreaming gender equality

In the national mechanism for gender equality

Create a structure in the national mechanism for gender equality aimed at coordinating and supporting each Ministry in the process of mainstreaming gender equality. In order to render its work more effective, the members of this structure should have a good knowledge of the policy areas they are responsible for and have the necessary time to carry out this task.

Make available instruments and materials to support stakeholders' work in the field of gender equality mainstreaming.

In the Ministries

Create structures in charge of mainstreaming gender equality in each Ministry and guarantee a stable nomination of Counsellors for Gender Equality and teams assuming those functions. These structures would work under the direct dependence of Ministers.

Pay particular attention to the profile of Counsellors for Gender Equality and respective Teams as well as to their recruitment in order to avoid frequent turnovers, guarantee they are in a strategic position in their Ministry and possess the skills that will allow them to fully accomplish their mandate.

Establish clear and direct channels of communication between Counsellors for Equality and top decision-makers in each Ministry.

Produce a clear definition of the mandate and functions of the Counsellors for Gender Equality and of Teams in each Ministry, together with the identification of the respective necessary skills and promote their official recognition both at national and Community levels. Whenever possible give it a legal basis. At Community level envisage the involvement of the European Centre for Development of Vocational Training (CEDEFOP) in this task.

Ministerial Counsellors for Gender Equality and respective Teams should have their own status and mandate, legally established in a clear way and with an explicit content allowing them to intervene in their Ministries. They should be given political support and resources in order to be able to fully accomplish their functions.

Make the mandate and functions of the Counsellors for Equality and of respective Teams known and recognized at all levels inside each Ministry, especially by managers, in order to give legitimacy to their role.

Integrate gender equality and the mainstreaming of gender equality in the goals of each Ministry and in the action plans of their departments and services in order to give the Counsellors for Gender Equality and respective Teams a clear legitimacy to propose the change of processes and to require their colleagues' work. Lastly, integrate gender equality and the mainstreaming of gender equality in the organic law and Action Plan of the General Directorate from which the Counsellors for Gender Equality depend.

Training

Guarantee that all civil servants responsible for the implementation of gender equality mainstreaming receive basic initial training defined on the basis of the skills associated to their function.

Promote their in-service training.

Train senior managers in Public Administration – Director-Generals, Heads of Departments, and Heads of Divisions, since they can allow the implementation of gender mainstreaming, facilitate it or promote it.

Certify the quality of training given in the field of gender equality and gender equality mainstreaming.

Introduce main gender equality concepts in training in order to produce a common understanding and a gender equality culture in each Ministry.

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APPENDIX 4: IN-DEPTH STUDY OF SWEDEN

GENDER MAINSTREAMING IN SWEDEN'S
GOVERNMENT ADMINISTRATION



*Implementation of Gender
Mainstreaming at
Governmental Level in the
EU Member States*

Sweden

Maria Stenman

2006

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Chapter 1

There is a great need for transparency in gender equality terminology. Some key terms will therefore be defined.

Gender equality is, in short, the desired aim. The overall objective of Swedish gender equality policy is that “*Women and men shall have equal power to shape society and their own lives.*”

Gender equality policy The Government’s gender equality policy has three important points of departure: the national objectives for gender equality, that fact that gender mainstreaming is the strategy of choice to achieve these objectives, and the fact that the objectives are intended to help to break down the gender power structure that characterises modern society.¹

Gender power structure There is a structure, or social system, in society that maintains unequal power relationships between women and men. In this structure, women as a social group are subordinate and men superior, and men are the norm. This gender power structure entails systematic subordination that results in the weaker social, economic and political position in society that women in general have compared to men.²

Gender mainstreaming Gender equality policy depends on other policy areas in order to achieve its objectives, and gender mainstreaming is the strategy to reach other policy areas. 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.³

Gender budgeting Gender budgeting is an application of gender mainstreaming in budget processes. It entails a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budget process and the restructuring of revenues and expenditures in order to promote gender equality.⁴

Sex-disaggregated statistics All statistics based on individuals should constantly be disaggregated with sex as a basis for desegregation. There is a difference between using sex as a basis for desegregation and as a variable. A variable can be varied, you can add it or take it away. A basis for desegregation, on the other hand, is constant.

Gender perspective A gender perspective is about making women and men visible. It could, for example, involve presenting statistics or other data in a gender-disaggregated way, or analysing the consequences of a situation for women and men.

Gender equality perspective A gender equality perspective is related to the gender equality objectives. When a gender equality perspective is applied, an analysis is made of sex-disaggregated statistics or the other data in relation to the gender equality objectives. It is important to differentiate between the gender equality perspective and the gender perspective, since gender equality as a policy area in competition with all the other horizontal issues is not able to make all the other policy areas relate their policies to the gender equality objectives. However, a gender perspective can always be demanded from the other policy areas.

¹ Moving ahead: Gender budgeting in Sweden

² Ibid.

³ Council of Europe, 1998

⁴ Moving ahead: Gender budgeting in Sweden

Gender equality policy

In May 2006, the Swedish Parliament (Riksdag) adopted the new national gender equality objectives proposed by the Government in its Bill *Power to shape society and your life - towards new gender equality policy objectives*.⁵ In the Bill, the Government also stipulates that gender mainstreaming is the strategy that is to be used to achieve the national gender equality objectives. The gender equality objectives were reformulated through the Government Bill. The main objective of the Government's policy is that "women and men shall have equal power to shape society and their own lives." The main objective also has subsidiary objectives:

- An equal distribution of power and influence. Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions for decision-making.
- Economic equality between women and men. Women and men shall have the same opportunities and conditions with regard to education and paid work that provide lifelong economic independence.
- An equal distribution of unpaid care and household work. Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.
- Men's violence against women shall come to an end. Women and men, girls and boys, shall have equal rights and opportunities to physical integrity.

In addition to this there are other gender equality objectives that the Government, or in some cases the Riksdag, has adopted in certain policy areas.

The action plan for implementing gender mainstreaming in the Government Offices

A plan was developed to address how the Government Offices should implement gender mainstreaming. The plan covers the period from 2004 to 2009. Every year the plan is supplemented with an annual action programme. The overall goal of the plan is that the Government Offices should be in the best possible position to make gender equality permeate the whole of Government policy.⁶ The focus is placed on four areas to reach this objective, and the areas are formulated in terms of objectives that are outcome objectives for the overall objective of the plan. This provides the structure of the plan.

Outcome objective one: The gender equality perspective is visible in decision-making because the gender equality perspective has been correctly and consistently implemented in the decision-making process.

Outcome objective two: Desk officers and managers in the Government Offices have good knowledge about gender equality, gender equality objectives and the central issues regarding gender equality objectives in their own policy area.

Outcome objective three: Gender equality analyses based on sex-disaggregated data and the gender equality policy objectives are part of the information in support of Government decisions.

⁵ Govt. Bill 2005/06:155

⁶ Dnr N2004/3108/JÅM

Outcome objective four: The Government Offices has well-functioning coordination regarding the gender equality policy issues, including support for the staff and the development of work by ministries on gender mainstreaming.⁷

Different indicators are linked to the outcome objectives, most of which are of a quantitative nature, which also makes them measurable. This also provides a natural hierarchy that acts as an incentive for the ministries. The problem with the hierarchy and the incentive is that the indicators may perhaps measure the activities in different ministries differently. Ministry activities differ from ministry to ministry and the indicators might be too static to account for those differences. So far only one follow-up has been carried out – in 2005 – but that is counted as a reference point because no effects of the work had been achieved at that time.⁸ The new follow-up is a work in progress. According to the Government's plan the annual action plans are intended to be built on the follow-up from previous year, but in practice the follow-ups and the annual action plans do not interact with one another.

The purpose of the Government's action plan was to guide implementation of gender mainstreaming by showing what objectives should be achieved and what measures should be carried out during a certain period of time. The action plan was intended to contribute to better conditions for the incorporation of the gender equality perspective in all stages of decision-making, by the actors normally involved.

The overall action plan identifies the outcome objectives in relation to the overall objective of the plan. The outcome objectives mirror the effect that the measures are intended to give. Instead the yearly action plan contains performance objectives that report what results (i.e. outputs, etc.) have been reached during the year.⁹

The Government's plan covers 6 years. During that period all the decision-making processes will be gender mainstreamed. An inventory of all the parts that are affected by gender mainstreaming work shows that the budget process including all of its different component parts (appropriation directions, the dialogue between the Government Offices and government agencies on objectives and results, the Spring Fiscal Policy Bill, and the Government Budget Bill, and regular gender equality analyses), Government Bills and Government Communications to the Riksdag, terms of reference for committees and inquiries and reports in the ministry publication series are to be gender mainstreamed. The inventory builds on the decision-making processes and supporting information for decision-making that are included in the Government's plan in terms of indicators. There are indicators for all of the outcome objectives. In addition to this, EU work is seen important, and consideration is being given to setting up separate indicators for EU work.¹⁰ The gender mainstreaming of the EU policy areas is now being inventoried in a working group under the Prime Minister's Office that is also trying to improve work on gender mainstreaming in EU cooperation.

The follow-ups

At the beginning of 2005 the first follow-up was made of the work on the Government's plan for gender mainstreaming the Government Offices. The follow-up mostly shows a reference point in work on gender mainstreaming since the effects of the action taken had not yet

⁷ Ibid.

⁸ The result of the follow-up will be presented further on in this chapter

⁹ See more about this later in the text

¹⁰ *The further work with gender mainstreaming in the Government Offices* memo 24 May 2005

become visible. The follow-up builds on data from 2004. The focus of the follow-up is on quantitative factors, and that is problematic in a sense since gender mainstreaming is about long term, qualitative processes that are hard to reduce to a quantifiable number.¹¹

Outcome objective 1

The result of the follow-up shows that 2 out of 49 policy areas have objectives at policy area level in line with the gender equality objectives. One policy area also has reporting requirements for their objective. There are 148 objectives on the programme area level, 11 of those are formulated in line with the gender equality objectives, and 4 of them had reporting requirements. Finally there are 616 sub-programmes, and 23 of those had both objectives and reporting requirements. The follow-up does not consider the quality of the objectives.

In the Budget Bill 26 per cent of individual-based tables were sex-disaggregated in the data from policy areas. In the proposed government budget with its annexes the corresponding figure was 46 per cent. Five of the policy areas have indicators in the Budget Bill that are consistently disaggregated by gender. 40 of the individual-based indicators are presented by gender, which corresponds to 58 per cent.

50 terms of reference for committees or inquiries have relevance for a gender equality perspective; 30 of them included gender equality formulations.

Outcome objective 2

During 2004 the Office of Administrative Affairs in the Government Offices arranged 16 training courses for the whole of the Government Offices in which the gender equality perspective would have been relevant; 4 of those course included elements of gender equality training. Over 1 000 ministry-specific training sessions were held during 2004; 7 per cent of them had elements of gender equality.

Outcome objective 3

The follow-up shows that 20 out of 41 relevant Government Bills contain a complete gender equality analysis. The figure for Government Communications to the Riksdag was similar: 19 had gender equality relevance and 8 of them had a complete gender equality analysis. Of 102 Swedish Government Official Reports with relevance, 82 contained a complete gender equality analysis. Of 35 reports in the Ministry Publications Series, 12 had a complete gender equality analysis.

Outcome objective 4

Cooperation in the IDA/JÄM inter-ministry group¹² was assessed by 8 of the 15 participating coordinators: four stated that the meetings functioned well, three stated that they functioned badly and one stated very badly. Support from the Gender Equality Division was also given the same responses, both concerning support from the Division as a whole, and also concerning support from the contact persons.

The questionnaire also had questions about budget coordination. One of the respondents said that budget coordination had been involved in gender mainstreaming to great extent, two stated to a sufficient extent, four stated to a small extent and one stated not at all. This cooperation was assessed as great by one of the respondents, as good by three and as bad by another three.

¹¹ Interview 1

¹² See more about this later in the text

The follow-up also included a questionnaire sent to desk officers who had participated in the *JämkasPO* training programme¹³ to measure how the support for gender mainstreaming is experienced. Less than 200 persons received the questionnaire, and 80 of them replied. 67 respondents state that they have participated in work on gender mainstreaming. Support from managers is assessed as very good by 10 per cent of the women and 17 per cent of the men and as good by 67 per cent of the women and 63 per cent of the men, while 24 per cent of the women and 21 per cent of the men describe the support as bad.

Support from gender equality coordination is described as very good by 33 per cent of the women and 35 per cent of the men and as good by 62 per cent of the women and 52 per cent of men while 5 per cent of the women and 13 per cent of the men experienced poor support.

Support in the form of training for work on gender mainstreaming is rated as very good by 10 per cent of the women and 9 per cent of the men. It is experienced as good by 67 per cent of the women and 61 per cent of the men and 24 per cent of the women and 26 per cent of the men responded that they received poor support in training while 4 per cent of the men experienced very poor support.¹⁴

The contents of gender mainstreaming work

The Government's action plan is intended to be a living and flexible document and it therefore contains a more flexible part. This is an annual action plan that builds on follow-ups and evaluations of the results from previous years. A contact person from the Gender Equality Division says that the annual action plans are a tactical contribution and an important form of support that can solve some of the ministries' difficulties and priorities.

Because a decision has been taken on gender mainstreaming in all policy areas during the term of office (according to Govt Comm.2002/03:140) and because objectives and indicators were to be identified on the basis of this analysis, the document corresponds to an annual action plan for the years 2004–2005. As the decision was made by the Riksdag, that policy document was very powerful.

Thereafter, the Government has adopted a new annual action plan for 2006.¹⁵ The annual action plan contains performance objectives, which are intended to be achieved before the end of the year. The new annual action plan focuses on continued work on gender mainstreaming of the budget process but also on work to include gender equality perspectives in the terms of reference for committees and inquiries, the first phase in the legislative process.¹⁶ According to the outcome objectives every policy area will set priorities for forthcoming work with gender mainstreaming and identify objectives and other actions for gender equality. The priorities have to build on an inventory of the policy area. There must also be a time schedule for the priority actions. The ministries also have to identify the reasons why every table and diagram with statistics about individuals is not presented, commented and analysed in a sex-disaggregated way. For the next Budget Bill, all statistics must be presented that way.¹⁷

¹³ See more about this later in the text

¹⁴ *The follow-up of the Governments plan for gender mainstreaming in the Government Offices for 2004* Memo 20 June 2005

¹⁵ Reg. no N2005/9289/JÄM

¹⁶ Ibid.

¹⁷ Ibid.

The Government Offices has two main processes, the budget process and the legislative process. As a first step, gender mainstreaming has concentrated on the budget process, where the pilot project has paved the way. As of 2006 gender mainstreaming will also focus on the legislative process. As a first step, terms of reference for committees and inquiries will be included, but in the longer run the plan is to also include Government bills.¹⁸

Coordination

The scope of gender equality coordination is defined as coordination, support and strategic development.¹⁹ The organised coordination of the implementation of gender mainstreaming mostly takes place at a civil servant level. The responsibility of the State Secretary for Gender Equality Policy is for coordination, and takes the form of state secretary letters and state secretary meetings and contacts on gender mainstreaming. At the political level there have been two state secretary meetings on gender mainstreaming per ministry. Such a meeting involves the State Secretary for Gender Equality visiting the state secretary for some other policy area and discussing progress in the implementation process. Two ministries have had three such state secretary meetings. When the state secretary is engaged in the implementation the issue is given priority. At many of the ministries the state secretary meetings on gender mainstreaming have resulted in constructive discussions about implementation of gender mainstreaming. The state secretary meeting is an important means of supporting gender mainstreaming. Other purposes are to provide information about the process, to stress the responsibility of ministry leaderships for gender mainstreaming work and to give feedback on the work in progress, establishing a dialogue. The state secretary meeting deals both with general questions and with specific issues for each ministry. The most recent round of meetings focused mainly on the necessity for the political leadership to ask for gender mainstreamed material, and for both the minister and the state secretary to ask questions about gender equality. During the first round of state secretary meetings, at the beginning of the process, very few opinions about the direction of future work on gender mainstreaming were expressed by state secretaries in ministries. The second round of state secretary meetings resulted in constructive discussions about gender mainstreaming in several ministries. Overall these meetings have contributed to the support given by political leaderships to gender mainstreaming work.

The State Secretary for Gender Equality Policy does not ask for anything specific, since every minister is his or her own minister of gender equality, and it is up to each and every one of them to evaluate their own gender mainstreaming work. However the State Secretary does intervene if indicators from the Division for Gender Equality show that nothing is happening in a ministry. That could result in a new agenda item at the state secretary meeting or in a discussion with the state secretary concerned. The State Secretary is also able to discuss these matters at the regular meetings of all state secretaries. It has happened that the State Secretary for Gender Equality Policy has taken direct contact with another state secretary on learning that something is not functioning.

The coordination function that has been built up around gender mainstreaming is partly between ministries and partly inside ministries. Every ministry has to appoint one or two

¹⁸ The 2007 annual action plan is supposed to focus on Government bills.

¹⁹ State secretary letter, 10 September 2003

coordinators at civil servant level. A state secretary letter pointed out the importance of the coordinators having knowledge and an overview of the ministry's programme.²⁰

At present there are 22 gender-mainstreaming coordinators in ministries, 14 are women, and 8 are men. The ministries have between one and four coordinators. Three coordinators hold management positions, one is a director of planning (assistant state secretary), and 2 are heads of division (deputy-director general). The other coordinators are mainly desk officers (9) or deputy directors (7). There are also 2 senior advisers and 1 special adviser. The conditions for the coordinators vary, since they are on different levels in their ministries. Some, but not all, ministries have specified the responsibility and duties of the coordinators in writing. At some ministries the responsibility of other actors in the gender mainstreaming process is also specified.²¹ In practice, the coordinator is a mailbox between the ministry and the Gender Equality Division. Other duties of the coordinator are to compile material from the ministry, arrange seminars, write ministry-specific action plans, and act as a discussion partner for the contact persons at the ministry.²² The coordinators are not responsible for carrying out, revising or approving gender equality analyses, or for implementing a gender equality perspective in specific supporting information for decisions. The responsibility for this rests with each civil servant working on the matter.

All ministries are responsible for setting up a functional organisation inside their own ministry.²³ How this has been done has varied between ministries.²⁴ Two ministries, the Ministry of Defence and the Ministry of Health and Social Affairs, already had an organisation for gender equality issues and did not have to make any major changes.²⁵ However, in most ministries a coordinating organisation had to be built from the ground.

The organisations in the different ministries are very alike. There are the coordinators and a group of contact persons from all divisions in the ministry. Thanks to this group the contact persons can spread information in every division. In many of the ministries the coordinator and the contact persons meet regularly. The coordinators are responsible for convening the meetings. Each ministry also prepares an annual action plan for work on gender mainstreaming. Around 150 of the 4 600 employees in the Government Offices are directly involved in work on gender mainstreaming. In most of the ministries the annual ministry-specific action plans are adopted by the management group. In a few cases by a minister or state secretary.²⁶

The coordinators from the ministries regularly meet the contact persons from the Gender Equality Division in an inter-ministry group (Ida/Jäm). The Gender Equality Division is responsible for running and convening the group. Meetings are held approximately once a month. In the IDA/JÄM group issues are raised for discussion and information is exchanged.

All coordinators have a contact person in the Gender Equality Division. During the first year each ministry had two contact persons in the Gender Equality Division as that task was spread over a large number of individuals. For the employees in the Gender Equality Division the

²⁰ Ibid.

²¹ *Compilation of answers for IDA/JÄM meeting about the role as a coordinator 5/4-06*, Minutes 3 April 2006

²² Interview 19

²³ State secretary letter, 10 September 2003

²⁴ Ibid.

²⁵ The earlier coordination in the Ministry of Defense was limited to the military unit, responsible for six agencies (state secretary letter 10 September 2003). The change was to also include the civil unit.

²⁶ *Compilation of answers for IDA/JÄM meeting about the role as a coordinator 5/4-06*, Minutes 3 April 2006

role as a contact person was another responsibility on top of their existing duties. That led to an increased workload that was substantially different from their regular duties. The consultative role differed from the previous and co-existing control role. That split the role of the contact persons, which thus did not function as planned. Some coordinators found it hard to use their contact persons for discussions. The contact persons were rarely visible at the ministries, and the coordinators were irritated that the Gender Equality Division was always a step behind in the process.²⁷ When the organisation was evaluated in May 2005 there was a desire for a change to be able to be better at running gender mainstreaming work. The new organisation took shape at the end of the summer.²⁸ Today five out of the 20 people in the Gender Equality Division work specifically on the gender mainstreaming process. These five people all act as a contact person for one or more ministries. The idea of the contact persons is that they should have a consultative role towards the coordinators, and support them in their work. This solution – working with contact persons – is a good alternative since all ministries have their own culture, differ from each other and handle gender mainstreaming in different ways. All parties seem to agree that the new organisation is better than the previous one. The contact persons feel that work on gender mainstreaming has high priority in the Gender Equality Division.

Jämstöd (Gender Mainstreaming Support)

In January 2005 the Government appointed a committee of inquiry, Jämstöd (*Gender Mainstreaming Support*), to support work on gender mainstreaming in the government administration.²⁹ Jämstöd's remit in relation to the Government Offices is to provide information about gender mainstreaming, to provide training in and develop methods for gender mainstreaming, and to create a forum for exchanges of experience of gender mainstreaming between public agencies.

Most training in gender mainstreaming in the Government Offices has been provided by Jämstöd.³⁰ Jämstöd has had development programmes for ministry coordinators and for the contact persons at the Gender Equality Division. They have also held training in and took part in the development of the JämkaSPO and JämkaSKOM methods. Nowadays Jämstöd directs much of their training at government agencies.³¹

Gender mainstreaming and other horizontal issues

There are many horizontal, or general, issues that challenge the classical division of the Government Offices by being dependent on other policy areas in order to carry out their policies. The main horizontal areas identified are child policy, public health, global development, disability policy, environment policy, integration policy, democracy and human rights, gender equality policy, regional development policy, action against economic crimes, total defence and youth policy.³²

However in practice, horizontal issues compete with one another for priority and resources. Many coordinators feel that this competition mostly concerns the horizontal issues that each

²⁷ Interview 14

²⁸ Interview 15

²⁹ Terms of reference. 2005:7, supplementary terms of reference 2006:1

³⁰ Govt Bill. 2005/06:155 p195

³¹ www.jamstod.se

³² ESV (National Financial Management Authority) 2003:30 p21ff

ministry owns. This is often described as being a case of “whoever screams most makes his or her voice heard, because the pressure of work is so heavy.”³³ That is why it is so very important to get the political leadership interested in the issue. Even media attention is described as having an impact on what issues are given attention.³⁴ The political leadership for gender equality policy justifies priority for the issue by saying that gender equality is an aspect of all the other horizontal issues. The horizontal issues are different power structures collaborating with each other.

There is a broad understanding that the politicians have a strategy (conscious or not) that is not to set priorities among horizontal issues. Setting priorities is not attractive because the horizontal issues are so fundamental. By giving priority to all horizontal issues the politicians seems capable of acting in a way that appeals to great parts of the public.³⁵

Gender equality differs from the other horizontal issues. A contact person at the Gender Equality Division says that gender equality policy is well-placed compared to the other horizontal issues, apart for environment policy, which has its own ministry. None of the other horizontal issues has an organisational structure comparable to the coordination of gender mainstreaming. Nor is there anything like the Government’s plan or the annual action plans for the other horizontal issues. Major resources have been invested in training in gender equality. The Gender Equality Division is a comparatively a large unit, and several people can work solely on integrating the perspective, which also has high priority in the Division, even though most of the staff working on gender mainstreaming are only employed on a project basis.

Chapter 2

The policy area of labour market policy is structured according to three programme areas, *placement services*, *special programmes* and *programme supervision, control and follow-ups*. Each programme area is also divided into sub-programmes.

Labour market policy area	Placement services	Labour market matching
		Delivering support to the most disadvantaged actors in the labour market
	Special programmes	Charge-financed activities, job services, Aske Training Centre and services exports
		EU-programmes
		Competence enhancement measures
	Programme supervision, control and follow-ups	Supervision and control of unemployment insurance
Evaluation and research		

Working on gender mainstreaming in the labour market policy area

³³ Interview 17

³⁴ Interview 14

³⁵ For example: Interview 13

Work on gender mainstreaming in the labour market policy area started with the appointment of a contact person by the head of division and with this person writing an analysis. To support work on the analysis the contact person attended a course at JämKAS PO. Today the policy area has two people who work together.

The contact persons from the different divisions at the Ministry of Industry, Employment and Communications³⁶ have had regular monthly meetings in a working group. Initially these meetings focused to a great extent on the analytical work and later they focused on the work related to preparation of work plans for the divisions. But the meetings also include exchanges of information, and the group also plays a supportive role when the job gets difficult and heavy. Apart from this, the contact persons have had frequent contact with the gender mainstreaming coordinator at the Ministry of Industry Employment and Communications.

The gender equality analysis

The gender equality analysis of the labour market policy area has been recognised as a good analysis by contact persons at the Gender Equality Division. The gender equality analysis in this policy area was written in the “competence enhancement measures” sub-programme of special programmes. Both the overall objective of gender equality policy and all sub-targets are relevant to this sub-programme.

The analysis shows, among other things, that men are over-represented in the most effective labour market programmes – those that are most similar to ordinary jobs and often lead to regular jobs. Women are instead over-represented in preparatory measures that less often lead to permanent jobs. The analysis also shows that men receive a larger share of the resources devoted to labour market policy measures. Looking at labour market training, the analysis shows that women are over-represented in training fields with low per-capita costs, while men are over-represented in those with high per-capita costs. One conclusion of this is that the Swedish Labour Market Administration (AMV) must review the gender distribution of the various programmes and the cost of measures to achieve a fairer allocation of resources and better-quality courses that, to a greater extent, lead to permanent jobs for women, too.

One of the difficulties in all analytical work is drawing conclusions. Data can be questioned in different ways. Statistics highlight an outcome but the causes of or the background to the outcome often remain speculative. The way the statistics are defined and how the causes are interpreted then affect the possibilities of implementing different measures, in the sense that different problems have distinct solutions. Different interpretations of how to view a particular problem (and whether it is a problem at all) generate different proposals for measures. The conclusions of the gender equality analysis were not shared by everybody in the Division. The issue was not given enough scope and therefore the discussions never took place. At first this resulted in no measures being taken. After some time had passed and some input had been made to raise the issue, some measures based on the results of the analysis were implemented but still without any direct discussion.

Results of the gender mainstreaming activities and the gender equality analysis

³⁶ Mainly females

- Working with gender mainstreaming in the labour market policy area has resulted in that the inclusion in the Budget Bill of text stating that differences in relation to gender occur within the area and that the Labour Market Board shall monitor this.
- The analysis resulted in AMV being given the task, in its appropriation directions for 2006, of showing to what extent the tasks of this agency – the active use of the placement services and special programmes for the purpose of decreasing gender inequalities in the labour market – have been fulfilled.
- AMV has also been assigned the task of using placement services and special programmes more actively with the purpose of decreasing gender inequalities in the labour market and of increasing women's and men's possibilities of applying for jobs outside of the traditional frameworks.
- The Labour Market Board has been assigned the task of integrating a gender equality perspective by consistently highlighting, analysing and considering women's and men's respective conditions in relation to the gender equality policy objectives in placement services and special programmes at both national and regional level. In its annual report the Labour Market Board shall give account of measures implemented in order to integrate the gender equality perspective and break down the gender segregation of the labour market in its placement services and special programmes. In order to integrate a gender equality perspective in the agency's activities, the Labour Market Board has been given the task of ensuring that managers and staff of the agency have basic knowledge of gender equality, including the gender equality issues in their own areas of responsibility.

Development of gender mainstreaming activities at the Labour Market Division

After finalisation of the gender equality analysis, work has focused to a great extent on information activities. At first there was no real reaction to the information delivered at the division. The analysis was handed out and presented but was immediately forgotten. After some input by the contact person and the coordinator of the Ministry the analysis was brought up again after some time. The analysis was presented at a meeting of the Division and also to the state secretary.

The responsible minister was also given a presentation of the analysis. It was made together with analyses from two other policy fields to the Minister for Employment, Mr Hans Karlsson. This took place at the initiative of the officials themselves and Mr Karlsson gave a very positive response and showed great involvement in the issue. The same presentation was then held on another occasion, a breakfast meeting, where more ministers were present, including the Minister for Gender Equality. At this morning meeting the presentation was introduced with a speech by Mr Thomas Östros, the Minister heading of Ministry, which also gives authority to the issue. Gender mainstreaming activities in the policy field are considered to have improved after the above-mentioned presentation.

Sex-disaggregated statistics in labour market policy

Gender mainstreaming in the labour market policy area has dealt to a great extent with statistics and analysis. Delivering and working on the basis of sex-disaggregated statistics is

an old ambition that has only been placed in focus in the past year. In line with the annual action programme all statistics based on individuals must be sex-disaggregated.

In relation to the labour market policy area it was the contact person at the division who tried together with a colleague to introduce this methodology in work related to the Budget Bill for 2006. In dealing with this work the contact persons had intensive contact with the coordinator for the Ministry. The cooperation with the coordinator was experienced as very positive. The coordinator was very supportive and was a good discussion partner for the contact persons.

Within this policy area, raised awareness can be sensed of the fact that the desk officers must themselves order gender-mainstreamed material from the different government agencies. Working with the Budget Bill opened the eyes of many of those involved, as much of the material coming from the agencies was not sex-disaggregated statistics. Today the Labour Market Division orders sex-disaggregated material from agencies.

A one-day course on gender mainstreaming

The organisation of an obligatory one-day course on gender, including the participation of the management level of the Division, is one sign that today gender mainstreaming is a priority in this policy area. The initiative to arrange the one-day course came from the Ministry of Industry, Employment and Communications coordinator. The course was tailored to a great extent to activities in the policy area. The general view of the civil servants in the Division is that the course helped to create a basic understanding of what gender mainstreaming activities mean to the Division, a common platform for the subsequent work.

The one-day course included both the basic Jämstöd course and a review of the gender mainstreaming strategy and of development activities in the Government Offices, and it was divided up along programme lines based on how the labour market unit can work on gender mainstreaming.

Sex-disaggregated statistics was another of the main subjects, with examples being taken from the Division's own text on the labour market policy area in the latest Budget Bill. The course also showed how the statistics could be developed further and showed the differences obtained in results depending on how the statistics are processed. This made many people in the Division aware of the issue. Another greatly appreciated element of the course was case studies from work on gender mainstreaming in the Ministry of Health and Social Affairs, showing, for example how obstacles and problems can be handled.³⁷ The day also included a component on future gender mainstreaming activities, how they should proceed, in what way labour market policy can contribute to an equal labour market for women and men and how this can be managed. The course was a combination of lectures and group work.

A work plan for gender mainstreaming

During spring the Labour Market Division has prepared a work plan for gender mainstreaming in the Division itself. There is no obligation for policy area divisions to prepare work plans, the Labour Market Division worked up its priority list and time schedule into a more comprehensive plan of work. The work plan of the Division starts with a link to

³⁷ The work of the Ministry of Health and Social Affairs on gender mainstreaming was launched before the introduction of the Government plan, so they have made a bit more progress.

the Government's overall plan from 2004. After that the focus is on the Government's annual action plan from 2006, to which the unit work plan actively relates throughout its document.

In the gender mainstreaming work plan of the Labour Market Division the division of responsibilities for activities in 2006 and 2007 is clearly defined and a time schedule is included as well. The division of responsibilities varies between being general to "all desk officers who..." and being very specific and addressed to individuals stating their names, depending on the task.³⁸ The work plan has been agreed with both the head of division and the state secretary.

Is labour market policy gender-mainstreamed?

Gender mainstreaming is defined as 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. When work on the government plan started gender mainstreaming in the labour market policy area was something that existed independently of and apart from regular activities. It was not anchored in the division, neither with the head of the division nor with key staff in the division. The contact person conducted her work apart from other activities and was not given much scope to do so. This has improved with time. As a result of the gender equality analysis the outcomes of current policies are being assessed, questioned and highlighted. In an indirect way the gender equality analysis demonstrates gaps in current decision-making processes as there are big differences in outcomes between women and men.

To sum up, work on gender mainstreaming has led to improvements, as a gender equality perspective is being included in activities from the beginning of the process. So far, gender mainstreaming has focused on work on sex-disaggregated statistics and on the sub-programme in which the gender equality analysis was made. So, up to now, a gender equality analysis has only been conducted in one out of seven sub-programmes, but as all parts of the policy area will be analysed gender mainstreaming will successively cover the whole policy area.

At all stages of the process...

The report which developed the current definition of gender mainstreaming discusses four different stages of the policy process as especially crucial to gender mainstream. These are:

- the policy preparation and planning stage
- policy decision stage
- policy implementation stage
- policy evaluation stage³⁹

Sex-disaggregated statistics often form the basis for the policy preparation and planning stage. Up to now this policy area has sometimes neglected to use sex-disaggregated statistics, which makes this stage of the process more difficult. As sex-disaggregated statistics are included as one of the outcome objectives of the annual action plan more focused work is taking place in order to develop sex-disaggregated statistics within the policy area.

³⁸ *Work plan for gender mainstreaming in the Labour Market Division*, 5 April 2006

³⁹ Council of Europe, 1998 p26f

But sex-disaggregated statistics do not form the basis for other work. For example, when the Division prepares speeches and answers to Riksdag questions, the statistics used are not divided up. From now on the gender equality perspective is to be included from the initial stage and there is a formal basis for this. At the same time there are established behaviour patterns in the Division that involve working with a strong focus on the Division's own objectives and targets. The gender equality perspective is not a natural element of this work and is often ignored. In reports a division between women and men is presented but it is not raised in discussions during meetings or in informal contacts. Therefore the gender equality perspective is not fully integrated in the normal working practices.

Gender equality analyses are preparatory work but they also fall under the decision-making and evaluation stages. The analysis also concluded that a gender equality analysis is very relevant to all parts of this policy area.⁴⁰ Conducting analyses and taking action are two different things. Gender mainstreaming the first stages of a process is not a guarantee that the gender equality perspective will be included in the implementation stage.

By all the actors involved...

Getting work on gender mainstreaming in the Division started has taken a very long time. At the beginning the work was not anchored at the higher levels of the Division, which made it difficult to implement from the base level.

The work was concentrated to the contact person and her colleagues. The responsibility for gender mainstreaming is still strongly linked to individuals in the Labour Market Division. The work is therefore not being implemented by all the actors involved as prescribed by the definition. Many of the civil servants preparing or drafting documents that form the basis for decisions, answers to Riksdag questions or other material do not apply a gender equality perspective in their work. But improvements are being made on a step-by-step basis. There are some aspects that have been crucial in making the Division work actively with these issues today, despite what has been mentioned above. The contact person together with the coordinator of the Ministry of Industry have been stating and constantly repeating the obligation that the Division must work on the issue. Furthermore, the head of division has understood that the political leadership is interested in gender mainstreaming in the area. It is believed that the contacts with the state secretary have made a difference. After the state secretary meeting on gender mainstreaming he has been asking to a greater extent about how work on gender mainstreaming is progressing.

Chapter 3

The chapter is structured on the basis of identified success factors for gender mainstreaming and covers objectives and monitoring; methods and tools; training; and coordination and support.

3.1 Objectives and monitoring

This section deals with objectives and the management of the Government Office's work on gender mainstreaming. The objectives and management that are the result of gender

⁴⁰ Gender equality analysis (stage 1-8 according to the JämKAS PO model) in the policy area of labour market policies with special focus on special programmes and the Skill enhancement measures sub-programme Memo 18 February 2005, rev. 6 March 2005

mainstreaming in relation to government agencies and other bodies are dealt with in the section on methods and tools.⁴¹

The main document for managing the process of gender mainstreaming is the Government Plan for gender mainstreaming, in which the strategy of gender mainstreaming is thoroughly described in order to make it possible to reach all policy areas at all levels. Another, equally important policy document is the Government report “Jämt och ständigt” (*Just Progress*),⁴² which also acts as the annual action plans for 2004 and 2005. A clear and defined task was formulated, which made it easy both to make demands and to follow-up on results. The results have now been reported in Govt Bill 2005/06:155. In the remaining years included in the Government Plan a new action plan will be developed annually. The action plan for 2006 was adopted through a decision of the Government. This has given the issue new importance and attention.

In terms of documents there is everything you could hope for

Implementing a change as extensive as gender mainstreaming is a difficult process. The Government Plan spans over many years and the organisation has to be reminded to continue keeping the issue up-to-date and giving it priority. Gender mainstreaming is an issue that is dealt with in many guidelines and no interviewee has felt that she/he lacks or would need additional documents to support their work. The documents are considered comprehensive in the sense that none of the necessary content is missing.

Obstacles and resistance

Visible and consistent support from the political leadership for work on gender mainstreaming is needed in order to be able to implement the strategy at all. At several ministries, however, there is a striking lack of participation, commitment and support on the part of the political leadership in work on gender mainstreaming, despite the Government’s decision. There are some examples of pronounced resistance, although most of the obstacles come from the lack of interest on the part of the political leadership. When desk officers try to obtain approval for their work from their state secretary, the state secretary can for example respond by saying “you are free to change objectives for the agencies if that is what you want”; by doing so the state secretary shows neither resistance nor enthusiasm.

Ministers showing commitment

The government decision is very important. In some cases it has become the only perceived mandate that coordinators at ministries can use to make the desk officer carry out the analysis. For example, the steering committee’s proposal of an ordinance on gender mainstreaming in government agencies has not yet been adopted. However, the government decision does give priority to gender mainstreaming compared to other horizontal issues.

By showing interest, ministers can also serve as an indirect mandate for the coordinator; something to point to if a desk officer does not have enough time or just wants to de-prioritise the issue. On one occasion, the Minister for Finance, Mr Per Nuder, participated when the Economic Division of the Ministry of Finance held a seminar on gender equality issues. Mr. Nuder opened the seminar, but after opening it he also stayed for the whole seminar as a

⁴¹ See chapter 3.2

⁴² Govt Comm. 2002/03:140

listener. The fact that the Minister stayed is of great symbolic significance, and was discussed in the Ministry afterwards. It gives gender equality issues legitimacy and priority, and the coordinator at the Ministry can use this event to encourage desk officers to give the issue more priority.

The Government Offices follows the political will

Even if the Government decision was very crucial, it takes more than one decision. Government Office staff have a heavy workload and on top of that they need to consider horizontal issues⁴³ as well. The quality of the job done, and whether it is done at all depends on who commissions it. The contact persons in divisions⁴⁴ may have difficulties in presenting good gender equality analyses to their heads of division. A good and comprehensive gender equality analysis requires more work and this is not what the head of division wants in an organisation already suffering from a heavy workload. At one of the divisions the head wanted to give less importance to the analysis that had been prepared, as a good analysis would lead to a heavier workload for the division. If the commission hadn't been from the Gender Equality Division but from the political leadership team the coordinator assumes that the head of division would instead have made an effort to find gender equality issues to work on.⁴⁵ Who is commissioning work is of great importance in the Government Offices. Some coordinators have chosen to re-label commissions (so that the Gender Equality Division is not shown as the sender) in order for them to be given higher priority within the Ministry.

The importance of support from the political leadership

The great importance of the support of the political leadership for the gender mainstreaming process became visible through a change in one of the ministries. At the time when the work on the Government's plan started, in 2004, the ministry's ambition was to not put in the worst performance. The political leadership at that time considered gender mainstreaming not to be so relevant in the ministry, and they also expressed that opinion, after which no one did more work than was absolutely necessary on gender mainstreaming. After a while there were some major changes in the political leadership of the ministry. The present political leadership shows great interest in the issue. Both state secretaries and ministers have pointed out the importance of gender mainstreaming in various ways, along with the need to give the issue priority. For example, one way of showing this kind of interest was when the state secretary asked questions about what government agency should be chosen for further work on gender mainstreaming. That kind of question is sometimes enough to make work on gender mainstreaming visible, and to encourage further work. The ministry has now changed and is described by the contact persons at the Gender Equality Division as in many ways a good example of work on gender mainstreaming.

One of the main issues in the most recent round of state secretary meetings on gender mainstreaming was for the political leadership to ask for gender-mainstreamed information to a greater extent, and to use it. These state secretary meetings recognize the gender mainstreaming issue in relation to all ministries and also give it some priority, depending on

⁴³ For an explanation on horizontal issues – see chapter one

⁴⁴ See chapter 1

⁴⁵ Interview 16

time and resources. Both the state secretary meetings and the state secretary policy letters have a crucial role in making gender mainstreaming part of Government Offices policy.⁴⁶

Ministers and state secretaries have been trained in gender mainstreaming. At one of these training courses an example of statistics from one of a ministry's agencies was presented. The example showed the way statistics are reported on the agency website but it also showed a different way of presenting them and how the results would be different if the statistics were sex-disaggregated. After the training course there was direct feedback from the minister via the ministry to the agency. The agency then contacted the trainer to get advice on how to change the way statistics are presented.

Division heads play a central role

Comprehensive action to achieve change must function at all levels. The responsibility for (coordination of) gender mainstreaming is first and foremost put at the civil service level. The ways that the political leadership is engaged include the state secretary meetings on gender mainstreaming. Few actions have been targeted towards senior managers. Heads of division are a key level. A few ministries have chosen a head of division as gender equality coordinator, which has given access to this level as well. The advantage of having a head of division as coordinator is that they hold an important post. They can act as blocks in the organisation and filter the information flow between politicians and officials.⁴⁷ Because of this, one of the gaps in gender mainstreaming work is that it hasn't engaged group managers in divisions and heads of division to a satisfactory extent. The experience is that in general they lack knowledge and supervision and that, at this level, no work on gender mainstreaming is implemented on their own initiative.⁴⁸ This means that the gender equality perspective does not reach all levels within the organisation in a natural way; there is a vacuum between the lower and the higher levels where the gender equality perspective is not clearly rooted or has not been given space. If the Government Offices is to be gender mainstreamed in line with the definition this level must be included in a better way.

Political priority

Gender mainstreaming is situated in a context where everything has political priority. Despite a clear message from their political leadership some coordinators feel that it can be difficult to get any response as so many other issues are being prioritised as well.⁴⁹ At political level there is a resistance to setting priorities but in practice priorities are being expressed anyway e.g. through the allocation of resources. No other horizontal issue has such a clear mandate as gender mainstreaming, with a supporting organisation in every ministry and annual action plans.⁵⁰ Despite such an allocation of resources gender mainstreaming is not being given priority in many policy areas. If gender equality had been included as an objective in more policy areas, the work would most probably have higher priority.

The responsibility of the minister coordinating gender equality issues

⁴⁶ Interview 13

⁴⁷ Interview 15, interview 7

⁴⁸ E.g. interview 5

⁴⁹ Summary of answers for the IDA/JÄM-meeting about the role of gender equality coordinators on 5th April 2006, 3 April 2006

⁵⁰ Interview 22

Every minister is responsible for gender equality in her/his own field. At the same time there is a Minister for Gender Equality with a coordinating role, who can deal with the problem that society is unequal in relation to gender. This makes it easy for the other ministers to not take responsibility for gender equality. To avoid this, the Prime Minister could make demands on the individual ministers.⁵¹ The division of roles gets very vague in relation to gender equality issues. The organisation gives the Minister for Gender Equality responsibility for work while he has bad channels to manage it and doesn't own them. What happens in the ministries depends, to a greater extent, on how much the other ministers ask for gender equality. The task of the Minister for Gender Equality therefore becomes to stress the issue and demand results from other ministers. This requires a different way of working from the common mode for most of the policy areas. In common situations the minister's work is vertical. But a coordinating minister has to work horizontally. There are no possibilities of addressing officers from other policy areas directly. The Minister for Gender Equality has requested information on interesting gender equality analyses within some areas in the form of a presentation from desk officers who have conducted the analysis in some different ministries. This was received with scepticism by the gender equality coordinators. Their view was that this was to ignore the political leadership in the ministries responsible.⁵² But the more levels of information a request has to pass, the bigger the risk that it gets stuck somewhere along the way. The many levels that gender equality work has to pass combined with the vague division of roles create obvious difficulties.

Many coordinators have expressed the wish that the coordinating Minister for Gender Equality should set a good example and integrate a gender equality perspective in a better way in his own areas of responsibility.⁵³ The Minister for Gender Equality is also responsible for issues related to democracy, popular movements, integration and diversity, minorities, human rights and metropolitan policy. A gender equality perspective is, for instance, sometimes lacking in speeches on integration policy, which gives contradictory messages to other policy areas as there is a mismatch between words and actions.

Managing the process

Work on gender mainstreaming is constructed according to an ideal model of organisational structure that does not always match reality.⁵⁴ Gender mainstreaming is closely linked to the management by objectives and results model of performance management, which is a model of management that is not fully complied with in practice. Many people working in the process think that gender mainstreaming would have gained by adapting to the practical reality in the Government's Offices to a greater extent, for example by giving ministry budget secretariats a bigger role in the management process. In order to launch a good process for change it is important to have good knowledge about the organisation that is to be changed.⁵⁵ If the budget secretariats were given a role they could lead the work in the line organisation but there is a risk that the division of roles between the coordinator and the budget secretariat in the ministries would be vague. Earlier experience shows difficulties in implementing work with interaction of many actors.

⁵¹ Interview 16

⁵² Minutes IDA/JÄM 8/2 2006

⁵³ E.g. interview 1

⁵⁴ Interview 7

⁵⁵ E.g. interview 17

3.2 Methods and tools

In an Action Plan for Gender Equality presented to the Riksdag in May 2003, the Government undertook to conduct gender equality analyses in all policy areas, and where possible, to identify gender equality objectives and outcome indicators.⁵⁶ This work is a precondition for achieving the first outcome objective in the Government's plan for gender mainstreaming, even if more is needed in order to achieve the outcome objective.⁵⁷ The result of the gender equality analysis is described in the most recent Government Bill on gender equality policy, which was adopted by the Riksdag in spring 2006.⁵⁸ The presentation of results does not provide a complete account, but describes instead the ongoing reinforcement of gender equality work being carried through in the policy areas.⁵⁹

The ministries work very differently. The methods and tools described in this section give a general picture of how many, but not all, the ministries work. Even if the Government Offices is now *one* agency the cultures of the ministries are very different from one another, and they also differ in size and organisation. Even the ways of structuring objectives differ between the ministries. There are also differences in their level of experience in working on gender mainstreaming, and their experience of working with other kinds of integration in their issues. The ministries work with different kinds of policy areas and some methods are not suitable for all of them. This means that the methods have to be adapted to different ministries, and some ministries have deviated from the method to make their own methods.⁶⁰ The Ministry of Defence, for example, has a culture with frequent contacts between the Ministry and agencies that have also chosen to interpret and work actively on gender mainstreaming based on their own situation.

JämKAS PO (Policy area gender equality analysis)

JämKAS PO is the method used for conducting gender equality analyses of policy areas. JämKAS PO consists of 12 steps divided in 4 different parts; inventory, survey, analysis, and formulation of objectives and measures. JämKAS PO has been used by most of the ministries, and used as a point of departure in the rest. The method means that in every policy area a programme is chosen for a gender equality analysis. Sex-disaggregated statistics are used to describe a gender pattern that could be a gender equality problem. The programme is compared with the gender equality objectives and the question of how the programme can help to fulfil those objectives is asked. After the analysis the objectives for the policy area or the programme will be reviewed to see whether they need to be reformulated because of the conclusions of the analysis. Different kinds of action can also emerge from the analysis – for example commissions to agencies. The advantage of the method is that it is both easy and pedagogical. There are distinct steps to follow, and this makes the work systematic and clear. The method is seen as well structured and has provided important eye-opening “aha” experiences for many users. Workshops and guides have clearly demonstrated the potential of the method. Furthermore the evaluation shows that the objectivity of the method is very much appreciated. However it is also felt to be too extensive. Some civil servants using the method have problems following the steps at the training sessions. Many want to start discussing measures, thereby skipping some of the steps in the model.

⁵⁶ Govt Comm. 2002/03:140 p6

⁵⁷ Reg. no 2004/3108/JÄM

⁵⁸ Govt Bill 2005/06:155

⁵⁹ Ibid. p84ff

⁶⁰ Interview 7, Interview 11

JämKAS KOM (gender equality analysis, committees and inquiries)

Terms of reference for committees of inquiry and other government-appointed inquiries are of great importance for gender mainstreaming the Government's information for decision-making. The Prime Minister's Office Memorandum 1994:3 about drawing up terms of reference for committees and inquiries states that demands and remarks about impact statements for gender equality, for example, should also include explanations about how these impact statements are linked to the remainder of the remit.

The drafting of terms of reference for committees and inquiries is one of the focus areas for gender mainstreaming work in 2006. A gender equality inventory must be carried out before the terms of reference are circulated for the round of consultations ahead of decisions on them. If a gender equality perspective is relevant, the terms of reference shall describe in what way a gender equality perspective shall be taken into account. To do this, Jämstöd developed a method, known as JämKAS Kom, or gender equality analysis, committees and inquiries.

The JämKAS Kom method works in a similar way to JämKAS PO and is used to gender mainstream terms of reference for committees and inquiries. The method is used to facilitate the work and reach clarification in the formulation of terms of reference that can serve as guidance on how to carry out impact analyses in a gender perspective as an integrated part of the remit.

The JämKAS Kom training course covers half a day. The training sessions that have been arranged have been poorly attended.⁶¹ On top of the training the Gender Equality Division also provides support in a manual for the method, a standardised form that simplifies reporting by ministries ahead of follow-ups and a guide for those who attended the JämKAS Kom training sessions.

Sex-disaggregated statistics

Sex-disaggregated statistics are an important tool in the gender mainstreaming process. Since 1994, the Ordinance on Official Statistics has had a special section saying that official statistics related to individuals are to be disaggregated by sex. This means that all government agencies that produce statistics are obliged to present official statistics that relate to individuals disaggregated by sex. There is now an extensive body of statistics that can be used to illuminate gender differences in various types of briefing material.⁶² The Budget Bill, however, also contains statistics not regulated by the Ordinance on Official Statistics.

In the 2006 Budget Bill half the tables and diagrams related to individuals were presented disaggregated by sex. The Government decided that in the next Budget Bill all tables and diagrams related to individuals shall be presented and commented disaggregated by sex. This is one of the objectives in the yearly action plan for 2006.

Gender equality analyses in every policy area

The first task that ministries were assigned was that every policy area has to make a gender equality analysis in one programme. The coordination within and between the ministries, and the parallel training (including practical methods) provided support in carrying out the analysis. During 2004 and 2005 extensive work on the analyses took place. According to the gender equality analysis, activities in every policy area are examined in terms of how they

⁶¹ Interview 7

⁶² Moving ahead: gender budgeting in Sweden

could help to fulfil the gender equality objectives. After that new or revised objectives are to be presented within each programme or sub-programme.

Not all the analyses were used to formulate new objectives

Many of the analyses were very ambitious. However some people, including some division heads, did not agree with the findings. Significant results have already been achieved in terms of the quantity of objectives that were formulated or reformulated to better include a gender perspective. A few analyses met resistance and others met a lack of interest (setting up a passive obstacle). Some of the contact persons and desk officers drafting analyses experienced harassment.

Several analyses did not result in new or reformulated objectives, even though they were ambitious and gave major opportunities for this. There is no systematic compilation of which gender equality analyses have resulted in new or reformulated commissions to agencies, but the experience from the ministries and from Gender Equality Division indicates that the quality of the analysis did not have a strong connection with whether the analysis resulted in objectives or not. However, it is much easier to formulate new objectives if there is an ambitious analysis to rely on.

There seems to be different but also often interacting causes why not all the analyses were used to formulate new objectives or commissions for agencies. It seems to depend on what priority the different divisions have given to the gender equality issue.⁶³ There has been resistance in a few divisions. In isolated cases the head of division was not interested at all in gender mainstreaming, and expressly stated that the work should go no further. In a somewhat larger number of divisions there has been passive resistance to the work that should have followed the analyses, mainly by the heads of the divisions ignoring the matter and showing a lack of interest.

One of the other main factors leading to a failure to use analyses in formulating new objectives is when budget documents or other documents are not written by the individuals who have done the analysis. The analysis seems mostly to have been the work of one single person in divisions, and there is a lack of support for the analysis in some divisions.⁶⁴

Knowledge of the gender equality perspective in some divisions has been very tied to one single person. One person has attended the training, and worked on the analysis. The Government Offices has a high employee turnover. If gender mainstreaming work is not prioritised in the divisions, there will be a loss of continuity.⁶⁵

This explanation also interacts with the explanation of extra work. The use of the gender equality analysis entails extra work for the official drafting documents, and if the gender equality aspect is not asked for or prioritised in the division, then that extra work will not be done.

Another explanation is that the pressure was stepped down when the work reached the stage of formulating new objectives. The pressure was stepped down by the political leadership at some of the ministries. One of the coordinators said that when the gender mainstreaming work

⁶³ E.g. Interview 19, 21

⁶⁴ Interview 17

⁶⁵ Interview 1

reached this stage, the issue was not seen as important anymore. At some of the ministries, the analysis became an aim in itself, since the main focus was on the analysis. Some coordinators described the analysis as a kind of homework for the ministries to do, and when it was presented it was also felt that the job had been done, since no one demanded or ordered any continuation of the work.⁶⁶ The Gender Equality Division gave feedback on the analysis even before the stage of formulating new objectives started, with the intention that the objectives would then build on an analysis of satisfactory quality. However that feedback was seen as closure by some ministries.⁶⁷ That was because the pressure from the Gender Equality Division was stepped down. The failure to formulate new objectives was not an active decision, but rather a result of several areas letting the work peter out.⁶⁸

Several policy areas are still working on their analyses, which could mean that new objectives are still to be produced.

There is another explanation why objectives were not formulated to the extent expected. However, that explanation is more a result of the work done. Many policy areas realized that they lacked basic data to set up or revise gender equality objectives, and this has led to several commissions to agencies. Work on the gender equality analysis is the start of an extensive process, many of whose results are not yet available.⁶⁹ The process has also led to, and will continue to lead to many indirect or hidden results.

The objective-formulation dilemma

Many of the analyses were carried out ambitiously. But there have still been some problems since the analyses have not been used as planned. The ministries were offered advice and training for the desk officers drafting the analyses, and there was strong pressure to conduct the analyses. According to some of the coordinators, they felt that the pressure was stepped down in the next step – drafting or revising objectives – and in some ministries work ceased. Some of the coordinators asked for more activity in their ministries, they talked to the contact persons at the different divisions, which improved the situation a bit.⁷⁰

The Gender Equality Division, together with Jämstöd, also offered training in this step, but some of the ministries did not take part of it. The training not only focused on how to formulate gender equality objectives, but was also a general training in how to set objectives and indicators. The training was for 3 hours, with two follow-ups.⁷¹

The training was not based on practical experience. To a great extent the training in formulating objectives built on the guidelines for what objectives should be like in theory that had been produced by the Swedish National Financial Management Authority (ESV) and the Ministry of Finance. The objectives in most policy areas are far from the ideal type of objectives. Not all policy areas work with indicators. Formulating the theoretically correct gender equality objectives in a very different context would look rather strange, and would not give integrated gender equality objectives. How this should be handled was not obvious. Should gender equality objectives follow the rest of the structure of objectives and not fulfil

⁶⁶ Interview 16

⁶⁷ Interview 15

⁶⁸ Interview 15

⁶⁹ Interview 12

⁷⁰ Interview 21, Interview 17

⁷¹ Interview 11

the smart⁷² criteria either, or should the entire objective structure be reformulated to be able to include smart gender equality objectives in a theoretically correct context?⁷³ At the same time as it is hard to formulate objectives, many of the civil servants have difficulty in implementing gender equality in their own policy area.⁷⁴

The outcome of gender equality analyses

A little more than 120 gender equality analyses were carried out in the 48 policy areas. The gender equality analyses resulted in some cases in completely new objectives that mirror a gender equality perspective within the policy area, and in some cases in the reformulating of already existing objectives to better include a gender perspective. Today almost half the government agencies have various gender equality requirements, including gender equality objectives.⁷⁵

The quality of the analyses varied, so quantity is not a good indicator of what gender mainstreaming work has achieved. There remains a frustration in some divisions that the analyses did not accomplish more. The effort in terms of time and resources could have led to more, produced more of a result.⁷⁶ However, the number analysis carried out is concrete and a very good result.

Lessons learned from gender equality analysis

There are as yet some difficulties in presenting results of gender mainstreaming work that include outcomes in society. To achieve results in the Government Offices, governed as they are by performance management and results-based management, objectives need to be formulated. Still, the gender analysis seemed to have made a contribution towards gender mainstreaming the Government Offices. Many employees have been involved, and their knowledge has increased, which is manifested in other work done. The work on the analyses started a huge process that, in the end and given enough time and support along the way, can lead to real gender mainstreaming of the Government Offices. Gender mainstreaming has to be treated as a slow process that demands time. In such a long process of change it is hard to show distinct results from the first step. The results can also come in more indirect ways and in other shapes than objectives.

New feedback was given on the analyses by the Gender Equality Division in spring 2006. This made several of the policy areas work on improvements of their analyses. The feedback was about whether the inventory in the analysis was good enough to correspond to the inventory the policy area had to make according to the outcome objective. The new feedback is also a way of highlighting the analyses again, even though this was not the main purpose of the feedback.

Integrating the gender equality perspective at the beginning of a process

⁷² Smart criteria means that the objectives should be Specific and legible, Measurable, have an Acceptance among its users, be Realistic (possible to achieve) and follow a Time schedule (a set time when the goals should be achieved).

⁷³ Interview 11, Interview 12

⁷⁴ Interview 7

⁷⁵ Govt Bill. 2005/06:155

⁷⁶ Interview 22

It is important that the gender equality perspective is integrated at the beginning of a process. If gender-related problems are presented during the joint preparation by ministries of government decisions it is too late to make any major changes. Gender mainstreaming is intended to change this. Work on gender mainstreaming has resulted in increased awareness, leading to progress. For example, the Division for Distributional Analysis at the Ministry of Finance made contact with the Gender Equality Division before they started to work on the “distribution policy appendix” to the Spring Fiscal Policy Bill.⁷⁷ They invited colleagues at the Gender Equality Division for a discussion of the shortcomings in previous years’ appendices, to enable improvements. Several meetings took place during work on the appendix, and the Gender Equality Division continuously received new versions of the working material for feedback. The suggestions from the Gender Equality Division mostly regarded sex-disaggregated statistics and presentations and analysis to make the information more transparent. The early initiative from the Ministry of Finance led to good cooperation and dialogue, with the gender perspective being included throughout the process.⁷⁸ This example is not, however, a genuine example of gender mainstreaming, since the contact persons at the Gender Equality Division did a lot of the work, and not the ordinary employees at the Division for Distributional Analysis.

A gender-mainstreamed working method

Analyses of this kind are rarely done in the ministries. The usual procedure is that analyses are done by the agencies. At least one ministry gave their agencies commissions to do the analyses, but the structure of support for gender mainstreaming was only provided for the Government Offices. For example, the training was only available to civil servants in the Government Offices.

In concrete work there are signs of some integration of gender mainstreaming. Above all the officials handling agencies seem to give more attention to gender issues in objectives and in what the agency will be reporting back to the ministry. There seems to be more reflection about gender issues, even if they do not make enough impact in the drafting of objectives and decisions.⁷⁹ One coordinator says that the work should be more institutionalized, that the civil servants should get used to working like this and that the working method should be more self-sustaining.⁸⁰ With a bit more time this might happen. Recurring deficiencies in gender mainstreaming work are apparent when answers to Riksdag interpellations, press releases and other texts are circulated for comments.

There have, for example, been significant improvements in the Budget Bill in recent years.⁸¹ Another area showing good results is the Government’s latest Transport Policy Bill,⁸² where a gender equality perspective has been integrated in the text, from the beginning, whenever relevant. Gender mainstreaming has already made visible changes in the Government Offices.

⁷⁷ The appendix show, among other things, income growth and distribution in the Swedish population.

⁷⁸ Minutes IDA/JÄM 23 March 2006

⁷⁹ Interview 21

⁸⁰ Interview 1

⁸¹ Interview 15, Interview 1

⁸² Govt Bill 2005/06:160

3.3 Training

Knowledge is a key concept in gender mainstreaming. Awareness of this led to a major training effort in the Government Offices. About 400 employees in the Government Offices (which has approx. 4 600 civil servants) have received training in gender issues.⁸³ The Government Offices has put major resources into training because it is one of the most important prerequisites for work on gender mainstreaming.

Comprehensive training

Several training programmes in gender equality and gender mainstreaming are offered by the Government Offices. A basic training in the Swedish gender equality policy includes the gender equality objectives, the theories that gender equality policies rely on, and the gender mainstreaming strategy. This basic training is recommended as an initial training, before participation in the methods seminars. When the ministries have been asked to write analyses and to gender mainstream the terms of reference for committees and inquiries, method seminars have been offered at the same time to make available the tools the ministries need for the work.

Up to now the method seminars have been available in the JämkaSPO and JämkaKOM methods.⁸⁴ The training starts with a seminar about the method and the participants get a chance to try out the new method together as a group. A guidance session where the participants can bring their own inventories, analyses or objectives made from their own policy areas for a constructive discussion is held some weeks after the first seminar. The fact that the training is so practical enables many participants to see and understand how their own policy areas can contribute to the fulfilment of the gender equality objectives. For many the training seminars are an eye-opener.

The Government Offices also offer open seminars in different forms, with invited lecturers. The attendance at these events has been comparatively low and the people attending them seem already to be interested in and familiar with the topic of gender equality.⁸⁵

At the beginning of work on the Government's plan, special development programmes were offered by Jämstöd for the gender equality coordinators and the contact persons at the Gender Equality Division. Even though the development programme for coordinators had low attendance in the end, and finally petered out, some of the coordinators still think that training should be given continuously and in parallel with the work.⁸⁶

Tailored training courses for ministries

In addition to the overall training that is being given to the whole of Government Offices the ministries and policy areas are able to have training in gender mainstreaming that is more tailored to the special field they work with. These tailored training courses are offered by the Gender Equality Division, but have also been provided from outside the Government Offices.

Specific training courses and seminars for the ministries about gender equality in policy areas have been a strategy at many ministries to gain the understanding that it is relevant to work on

⁸³ Govt Bill. 2005/06:155 p195, (the number is from spring 2005, and more training has been carried out since).

⁸⁴ The methods are presented in a previous chapter, see chapter 3.2

⁸⁵ Interview 5

⁸⁶ Interview 1

gender equality issues in their own policy area.⁸⁷ It is also a way for the coordinators to try to deal with the resistance that gender mainstreaming still faces from individual desk officers at some of the ministries. The resistance is chiefly about some individuals who see gender equality as a horizontal issue that must be de-prioritised because of the workload.⁸⁸

One example of a tailored training course for ministries was when the coordinator for the Ministry of Finance took the initiative to a seminar with Agneta Stark. She is an economist and is therefore considered trustworthy, and she spoke about gender equality from a perspective that was relevant to the policy areas of the Ministry of Finance. All state secretaries from the Ministry were there. The seminar began with the state secretary responsible for the gender mainstreaming process explained that the political leadership saw gender mainstreaming as important.⁸⁹ When the state secretary demonstrates priorities like this, it gives more weight to the issue in the ministries, as already exemplified in an earlier chapter.⁹⁰

The educational reach

Several coordinators have the ambition of reaching all of their ministry's civil servants with at least some training efforts, and many of them arrange specific (and shorter) training programmes focusing on gender mainstreaming of their ministry's activities. This is one of the reasons why many coordinators in ministries advocate tailored training for the ministries. The different training forms can hardly be classified as equivalent, but the predominant view among the people concerned is that the basic training and the method seminars are not the right form for training, but the reasons why they think so differ. However, in general the people who have participated in basic training and the method seminars have been very positive about the training in the evaluations.

The tailored training for the ministries can be arranged in a way that better reaches managers and the ministry leadership. For example, the Ministry of Education, Research and Culture focuses particularly on giving division heads and states secretaries access to the training. When the Ministry of Health and Social Affairs has arranged specific training for the Ministry, people from the political leadership have participated. Several coordinators in other ministries have also wanted competence development or training to be directed towards the division heads and the ministry leadership. In many ministries division heads and leadership groups are the very people who have not been reached by the training efforts. This is also where the biggest resistance, in form of passivity and lack of interest, can be found.⁹¹

Attendance at the method seminars has been poor from time to time. Conceivable reasons can be that the training has not always been scheduled well. Some training courses were planned badly in terms of time and were held on occasions other than those when the civil servants needed them most. One important reason is how the civil servant prioritises her or his own time, which can also often be related how important the issue is politically.⁹² The method seminars take up a lot of time. For example for the desk officers working on analyses, training

⁸⁷ E.g. Interview 19

⁸⁸ Interview 19

⁸⁹ This is an unusual beginning to a breakfast meeting at the Ministry of Finance.

⁹⁰ See chapter 3.1

⁹¹ Interview 13, see chapter 3.1

⁹² Interview 5

and guidance has taken between five and eight half days over six months, and during that time they also have tasks to do for forthcoming training sessions.⁹³ Another reason can be that the information about the training has not reached its audience.

At the Government Offices a lot of knowledge is tied to individuals. Because relatively few people attend the longer method seminars the training is fragile since the Government Offices has high employee turnover. The training courses are offered continuously several times per year. But because they are not linked compulsorily to positions or working tasks the continuity is still missing. How new employees are integrated into gender mainstreaming work is also diffuse.

New forms of training are being tested

A new method has been developed by Jämstöd and the Gender Equality Division for writing appropriation directions, analysing agency annual reports from a gender equality perspective and giving feedback to agencies. The method has been tried out at the Ministry of Health and Social Affairs. The idea is to offer this training to the whole of Government Offices later on, as the ministries are being asked to gender mainstream these processes in a forthcoming action plan. Gender mainstreaming needs new training in sense of providing policy areas with the right tools to meet the demands in the action plans. At the same time there is a lack of interest in the training. The newest training course that has been offered at the Government Offices, JämkaKom, has been cancelled on several occasions because of the lack of participants. It can be problematic to have several different method seminars co-existing in an organisation where the training courses do not reach their target groups. At the same time there is a dilemma in that the training courses are a pre-requisite for the work since the courses provide the tools for the work. Different method seminars are of course not the only conceivable alternative. Method seminars can also be offered to the ministries separately and geared more to activities in that way and also reach more civil servants.

When the new training was tested at the Ministry of Health and Social Affairs one element that was much appreciated was that the course clarified the meaning of the different concepts used in gender equality terminology. This is a small but very important detail because an understanding of the words is of decisive importance for the ability to work on the basis of those concepts.⁹⁴ It has been a big challenge for many of the ministries to understand what gender mainstreaming means, and to be able to relate it to their own policy areas and thus be able to assess whether or not it is relevant.⁹⁵

The role as a neutral civil servant

The Government Offices is an organisation largely built on specialist knowledge, i.e. civil servants competent in their own subject areas. The training aims to give the civil servants enough knowledge to be able to take account of a further aspect i.e. apply a gender equality perspective. This work runs against the logic of Government Offices, where joint preparation and circulation for comments enable different special areas to safeguard their interests. In the case of gender mainstreaming the basic knowledge shall instead be accessible within every

⁹³ Govt Bill. 2005/06:155 p195

⁹⁴ Interview 4

⁹⁵ Interview 1, Interview 3

special area, and this knowledge must be good enough for fundamental analyses and appraisals, with possible support from the gender equality coordinators at the ministries.⁹⁶

Gender equality is a difficult issue because it always turns out to be so close up and private. It is a question that touches employees directly, even at a private level. A few employees have had difficulties in separating these two roles. The discussions at the training courses have sometimes turned private, when the participants have difficulties compromising with their own convictions and viewing this as a task of work. In a politically steered organisation the civil servants do not have to be convinced personally in order to implement the policy of the Government. This is a difficult balance because gender equality as an area of knowledge means that the employees have to be trained in order for the policy to be implemented at all.

The neutral civil servant is of course a myth. Both personal knowledge and personal engagement colour the work carried out. This can be seen by looking at the individuals who function as an obstacle in work on gender mainstreaming but also by looking at the individuals who succeed in navigating their way past these obstacles and move the work forward. Which persons are located where is of significance in work on gender mainstreaming. One example of the importance of which person is located where can be seen at one of the ministries where the ministry's coordinator had built an organisation around work on gender mainstreaming but was forced to leave the work in order to work on a Government Bill. Even though the conditions were good, the work on analyses had been started and a good organisation had been established at the ministry, the work changed a lot when the coordinator left. The work was not conducted in the same way, which was also clearly seen in the results of the ministry's work.⁹⁷ How the gender equality coordinators at the ministries act, and their engagement in the issue, are described as having a great impact on how gender mainstreaming functions in the various ministries. In the case of coordinators working in ministries where the political pressure is very weak it is also possible to see a difference in the progress of gender mainstreaming depending on the individual coordinator's personal level of ambition.⁹⁸

3.4 Coordination and support

The fourth performance objective in the Government's plan states that there must be an organisational structure within and between the ministries for disseminating support and information to all ministerial areas. This organisational structure was built up in 2004, at the same time as work on gender equality analysis in each policy area started.

Coordination and support from the Gender Equality Division

The contacts persons at the Gender Equality Division are there to assist the work carried out at the ministries, such as compiling material and distributing information, to make suggestions on how to structure the work, to be a helping hand in discussions, to put forward new aspects and to ask for results.⁹⁹ The actual work on gender mainstreaming is to be carried out in the ministries.

Discussions and templates

⁹⁶ Interview 22

⁹⁷ Interview 15

⁹⁸ Interview 13

⁹⁹ Interview 7

The Gender Equality Division has offered ministries support through checklists and templates. The provision of general templates and checklists means the ministries don't need to "invent the wheel" all over again on their own.¹⁰⁰ A lot of resources are saved in this way. The risk with general templates is that the work is not going to be as well-considered and planned because the general wording will be retained. This can lead to a situation where the work will be done on paper rather than in practice. This is a matter of balance.

Another form of support that the Gender Equality Division offers is discussion, mainly with the coordinators. The coordinators state that these discussions help them understand their work much better. For example, a coordinator said that feedback meetings during work on the ministry analyses provided resourceful support and good discussions.¹⁰¹ Another example is the meetings between the coordinators and the contact persons before the action plan, where they reviewed the template together. The coordinator was leading the work on writing the action plan at the ministry, and after the meeting with the contact person the understanding for the work on the action plan increased.¹⁰²

The part that the Gender Equality Division plays in this gender mainstreaming process has two sides and is contradictory. On one hand, it has to offer consultative support to ministry coordinators. On the other, it also checks on the quality of the work done by ministries. This can easily turn into a dilemma. The Division both leaves the responsibility to the ministries and then retains the right to judge whether or not the work done by the ministries is good enough.¹⁰³ These kinds of complex problems exist due to the organisation of the Government Offices, which has certain difficulties in handling horizontal issues. The coordinators describe different opinions on the role of the Gender Equality Division. The Gender Equality Division is described both as the principal making demands, but also as a source of good support and an important discussion partner. One of the coordinators says that the Gender Equality Division needs to be the principal ordering gender mainstreaming work, because if it is up to every ministry to do so, nothing would get done.¹⁰⁴

Different realities

Some of the coordinators describe gender mainstreaming work as marginalised at ministries. There is not enough time and resources, only a lot of horizontal issues to take into consideration. Since desk officers do not work systematically on gender issues, there is a distance between the ministries and the Gender Equality Division that is described by the coordinators in terms of different realities. The coordinators expressing these thoughts want to see more of the contact persons from Gender Equality Division in ministries, since they rarely participate or make themselves visible in other ways except during the work they commission. Some of the coordinators have pointed out that this gap could be reduced if the contact persons at the Gender Equality Division were better involved and had better knowledge of the policy areas of ministries. That would enable the contact persons to offer even better consultative support.¹⁰⁵ The phenomenon of the contact person's lack of understanding for ministry work is decreasing. The coordinators think that much has changed and improved

¹⁰⁰ Interview 19

¹⁰¹ Interview 1

¹⁰² Interview 21

¹⁰³ Interview 12

¹⁰⁴ Interview 19

¹⁰⁵ Interview 21

since the reorganisation of gender mainstreaming work in the Division in autumn 2005. Among other things, understanding for the ministries' work has increased.

Communication with the Gender Equality Division

The coordinators at ministries also experience some weakness in the Gender Equality Division's role for coordination and support. The criticism is mainly about there being too many ways in to the Gender Equality Division. Every ministry has a contact person at the Gender Equality Division for gender mainstreaming work. But for other issues than gender mainstreaming there are other people to contact. This creates some confusion at the ministries because it is seldom clear whom they should get in touch with.¹⁰⁶ Commissions and communication from the Division for Gender Equality also go through different people. Many coordinators have expressed a wish that there should only be one entry point to the Gender Equality Division, no matter the question. They want to see only one email address and one person to call and some also want there to be only one outgoing email address for everyone to use. These wishes do not agree with ordinary working procedures, no other units communicate in this way.

Many coordinators describe the Gender Equality Division as separate from the rest of the Government Offices. The Gender Equality Division is often seen as a separate cell that runs gender equality policy to a greater extent than the political leadership. The gap between the Gender Equality Division and the rest of the Government Offices is described as very large. That understanding is reinforced by the fact that the Gender Equality Division orders a lot from the ministries but seldom participates in divisions or shows itself in any other way. There was a particularly large number of commissions during the autumn of 2005 when the Division was working on a Government Bill¹⁰⁷ with a follow up to the Government Communication *Jämt och ständigt*. The contact persons at the Gender Equality Division have tried to change this since the reorganisation by, for instance, take part in training courses, both to show themselves and to be able to answer questions.

The gap between the Division for Gender Equality and the other divisions in the Government Offices could perhaps be decreased if the contact persons at the Division for Gender Equality have better knowledge about the policy areas that they are responsible for. Knowing ministry organisation and supporting work on gender mainstreaming is part of the role of the coordinators. Many coordinators have expressed a wish that the contact persons should also have better knowledge about the ministries they are responsible for in order to be able to provide better support. This is in the best interest of both the contact persons and the coordinators. If the support is not designed in relation to the ministries, there is a risk that the coordinator will have problems seeing or understanding the ministry's role or organisation in the support that is being given, because the support can be inflexible and not be adapted to the recipient. This can instead create obstacles in the work being carried out.¹⁰⁸

Clarity and flexibility

The coordinators ask for greater clarity from the Gender Equality Division. The template for the action plan for 2006, for example, showed proposals of dates when one of the objectives

¹⁰⁶ E.g. Interview 18

¹⁰⁷ Govt Bill. 2005/06:155

¹⁰⁸ Interview 7

was to be fulfilled. One of the coordinators experienced the proposal as a demand.¹⁰⁹ The coordinators describe the problems with the lack of clarity in different and contradictory ways, since some of the coordinators would like more details in the checklists and some others fewer details. In both cases increased clarity seems to be sought. The Gender Equality Division now tries to satisfy these contradictory expectations by being as flexible as possible.

The Gender Equality Division must be flexible and adapt to the differences between the ministries. General formulations or commissions require a lowest common denominator, and with the differences in the organisations this denominator end up being very low, therefore it is also important for the Gender Equality Division to adapt to ministry programmes. The work must not be diluted.¹¹⁰ This is further evidence of the need for contact persons with good knowledge about their ministries.

The thin line between support and control

The dividing line between support from the Gender Equality Division and control is blurred. Support can easily result in management and control when recipients ask for guidelines but lack their own ideas or time to amend the guidelines. The process documents clearly lay down the rule that the ministries are responsible for their own processes. But the processes are not the ministries' own initiative, but are results of gender equality policy, which also sets the framework for what has to be done. This means that the development work is not internal to the ministries, but (also) an external commission. Even though the ministries formally own their processes, they feel that the Gender Equality Division runs the processes in the whole of the Government Offices.¹¹¹

The Government's plan is open. This has offered a great opportunity for the ministries to be a part of, and manage, work on gender mainstreaming in its introductory phases. This opportunity was, however, rarely taken. One example is the development programmes for the gender coordinators at the ministries, which were meant to be a cooperative process. The gender coordinators at the ministries were supposed to develop gender mainstreaming in consultation with the Gender Equality Division. The development programme did not manage to get the intended process started, attendance gradually deteriorated and the development programme eventually petered out.

The contact persons at the Gender Equality Division try not to exercise management and control, but to accommodate ministry wishes instead. This often turns out to be hard because many of the ministries are uncertain and welcome a lot of contact and ready-made proposals.¹¹² The demand for firm support from the ministries by their own contact person is low at the same time. One contact person says that there is a discrepancy between the formal role as a contact person and what ministries ask for. Among other things, this is described as a reason why the ministries are not as active as the Gender Equality Division would wish. That fact that the ministries do not ask so actively for support from the Gender Equality Division creates a dissonance in the contact person role since the consultative role presupposes a demand. Because the ministries do not manage and run the process of gender mainstreaming

¹⁰⁹ Interview 21

¹¹⁰ Interview 7

¹¹¹ Interview 22

¹¹² Interview 22

by themselves, which is the politicians' role,¹¹³ the contact persons at the ministries partly assume a control role to make sure the work gets done.¹¹⁴

Several coordinators describe the Gender Equality Division as having a large and extensive need to control the process. Many coordinators would prefer more general support from the Division for Gender Equality. The focus on details has resulted in the Gender Equality Division being one step behind in the process. They have not been able to deal with everything since they make their own work too extensive.¹¹⁵

The dividing line between support and control also becomes a bit skewed because of the fact that the Gender Equality Division has very much a dual role. In the gender mainstreaming process the Gender Equality Division is responsible for consultative support but at the same time it keeps its quality control role and hence retains a right to act as a judge in the preparation processes. All policy areas have the right to reject a proposal in a preparation process, and this is therefore nothing unique. There is a wish from the gender mainstreaming group at the Gender Equality Division to more clearly separate the two roles that the Gender Equality Division is given, by at least not having the same person give consultative support and then carry out quality control. This does not really solve the dilemma because who performs the job should not be of any significance for the viewpoint being put forward. Whatever civil servant is involved, the final opinion comes from the Minister for Gender Equality.

The Division for Gender Equality must try to provide support without crossing the blurred line and starting to exercise control. It runs against the whole idea of gender mainstreaming for the Gender Equality Division to steer the policy areas. Every minister and agency desk officer has a responsibility. The distribution of responsibility for horizontal issues in the Swedish Government is vague. On the one hand, there is the (coordinating) Minister for Gender Equality but the responsibility is also placed on all ministers, on the other. The responsibility is both retained and transferred at the same time. This is nothing unique for gender mainstreaming, but it results in blurred roles.

In all development work there is a need for someone to exercise management. When the management breaks down,¹¹⁶ the contact persons have to try to compensate for this deficiency. This is a role that the Gender Equality Division should not have. The work must be carried out and dealt with at the ministries. But if all responsibility is given to the ministries without any control or follow-up there is a great risk that nothing would be done at all in several of the ministries.¹¹⁷

The role as a coordinator

While working with the ministry-specific action plan some coordinators felt that even if gender mainstreaming work did not meet any resistance it did not meet any enthusiasm either. The role as a coordinator becomes a solo job and it is hard to achieve results at the ministries.¹¹⁸ Many of the gender coordinators feel that they have a deficient mandate.¹¹⁹

¹¹³ See chapter 3.1

¹¹⁴ Interview 4

¹¹⁵ Interview 18, Interview 16

¹¹⁶ See chapter 3.1

¹¹⁷ Interview 4

¹¹⁸ Minutes IDA/JÄM 8/2 2006

The lack of clarity about the actual content of the coordinator role creates scope for variations between the ministries. This lack of clarity concerns, among other things, questions about the responsibilities of coordinators, responsibilities for quality assurance and demands for the coordinator to have gender equality knowledge.¹²⁰ There is no document except the initial state secretary letter that explains the function and mandate of the coordinators, but some of the ministries specified these matters in their ministry-specific action plan.¹²¹ During the spring at IDA/JÄM meetings, discussions have been held about the role of the gender equality coordinator.

The coordinators perform their role differently, with two attitudes dominating. The coordinators act either as *administrators*, in the sense that they make sure that the ministries are doing what is necessary and spread information, or as *pro-active* coordinators taking greater responsibility even as a knowledge resource and as a quality controller of the ministries work. In general, the quality of the work done at the ministries is better at ministries that have a pro-active coordinator.¹²² Being a pro-active coordinator is a mandate that the coordinator takes upon her- or himself. There is a great lack of commitment from the management at many ministries and the coordinators have to create their own mandate because there is nothing to relate to. If the coordinator chooses not to take on a mandate, the coordinator role is mainly administrative.¹²³ That is why it is of great importance to specify more clearly the coordinators' task at a general level for the whole of the Government Offices and also to set a clear mandate. Then the coordinator will be able to relate to something.

Coordination and support within the ministries

Many ministries have had well-functioning coordination all the time. The working meetings between the contact persons at divisions and the coordinator are described (by many coordinators) as very constructive. A living dialogue is in progress in the internal organisation, and it acts both as a reminder and an opportunity for discussions.¹²⁴ The internal organisation has, however, been vague in a few ministries. Even though there are contact persons at different divisions, there has not been a clear or explicit division of responsibilities or specification of what the contact person really should do. Several ministries are now looking at the functions and responsibilities of the contact persons by building a stronger organisation or specifying the responsibility and tasks in an action plan. In some ministries the function and responsibilities of the contact persons were specified as late as in the action plan for 2006.¹²⁵

At some ministries the coordinators and some of the contact persons in divisions are seen as an extended arm of the Gender Equality Division.¹²⁶ The coordinators from most ministries can only discuss issues and make suggestions since they don't have a mandate to require their colleagues to do any work. However, no one expresses a wish for a mandate of that kind,

¹¹⁹ Among other sources: minutes IDA/JÄM 8/2 2006

¹²⁰ *Summary of the discussion of the role of the gender equality coordinator IDA/JÄM 5 April 2006*, Minutes 18 April 2006

¹²¹ *Summary of replies ahead of the IDA/JÄM meeting on the role of the gender equality coordinator 5 April 2006*, Minutes 3 April 2006

¹²² Interview 22, Interview 4

¹²³ Interview 4

¹²⁴ Interview 1

¹²⁵ Interview 19

¹²⁶ E.g. Interview 17

which would increase both their responsibility and their workload.¹²⁷ This also means they are not able to provide strategic leadership for work on gender mainstreaming in ministries. The duties of a coordinator are mainly described as being a mailbox, but they also put together material and arrange breakfast meetings, for example. According to some coordinators, the Gender Equality Division thinks that the coordinators have more power than they actually have.

Even though the group of coordinators in ministries has functioned well in many cases, the coordinators sometimes felt alone in their work without anyone to discuss with or to relate to. The coordinator has then been lacking some guidance from management, a clear statement of the priority of the issue linked to increased resources, and closer contact with the Gender Equality Division.¹²⁸ The work of a coordinator is often described as hard. Pressure is put on the coordinators from two different directions, both from the Division for Gender Equality and from the ministry. For coordinators who do not get support from their immediate surroundings and from the political leadership the work gets very heavy and lonely.¹²⁹ In a discussion about the role of a gender equality coordinator at the IDA/JÄM meeting views were put forward about the need for more than one coordinator at every ministry and also about the need for more than one contact person in divisions.¹³⁰

An example of the organisation in one ministry

In different ways several ministries have a good organisation for gender mainstreaming in their ministry. One good example is the organisation in the Ministry of Education, Research and Culture, which has a working group involving all parts of the ministry. The organisation was built with purpose of putting a well-functioning structure in place and linking the right people to the work. Since the organisation was launched there has been a change in atmosphere and in interest for the issue in the Ministry that show that the organisation is working and producing results. Gender mainstreaming has legitimacy and is starting to be well-anchored at the Ministry.

Strategic development

According to the documents gender equality coordination covers coordination, support and strategic development. Strategic development means that the coordination function must be able to provide supporting information for the ministries' strategic development for gender mainstreaming.¹³¹ If gender mainstreaming coordination is to be responsible for providing supporting information for the strategic development of a ministry, close cooperation with the political leadership or clear delegation from the political leadership is needed.¹³² This is missing at several of the ministries.¹³³

Information

¹²⁷ Interview 19

¹²⁸ Interview 21

¹²⁹ Interview 17

¹³⁰ *Summary of the discussion of the role of the gender equality coordinator IDA/JÄM 5 April 2006*, Minutes 18 April 2006

¹³¹ *Coordination of gender equality issues in the Government Offices – aim and function*, 21 August 2003

¹³² Mark, Eva PM 2006

¹³³ See section 3.1

Gender mainstreaming work requires functioning information and communication channels. The Gender Equality Division prepared an information plan at the beginning of work under the Government's plan. Guidelines for information were clarity, perseverance, topicality, spreading good examples and the coordination of information for the Government Offices with ministry-specific information.¹³⁴

Gender mainstreaming work requires a well-functioning flow of information both vertically and horizontally in the Government Offices. At civil servant level there are many channels for information: the coordination structure, the IDA/JÄM meetings and also work groups at the ministries.

Information that is general to the whole of the Government Offices is mainly spread through meetings or on the Governmental Offices intranet, *the Inside Page*. This information is easily available through an icon and includes policy documents, training courses, reference material and other information. Several ministries have their own pages on gender mainstreaming work available via the general intranet, and also at their ministry page.¹³⁵

Another aspect of information is that it could act as a reminder to the organisation that the issue is of importance i.e., some ministry coordinators have been interviewed on the intranet about their work as a coordinator. That is a way to highlight the issue.

At the political level the horizontal flow of information have not yet found its form. There have been some state secretary meetings on gender mainstreaming, but otherwise the State Secretary for Gender Equality Policy depends on the Gender Equality Division for information. This is not something unique to the gender equality issue, but is also the same for other horizontal issues. The Government Offices is built for vertical control, and is not adapted to horizontal issues.

The vertical information flows are much more formal. In a previous section of text¹³⁶ the political leadership for gender mainstreaming was described as rather weak at several of the ministries. Even though the vertical flows of information are a prerequisite for much of the work, e.g., control and development, they appear to be rather poor.

(Re)organise activities for gender mainstreaming

Gender mainstreaming, according to the definition, 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.¹³⁷ In the initial documents for work under the Government's plan, the purpose of the coordination was clarified as being that the ministries (ministers) should be better at living up to the responsibility for gender equality in their own policy areas.¹³⁸ The organisation established is based on how coordination functions are usually built in the Government Offices; it is not introducing any new order.¹³⁹ But there has been a

¹³⁴ *The Division for Gender equality's information plan to support work on gender mainstreaming the Government Offices*, 21 June 2004

¹³⁵ Several of the ministries internal webs are not regularly updated, which means that no current information can be reached from there.

¹³⁶ See section 3.1

¹³⁷ Council of Europe, 1998

¹³⁸ *Coordination of gender equality issues in the Government Offices – aim and function*, 21 August 2003

¹³⁹ Interview 4

reorganisation in the sense that the role of the Gender Equality Division is changing. Previously, the gender equality perspective was added, by the Gender Equality Division, at the end of a process. At that late stage in the process it is mainly details that can be changed. Now the Gender Equality Division also has a consultative role parallel to the process. This reorganisation provides an opportunity for the gender equality perspective to reach the earlier stages of the process as well, handled by the actors normally involved. In an ideal situation this would mean that the Gender Equality Division would not have to maintain the control function, but the something else would need to be added to make sure the issue was not neglected, i.e., stronger demands from the political leadership.

Appointing coordinators and contact persons is also building an organisation. Responsibilities are specified and work tasks, competence and authority are linked to the position. In the Government Offices there are different opinions as to whether this organisation is real gender mainstreaming or not. Some see the contact persons in divisions as counterproductive to the idea of gender mainstreaming, since the contact persons often end up with the work tasks as well.¹⁴⁰ Others see the contact persons as an introductory phase of the work, but in the long-term they expect gender mainstreaming to be pursued without contact persons.¹⁴¹ Maybe the contact persons should be seen as entrance points enabling gender mainstreaming work to reach the whole of the Government Offices, in every step of the process. Through information and as a reminder, the contact person can support and anchor gender mainstreaming work, whenever needed.

Chapter 4

This chapter sums up the previous chapters focusing on the conditions for gender mainstreaming.

Conditions for gender mainstreaming

The Government Offices have good conditions for gender mainstreaming. A great deal of resources has been put into the work i.e., structures for coordination have been built between and within each ministry, training has been provided in different methods to give the employees proper tools to gender mainstream the activities. A lot of time has been devoted the process. Work on gender mainstreaming is a development process, there are flexible forms and plenty of room for manoeuvre.

One or more coordinators at every ministry give a clear entry point for the Gender Equality Division to every ministry. The ministries' entry points to the Gender Equality Division are not as clear, but every ministry has a contact person for gender mainstreaming issues. Gender mainstreaming is highly prioritised at the Gender Equality Division, and a project group of a bit more than five full-time posts works on gender mainstreaming. This kind of organisation is experienced as superior to the previous organisation, when the responsibility was spread over all employees in the Division. It also gives a possibility to separate the consultative role from the control role, at least at a level of individual civil servants. There is, however, a problem in the new organisation. Because the contact persons are mainly employed on a temporary project basis, gender mainstreaming work can easily be viewed as a (temporary) project.

¹⁴⁰ Interview 16

¹⁴¹ Interview 15

The policy documents on gender mainstreaming contain all the necessary conditions for succeeding in gender mainstreaming work. There are a long-term plan, annual action plans, and ministry-specific action plans as well. There is formal weight in the long-term plan and the annual action plans since they are Government decisions. But the demand, in practice, for gender mainstreaming from the political leadership is less pronounced. This has complicated the work, because it has led to a situation where gender mainstreaming is not prioritised by some of the ministries. In addition to the political leadership another key position is the division heads. However gender mainstreaming work has directed few efforts at this position. The heads of some divisions have complicated the work through lack of interest or through resistance. In order to reach all levels and all steps of the policy-making, gender mainstreaming work needs to include the head position more explicitly.

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-making¹⁴² The annual action plans mean that all kinds of policy-making will successively be gender mainstreamed, by taking one step at the time, focusing on starting to gender mainstream new areas at the same time as work in the areas already started up continues and deepens. Since gender equality work will increasingly be performed by the policy areas, this will gradually lead to a reorganisation.

As a result of gender equality analysis, work has begun to improve, develop and evaluate policy-making in order to incorporate a gender equality perspective. Work on the analyses started a huge process in the Government Offices that has given many direct and indirect results. Thanks to training, well-structured methods and support the ordinary actors have accomplished this work. All policy areas have done at least one gender equality analysis. Several objectives and indicators have been formulated on the basis of the analyses, even though not every analysis achieved such a result. In some divisions there were expectations that the analyses would produce more of a result.

Work on gender mainstreaming has established an organisation. The organisation has both coordination and support functions between and within each ministry. For both the Gender Equality Division and for the ministries, time has been needed to identify each other's roles in the process. However, at present the coordination and the support provided seem to have found their form. Gender mainstreaming is a process that differs in every ministry. There are also differences between the ministries in terms of how far gender mainstreaming of their programmes has come. Like all development work, gender mainstreaming demands a lot of time, and it has started up an extensive process in the Government Offices. A lot of the work is of a kind never tried out before, but there have been great flexibility and willingness to adapt from those carrying out the work. The Government Offices have good conditions for gender mainstreaming work; however some main factors are still not in place. With time, commitment and resources at all levels in the organisation the process that has started up has a possibility of continuing and developing into real gender mainstreaming.

¹⁴² Council of Europe, 1998

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Reg. no N2004/3108/JÄM

2005

Jämställdhetsanalys (steg 1-8 enligt jämKAS Bas mallen) inom politikområde Arbetsmarknadspolitik med särskilt fokus på verksamhetsområde Programverksamhet och verksamhetsgren Kompetenshöjande insatser (Gender equality analysis (steps 1-8 of the JämKAS Bas template) in the labour market policy area, special programmes, sub-programme for competence enhancement measures) Memorandum, 18 February 2005, rev. 6 March 2005

Det fortsatta arbetet med jämställdhetsintegrering i RK (Continued work on gender mainstreaming in the Government Offices), Memorandum 24 May 2005

Uppföljning av 2004 års arbete med regeringens plan för genomförande av jämställdhetsintegrering i Regeringskansliet (Follow-up of work on 2004 on the Government's plan for the implementation of gender mainstreaming in the Government Offices), Memorandum 20 June 2005,

Reg. no N2005/9289/JÄM

2006

Minutes IDA/JÄM 8 February 2006

Minutes IDA/Jäm-möte 23 March 2006

Sammanställning av svar inför IDA/JÄM-möte om rollen som jämställdhetssamordnare den 5/4-06 (Compilation of replies ahead of the IDA/JÄM meeting on the gender equality coordinator role on 5 April 2006), Memorandum 3 April 2006

Arbetsplan för jämställdhetsintegreringen inom Arbetsmarknadsenheten (Work plan for gender mainstreaming in the Labour Market Division), 5 April 2006

*Sammanfattning av diskussionen om rollen som jämställdhetsamordnare IDA/JÄM5
(Summary of the discussion on the gender equality coordinator role), April 2006,
Memorandum 18 April 2006*

Mark, Eva FD *Från sido- och expertorganisation till jämställdhetsintegrering (From an
affiliated and expert organisation to gender mainstreaming)*Memorandum 2006

Internet:

www.jamstod.se

Appendix 5: The Questionnaire

QUESTIONNAIRE

Questionnaire for collecting data on initiatives of Implementation of Gender Mainstreaming at the Governmental Level in all EU States

Please send your answers in email before 31 March 2006, to the project manager Gunilla Sterner. You will find more detailed information at the end of this document!

In this project the definition of gender mainstreaming presented by the Council of Europe (1998) is used:

“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”

Please, write your answers to the items below in a word document and enclose it to the email answer. Give short but detailed answers, not more than half of a page to each question. Give special attention to item 9, good examples and lessons learned. Here you can use more pages to give a detailed description. If you have more information (like guides, reports, research, etc) you can send it with the postal mail.

Country:.....
Name of the Responding Person:
Position:
E-mail:
Date:.....
Postal address:
Tel:.....
Fax:.....

Item 1. The organisation at governmental level

Please explain the organisation of the governmental administration (government, government offices (including ministries), government agencies,) into which gender mainstreaming is to be implemented.

Item 2. Organisation for implementing gender mainstreaming

(a) Please explain in detail the organisation for implementing gender mainstreaming in the governmental administration. From when does the current organisation date?

(b) Is there any formal political support (written declarations and other documents) for the work?

(c) Please explain which actors are involved in the process at different levels, from the highest political level to managers and other administrative personnel, and what are their responsibilities?

(d) Are there also expertise in gender equality issues involved in the implementation process and what are their responsibilities?

Item 3. National goals

(a) Do you have national goals for equality between women and men, approved by the government or the parliament?

(b) Which are the goals?

(c) When were they last updated?

Item 4. National agenda

(a) Do you have a plan or guiding documents for implementing gender mainstreaming at the governmental level, approved by the government or the parliament?

(b) If you have a plan, what are the objectives for this plan and how do you evaluate them?

(c) Are there specific resources (like personnel, time, and financial) allocated for the implementation of gender mainstreaming?

(d) Please indicate (by an estimated percentage) the distribution of resources (financial, personnel, time) between implementation of gender mainstreaming and other positive actions.

Item 5. Policy areas

(a) In what policy areas have you implemented gender mainstreaming? Can you explain why these areas have been chosen?

Item 6. Methods and tools

(a) In what ways have you been working to implement gender mainstreaming at governmental level?

(b) What kinds of methods and tools have been used?

(c) Have you developed gender-sensitive criteria? If so, which?

(d) What measures are provided to get statistics disaggregated by sex?

(e) Do you make regular gender analyses of the budgets?

Item 7. Training

- (a) Are there any training programmes for gender mainstreaming at the governmental level?
- (b) If so, what are the objectives and the contents of the training?
- (c) Do you provide training in gender impact analysis of different political areas?
- (d) Please explain the target groups for the training activities at different levels (politicians, managers, civil servants, others) and the duration of courses.
- (e) Have you evaluated the effects of the training? If so, please provide results!

Item 8. Information

Are there any information strategies concerning implementation of gender mainstreaming?

Item 9. Evaluation

- (a) Have you identified some essential elements that have contributed to or prevented effective implementation of gender mainstreaming at governmental level?
- (b) Can you describe an example of good practice (including gender impact assessment)? (You can enclose reports if necessary)
- (c) Can you describe any lessons learned from the work, things you would do in another way in the future?
- (d) Have you evaluated the organisation for implementing gender mainstreaming (described in item 2)? If so, when, and what changes did it lead to?

Item 10. Improvement

What measures do you think would further improve implementation for gender mainstreaming in your country?

What measures do you think would further improve implementation for gender mainstreaming in the European Union?

Thank you for your cooperation!

Please email your answers before 31 March 2006 to:

Project Manager, gunilla.sterner@industry.ministry.se phone: + 46 8 405 49 87

If you have any other material like guides, plans, reports you can send it by post.
Postal address: Ministry of Industry, Employment and Communications, Division for Gender Equality, SE-103 33 Stockholm, SWEDEN

Appendix 6: Formal political support

In **Austria** the Austrian Constitutional Act since 1998 states in Article 7 the responsibility to consider and implement the principle of actual gender equality on all levels of policies and legal enactments. Austria has three statements of the Ministerial Council from 2000 on the process of how to integrate gender mainstreaming.

Belgium has a law from 1996 on following up the Beijing resolution.

A government declaration from 2004 compels the government to pursue an active policy for the promotion of equality between women and men.

A coming gender mainstreaming bill 2006 which will make gender mainstreaming a compulsory obligation for the federal government institutions.

Cyprus, a national plan on gender mainstreaming is being prepared.

Czech Republic A government resolution nr 456/ 2001 gives all government departments the task of establishing at least one part-time job position (focal point).

A government resolution 6/1998 made the Ministry of Labour and Social Affairs a national coordinator of the agenda for equal opportunities. The Czech government adopted the Priorities and procedures in the promotion of equality for men and women as a national action plan to promote equal opportunities for women and men.

Denmark adopted gender mainstreaming as a strategy for its work for gender equality by signing the Beijing Platform for Action in 1995. The Danish Parliament invited the government to work towards integrating gender equality in all policies and planning. The new Gender Equality Act entered in to force 2000. According to this Act, "All public authorities must endeavour to promote gender equality and must incorporate gender equality in their planning and administration."

Estonia According to the Gender Equality Act, gender equality must be integrated into all policies by all State and local government agencies. The act commits all administrative levels to apply Gender mainstreaming strategy. Agencies of state and local governments shall undertake to promote equality between women and men systematically and purposefully. Their duty is to change conditions and circumstances which prevent the achievement of equality between women and men. When planning, implementing and assessing national, regional or institutional strategies, policies or action plans the agencies should take into account the different needs and social status of women and men and should consider how measures already employed or to be employed, are going to influence the situation of women and men in society.

The Estonian ministerial regulations for ESF

Governmental strategic plan 2007-2013

Finland The Government Programme (2003) has a chapter on gender equality which states the following: Promotion of gender equality is the responsibility of the entire Government, and it will draw up an action programme for realising such equality. It aims, in fact, to mainstream gender equality throughout the public administration. The Government Action Plan for Gender Equality 2004-2007 sets out the Government's specific gender equality objectives and states which parties are responsible for their implementation. (The basis for gender mainstreaming is provided by the fundamental rights under the Constitution Act as laid down by the Equality Act. Thus, the general obligation of the public authorities to promote gender equality has been integrated to legislation. From the report to the 6th European Ministerial Conference on Equality 2006)

France according to the European legal framework, the CEDAW convention, and the Beijing Action plan the most recent manifestation of political will in France is the Charter of Equality from 2004. This document formalises all those involved, from the state to the local authorities, social partners and others, to implement gender mainstreaming in public policies and analyse before making any decision its possible consequences for men and women.

Germany Gender mainstreaming, the equality policy tool used to ensure that gender-specific needs are considered in all policy areas, is enshrined in law as a common principle to be adopted throughout the federal government. With its Cabinet decision 1999 the Federal Government recognised the equality of women and men as a consistent principle guiding its governance and decided to promote this endeavour by means of the gender mainstreaming strategy. Subsequent to this decision the Joint Rules of Procedure of the Federal Ministries requires all departments to observe this approach in all political, normative and administrative measures of the Federal Government. Section 2 of the Federal Equality Act also stipulates the gender mainstreaming principle.

Greece has focused on gender mainstreaming throughout the guidelines, policies and actions to be supported by the 4th Community Support framework (2007-2013). Gender mainstreaming as a tool to achieve gender equality is in the process of elaboration.

Hungary The Government Decree 289/2004 defines promotion of gender equality as one of the main tasks of the Ministry of Youth, Family, Social Affairs and Equal Opportunities.
In the first National Action Plan for Social Inclusion 2004-2006 promotion of the status of women is a priority.

Ireland Equality is enshrined under the Irish Constitution. Groundbreaking legislation initiated by the Department of Justice, Equality and Law Reform includes the Employment Equality Act 1998 and the Equal Status Act 2000 which gives Ireland a comprehensive and modern antidiscrimination code. Consistent with equality policy Ireland has made progress in mainstreaming a gender perspective in important decisions at highest level. All policy proposals, including legislation, submitted to Government for consideration are now required to include information on the likely impact of the

proposed policy on both women and men and, if necessary, identify any actions necessary to ensure that the policy promotes gender equality.

Italy National Commission for Equal Opportunities supports the Presidency of Council of Ministries with the implementation of laws and measures relating to gender mainstreaming and fight of all discrimination. Many of the ministries have committees for equality in their policy fields.

Latvia Concept paper on Gender Equality Implementation, accepted by the Cabinet of Ministers 2001, aims to stimulate an efficient, integrated and coordinated resolution of gender equality issues where gender mainstreaming is used as the main approach in the implementation of gender equality and relates to all policy fields.

The Programme for the Implementation of Gender Equality 2005-2006 provides for the promotion of an efficient, integrated and coordinated implementation of gender equality issues and the development of a sustainable institutional mechanism.

Lithuania According to Article 3 of the Republic of Lithuania Equal Opportunities for Women and Men Act, the State and Government Authorities have a duty to implement equal rights.

The state and the government authorities shall ensure that equal rights for women and men are guaranteed in legislation drafted and enacted by them, implement programmes ensuring equal opportunities, support programmes which assist in the implementation of equal opportunities.

Luxembourg The Government has decided to implement gender mainstreaming into all the ministries as foreseen in its governmental declaration of 4 August 2004. The National Plan for Action on equality between women and men is the tool to implement gender mainstreaming. The plan has been adopted on 3 February 2006.

Malta A circular issued by the Office of the Prime Minister in 2000 (OPM circular 24/2000) makes specific reference to the importance that the Maltese Government attaches to Gender Mainstreaming and makes all public service employees involved in the policy process accountable for gender mainstreaming. A number of speeches delivered by Ministers also attach specific importance to gender mainstreaming

Netherlands:

- Beijing Platform for Action
- UN Women's Convention
- The cabinet position paper 'Gender Mainstreaming' (2001) The cabinet position 'Gender Mainstreaming' (2001) places the responsibility for embedding the emancipation policy in each departmental area with the ministries themselves. The goal is to complete this embedding in 2006.
- Dutch Multi-year plan on emancipation policy (2000)
- Dutch Multi-Year Emancipation Policy Plan 2006-2010 (2005)

Poland Is there any formal political support (written declarations and other documents) for the work? No, except the status of the Department

Portugal

Gender mainstreaming is to be implemented in all Ministries, as decided in the Second Nation Plan for Equality. The II National Plan for Equality has been approved as a Resolution by the Council of Ministers on 25 November 2003.

Slovakia There is no specific document implicitly supporting gender mainstreaming in the SR. The implementation of gender equality is the principal idea of the Concept of Equal Opportunities for Women and Men, which includes the assumed gradual introduction of gender mainstreaming in practice. Measures in support of the equal opportunities of women and men are included also in the National Action Plan for women, adopted by SR government resolution in 1997.

Slovenia The Act on Equal Opportunities, adopted in 2002, establishes the obligation for gender mainstreaming in the Government and ministries (Article 11). The ministries shall take into consideration the gender equality perspective in the course of the preparation of regulations and other measures that apply in the areas, relevant for the establishment of equal opportunities. For this purpose, the ministries shall work together with the Office for Equal Opportunities and take into account its suggestions and opinions, especially prior to the submission of the proposals of laws and other documents to the government for decision.

In 2005, the Government of the Republic of Slovenia adopted the Resolution on the National Programme for Equal Opportunities for Women and Men, 2005-2013, which sets out general objectives and measures of the Government for achieving gender equality in all key areas of social life. The objectives and measures are defined as guidelines for the ministries and other government bodies that are to implement gender mainstreaming to their policies and programmes. Following the objectives and measures set out in the national programme, the action plans with concrete activities will be adopted for two-year periods.

Spain The Spanish Constitution of 1978 underlines the recognition of equality between women and men and requires that governments promote the conditions to make equality and freedom a true reality. The 4th Plan for Equal Opportunities for Women and Men, effective for the four-year period from 2003-2006, has been approved. It is based on the guidelines established by the Community Framework Strategy on Gender Equality (2001-2005), whose fundamental objective is to introduce the equal-opportunity dimension in all policies and actions carried out in the European Community and its Member States. The current Plan seeks to strengthen gender mainstreaming, maintaining specific equal-opportunity policies, i.e., positive actions, in any necessary areas. Particular mention should be made of the act approved in 2003 that compels the Government to include in all their legal proposals a gender impact report on the measures established therein or in 2004

Sweden In 1994, gender mainstreaming was adopted by Parliament as the strategy to be used to implement the national gender equality policy. Since then all committees of inquiry are required to analyse their proposals from a gender perspective (Committees Ordinance).

2004 the Government adopted the Plan for Gender Mainstreaming in the Government Offices. The plan aims to engender the two central decision-making processes in the Government Offices – the legislative process and the budget process – but puts particular focus on gender budgeting. Gender equality analyses based on, sex-disaggregated statistics and the gender equality objectives, are a part of the briefing material produced as a basis for decisions by the government.

In 2006, Parliament reconfirmed gender mainstreaming as the government's strategy for implementing the gender equality policy.

Appendix 7: National goals for gender equality

In the questionnaire Item 3. concerned National goals

- (a) Do you have national goals for equality between women and men, approved by the government or the parliament?
- b) Which are the goals?
- c) When were they last updated?

Austria

The ultimate goal is reaching gender equality.

The priorities of the Federal Ministry of Health and Women in the field of gender equality during the Austrian EU Presidency 2006 are:

- Gender mainstreaming in the public health policy
- Harmful traditional Practices and their consequences for women's health
- Closing the gender pay gap

Belgium

1. General goal determined by the Federal Government

The government declaration of 14 October 2004 compels the Government to pursue an active policy of equality between women and men and, to achieve this, to provide the government services with the necessary instruments to assess this policy.

2. National goals determined by the federal minister of equal opportunities

The federal minister competent for equal opportunities highlighted some initiatives on social integration that comprise special points of attention as regards equal opportunities for men and women in his 2006 policy note on social integration (cf. Annex 2)

3. National goals determined by the Institute

On 23 March 2005, the Institute presented its strategic plan for 2005-2007 to several of its most important partners (including representatives of policymakers, mainstream views, trade unions, women's movements and the world of research). cf. website: www.igvm.fgov.be

In each concrete action specific goals are drawn up and an endeavour is made to compile indicators so that the assessment of the goals can be concretised in a later phase.

Cyprus

For Cyprus. please note the following,

With the initiative of the National Machinery for Women's Rights, which comes under the Ministry of Justice and Public Order, a National Plan of Action on Gender Mainstreaming is under preparation. All government departments, NGOs, Local Authorities, as well as academic institutions, equality bodies etc have been involved in the preparation of the National

Action Plan which in its preliminary form covers the following major policy areas,

Economy and Employment,

Education and Training, Science and Research,

Participation at the decision making level,

Violence against women and trafficking,

Social Rights,

Social stereotypes and attitudes, media,

The plan in all policy areas sets the specific goals, the measures and the

key actors to implement them. The plan once approved by the Council of Ministers will cover the period 2007-2013.

The Czech Republic.

The national action plan for the promotion of equality for women and men in the Czech Republic has focused on the following seven areas relevant to the Czech Republic.

- Promote the principle of equality for women and men as part of the Government policy,
- Ensure legal prerequisites of equality for women and men and increase the level of legal awareness,
- Ensure equal opportunities for women and men in their access to economic activities,
- Level out the social status of women and men caring of children and needy family members,
- Consider women with regard to their reproductive function and physiological distinctions,
- Combat the violence committed against women, and
- Monitor and assess for efficiency application of the equal status principle of women and men.

The measures were approved by government of the Czech Republic in May 2005 and they are still in force. Updated measures for 2006 are going to be approved in May 2006.

Denmark

The Government perceives gender equality as a pivotal part of Denmark's democracy. On the one hand, gender equality is an important precondition for allowing individual citizens – irrespective of gender – to participate in democratic debates. On the other hand, gender equality is a precondition for ensuring that both women and men influence society's development. The Government's gender equality objectives were described in the Minister for Gender Equality's 2006 report and perspective and action plan. *"The Government wants to create equal opportunities for women and men. Its aim is that women and men be seen as equals and enjoy equal opportunities for choosing the lives they want. The Government wants respect for diversity and respect for the individual's personal choice. See the perspective and action plan here:*

http://ligeuk.itide.dk/files/PDF/Perspective_actionplan_2006.pdf

Gender equality means that the differences between women and men, girls and boys may never be used as grounds for discrimination, but rather as grounds for differentiating between the sexes.

The adoption of the new Danish Act on Equal Status for Women and Men of May 2000 entailed a two-pronged strategy for gender equality work: gender mainstreaming as the new strategy and the special initiatives aimed at promoting gender equality as the old one.

(b) Which are the goals?

The overall objectives of the gender mainstreaming strategy are according to the gender mainstreaming action plan 2002-2006:

- to promote gender equality between women and men by incorporating the gender and gender equality perspective in every aspect of state policy, planning and management.

Go to the next question to see specific goals in the Danish gender mainstreaming strategy.

(c) When were they last updated?

The action plan expires in 2006 and the goals were established in 2002

Estonia

According to the Government action plan for 2007-2013, training and technical assistance is oriented towards achieving readiness to integrate the equality principle into all action plans and policies in accordance with the Treaty of Amsterdam; elimination of violence against women and trafficking in women is foreseen according to the strategic action plans in both fields.

(c) When were they last updated?

In 2006

Finland

The Government Programme states that the promotion of gender equality is the task of all ministries and that the integration of gender mainstreaming into the whole of state administration will be done. The Government Programme includes such goals as increasing the number of women in political and public decision-making, strengthening competence in gender equality issues throughout the public administration, and taking into account gender effects in the preparation of legislation and the central government budget. It also promotes equal pay and workplace equality, encourages men to take paternal leave and the sharing of the costs incurred by employers from it, and allocates resources to prevent domestic violence.

The Government Action Plan for Gender Equality 2004 – 2007 initiates, compiles and coordinates the measures by which the Government promotes the equality between women and men. The action plan aims to implement the objectives that the Government has specified in its policy programme with a view to promoting gender equality.

(b) Which are the goals?

The Government Action Plan for Gender Equality 2004-2007 consists of various elements. The measures of the action plan are related, among others, to the reform of the Act on Equality between Women and Men, promoting gender equality in working life, facilitating the reconciliation of work and family life, increasing the number of women in

economic and political decision-making, alleviating segregation, reducing stereotyped gender images in the media, combating violence against women, men and gender equality, and enhancing gender equality in regional development and in international and EU co-operation. The Action Plan for Gender Equality incorporates a project presupposing extensive co-operation of the ministries, namely mainstreaming gender equality in state administration. The aim is to influence the decisions to be taken and thereby to increase the equality between women and men in society.

(c) When were they last updated?

The Government Programme: When the government was formed in 2003.

The Government Action Plan for Gender Equality in 2004.

France

France committed itself to equality between men and women when the charter for equality was presented to the Prime Minister on 8 March 2004.

This charter is an innovation since it brings together almost a hundred actors, public and private, administration, local authorities, those involved in the economic world and civil society, around the promotion of a phased introduction of equality into all management actions. Initiated at the time of the world conference of women in Beijing in 1995, this step is strongly urged forward by the European Union and is the subject of an annual balance sheet every spring

Summary

The policy of equality between men and women entails four issues:

- a democratic issue because the role and the place of women in democracy testify to its degree of progress. The fight for equality between men and women is, in the first place therefore that of citizenship.
- an economic issue because professional equality is a factor for economic growth and modernity. The population forecast modifies the approach of the professional mix and the modern economy needs to use the resources of all.
- a social and societal issue because, beyond the strengthening of social cohesion, the shared responsibilities between men and women are inevitably accompanied by reconfiguration of the social and family roles.
- an issue for humanity because everywhere in the world there is increasing awareness of the fundamental rights of the individual. France is participating in the fight for respect for these rights, which is taking place at a European level and internationally.

The government departments were involved over three years in almost 280 various kinds of actions, based on five main principles: political and social parity and women's access to positions of responsibility; professional equality; equality before the law and dignity; the articulation of the life times; European and international solidarity.

Germany

As there were Federal Elections in September 2005 und a new government was formed, the first meeting of the IMA is planned for June 2006. The preparation process for new goals (phase 3) has started.

See attached information in English for further information about the goals in the past.

Greece

Policy Priorities and Action Plan for Gender Equality 2004-2008 (approved by the government)

Which are the goals?

- (a) Combating the equality deficit in labour market and work relations in both private and public sectors
- (b) Preventing and combating violence against women
- (c) Combating stereotyped ideas on gender roles through the education process
- (d) Strengthening women's participation in decision making centres

Hungary

(a) Do you have national goals for equality between women and men, approved by the government or the parliament?

Yes.

(b) Which are the goals?

Improvement of employment status of women by retraining alternative work forms improvement of reconciliation of work and family life and reintegration of women returning from maternity leave or care taking of dependent family member to the labour market. Elimination of poverty by modernisation of family support system.

(c) When were they last updated?

2006

Ireland

State Boards

The Government is committed to achieving a minimum target of 40% representation of both men and women on State Boards. To further progress, in 2005, the Government decided that nominating bodies be asked to nominate both male and female candidates for those appointments where they are the responsible authority.

Positive Action re Women in Public Life

As a strategy to encourage political parties to address the issue of the low representation of women in public life, the Equality for Women Measure of the National Development Plan allocated funding payable over the period 2001-4 specifically to encourage political parties to promote gender balance in decision making. A number of political parties received funding to develop a range of methodologies to support and empower women to participate within their own structures of decision making and at the negotiating table.

National Women's Strategy

The development of the National Women's Strategy, which will span the period 2006-2015, will refine current approaches and decide on future priorities. Evaluation will be in-built. It will set goals and be the framework for Ireland's gender equality agenda for the coming years.

Italy

Article 3 of the Italian Constitution: all citizens have equal social status and are equal before the law, without distinctions based on sex, race, language, religion, political opinions, and personal or social conditions and the duty of the republic is to remove all economic and social obstacles.

Article 37 of the Italian Constitution: women have equal rights in work and, for comparable jobs, equal pay to men.

Decree no. 3660/2006 approved by Senate: it establishes that in national and local elections every list of candidates may not consist of more than 50% of women/men.

Constitutional law no. 1/2003: it has modified Article 51 of Italian Constitution, in order to promote equal opportunities between women and men in access to the public offices.

Act no. 53/2000: it guarantees the equal right for women and men in parental leave, in order to make both women and men care of their family.

Act no. 215/1992: it aims to promote a real equality between women and men in benefiting of public funds for economic activities and enterprises. This law has also instituted the National Fund for Feminine Enterprise within the Ministry for Productive Activities.

Act no. 125/1991: it promotes positive actions relating to equal opportunities between women and men and provides public funds to finance enterprises supporting gender equality. Adopted

Act no. 903/1977: it prohibits all form of discrimination based on sex in the access at labour, in the assigning of responsibilities and in career upgrading. Adopted

Latvia

In the *Concept Paper on Gender Equality Implementation* five main directions for the implementation of gender mainstreaming, have been indicated: creation of national machinery; training and raising awareness in public administration, among civil servants; improvement of the legislation; development of the Programme for the implementation of gender equality setting quantitative and qualitative goals; regular monitoring and evaluation.

(b) Which are the goals?

There are no specific measurable goals set for implementing gender mainstreaming. But there are concrete indicators set for the tasks indicated in the *Programme for the Implementation of Gender Equality 2005-2006*

Lithuania

One of the goals of the Programme of Government, approved by the Parliament (Seimas) – to take all necessary legislative, administrative, financial and other measures to ensure equality of opportunities in all areas.

Long-term strategic objectives for gender equality are established in Women's advancement programme, adopted in 1996 by the Government and operational; until now. They are detailed by the National Programmes on Equal Opportunities for women and men which usually last 3 or four years and cover several priority areas, as, for instance, the National programme for 2005-2009, approved by the Government covers equality of opportunities and gender mainstreaming in the areas of Employment, Education and Science, Politics and decision-making, Women's human rights and violence, Environment and health protection, Development of instruments and methods

(b) Which are the goals?

The objectives of the Programme are the following:

- resolve equal opportunities issues in all areas in a consistent, integrated and systematic way;
- ensure gender mainstreaming;
- highlight and resolve specific problems of women and men.

(c) When were they last updated?

Since 1996 the goals were updated in 1998, 2003 and 2005.

Luxembourg

a) yes, by the Government. The National Action Plan for equality between women and men will be discussed in Parliament in May 2006.

b) The goals align along the 12 critical areas of concern of the Beijing platform:

Poverty, education and training, health, violence, armed conflict, economy, power and decision making, institutional mechanisms, human rights, media, environment and the girl child. The goal of the Lisbon strategy and the inclusion strategy

For each measure from the National Action Plan for equality between women and men a goal has been defined.

c) They have not been updated since the programme started in February 2006.

Malta

Yes

(b) Which are the goals?

The National Action Plan Against Poverty and Social Exclusion states that one of the key targets is that of 'Raising the female employment rate by 12 percentage points to 45 per cent by 2010.'

(c) When were they last updated?

They were last updated in 2004 but are currently in the process of being re-updated.

The Netherlands

The ban on discrimination in the Dutch Constitution is implemented in six specific laws: the Equal Treatment Act, the Equal Treatment (Men and Women) Act, the Equal Treatment (Working Hours) Act, the Equal Treatment (Temporary and Permanent Contracts) Act, the Equal Treatment in Employment (Age Discrimination) Act, and the Act on Equal Treatment of Disabled and Chronically Ill People. In addition, the Dutch Civil Code and the Central and Local Government Personnel Act contain several articles that prohibit discrimination between men and women in the workplace.

During the past few years, the cabinet has worked on improving legislation in relation to equal treatment and combating discrimination. The cabinet has also striven to elaborate on the implementation of the Treaty of Amsterdam and has ensured that the optional protocol in the UN Convention on the elimination of all forms of discrimination against women and the protocol for taking measures against discrimination in the European Treaty for the Protection of Human Rights and Fundamental Freedoms came into force.

(b) Which are the goals?

See also Item number 4.

(c) When were they last updated?

The goals were updated in December 2005

Poland

Poland used to have National Action Plan for Women (last second stage was from 2003-2005) but the Polish government is now working on a Government Roadmap for the Family, where are several points concerning equality between woman and man: reconciling work and family life, improve situation labour markets

(b) Which are the goals?

See above

(c) When were they last updated?

Portugal

The Portuguese Constitution, that forbids discrimination in this Article 13, in the 1997 revision of the Portuguese Constitution, in its Article 9a paragraph h) has been added that states as a primary task of the State achieving equality between men and women.

(b) Which are the goals? There are no quantified goals and no timetable.

Slovakia

a) The following materials approved by the SR government are concerned with gender equality and issues on elimination of the discrimination of women, including violence against women:

- The Concept of Equal Opportunities for Women and Men, adopted by SR government Decree No. 232 of March 2001
- The National Action Plan for Women, adopted by SR government Decree No. 650/1997, dated 16. September 1997.
- The National Strategy for Prevention and Elimination of Violence against Women and in Families, adopted by SR government Decree No. 10092, dated 16 November 2004
- The National Action Plan for Prevention and Elimination of Violence against Women, adopted by SR government Decree No. 635/2005, dated 24 August 2005

All of the above documents implicitly include objectives to be attained by the Slovak Republic in the gender equality field.

b) The National Action Plan for Women in the SR, conceived as a follow-up document to the Beijing Action Platform, was adopted as a principal programmatic document, whose objective is to improve the position of women in the Slovak Republic within a ten-year time horizon. Accepted on the basis of the SR Government Decree No. 650/1997, dated 16 September 1997, the Action Plan outlined the priorities, strategic goals and steps (solution measures) to be realised by the SR government through its appointed bodies, in order to create development-oriented conditions having non-discriminative effects upon women as well as upon men. The subjects realising the National Action Plan for women include state administration bodies, social partners, self-governments, research institutions, NGOs and other interested organisations. The NAP contains eight priority areas, which at the same time define its objectives: practical realisation of the equal position of women in the family, employment and society, as already anchored within the legal system; generation of a framework that will enable women to personally select development-oriented life strategies in the family, employment and society; creation of conditions toward eliminating economic disadvantages that may lead to material destitution of women; shaping of public opinion towards holding the equality of rights of women and men in respect; establishment of conditions promoting the protection and improvement of women's health; generation of conditions enabling to eliminate violence against women; creation of conditions for the development of personalities and working assertion of women with decreased development chances (e.g. women in rural areas, women in the Roma ethnic community, unemployed women, women insufficiently prepared for their maternity role, handicapped women); support of the activities of organisations furthering the development of women at national and international level.

The Concept of Equal Opportunities for Women and Men: Part of the SR Government Decree No. 232/2001 on the Concept of Equal Opportunities for Women and Men represents an Annex, comprising 31 measures and recommendations for realisation of the Concept and concrete deadlines for their fulfilment. The responsibility for compliance lies with the individual departments and other central state administration bodies. Non-

state subjects also participate in the fulfilment of these recommendations. The Concept determined strategic steps required for a complex, i.e. legislative as well as institutional, assurance of the gender equality in Slovakia, mainly in three priority areas: labour market, public and political life, and harmonisation of working and family life.

The National Strategy for Prevention and Elimination of Violence against Women and in Families represents an essential framework for the realisation of efficient procedures in the field of prevention and elimination of violence perpetrated against women and in families. The main objective of the Strategy is to establish a society-wide system, operating on the basis of close cooperation between the state and non-profit civic sector. It is the essential goal of the Strategy that violence perpetrated against women and in families should be eliminated in a way assuring that nobody would have to face violation of their fundamental human rights, and enabling everybody to live in safety, freedom, dignity and free of any restriction.

The National Action Plan for Prevention and Elimination of Violence against Women arose from the basic postulates of efforts to resolve the problem of prevention and elimination of violation against women, as outlined in the National strategy. Its main objective is to implement effective procedures toward preventing and eliminating violation perpetrated against women, so that victims would not be forced to face violation of their of their fundamental human rights, and be able to live in safety and dignity, free of any threat.

c) An update of the Concept of Equal Opportunities for Women and Men is scheduled for the years 2006 and 2007, while the National Action Plan for women is going to be replaced with a new document in witness of the activities in the gender equality field in the priority areas of the SR Ministry of Labour, Social Affairs and Family.

Slovenia

YES, set out in the Act on Equal Opportunities for Women and Men and in the Resolution on the National Programme for Equal Opportunities for Women and Men
(b) Which are the goals?

The goal of the Act is to define common grounds for the improvement of the status of women and the establishment of equal opportunities for women and men in political, economic, social, educational fields and other fields of social life. Furthermore the Act aims to eliminate the obstacles to the introduction of gender equality through the prevention and removal of unequal treatment of women and men as a form of discrimination in practice arising from traditionally and historically conditioned different gender roles within society.

The fundamental goal of the Resolution on the National Programme is to set out general priorities for the improvement of the status of women and to ensure sustainable development in the realisation of gender equality in all key spheres of social life: employment, reconciliation of professional and private life, education and science, gender stereotypes, health and social inclusion, gender-based violence
Adopted by the Government and the Parliament in 2005

a) Do you have national goals for equality between women and men, approved by the government or the parliament?

Spain

Still nowadays it is in force the Fourth Plan for Equal Opportunities for Women and Men (2003-2006), made up by the Institute for Women and adopted by the Spanish cabinet at its meeting on 7 March 2003. It is based on the guidelines established by the Community Framework Strategy on Gender Equality (2001-2005), whose fundamental objective is to introduce the equal-opportunity dimension in all policies and actions carried out in the European Community and its Member States. The current Plan seeks to strengthen gender mainstreaming, maintaining specific equal-opportunity policies, i.e. positive actions, in any necessary areas.

On 7th March 2005 The Government approved 54 measures to implement the equality between women and men. Recently, the draft bill of the “Integral Act on Gender Equality” has been presented into the Spanish Parliament.

On 4 March 2006 the General Administration established a Plan for Gender Equality.

(b) Which are the goals?

The mentioned objectives of all those documents are very vast, from the most general to concrete targets to implement gender mainstreaming.

(c) When were they last updated?

We can consider that the objectives are fully updated, so that those mentioned related to the 54 measures were evaluated recently, while the most ambitious, related to the above draft bill, have not been approved yet.

Sweden

Yes. In spring 2006, Parliament decided on new national objectives for gender equality. The last time Parliament decided on goals for gender equality was in 1994. The overall objective is that women and men shall have equal power to shape society and their own lives. Four interim objectives were decided at the same time:

- An equal distribution of power and influence. Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions of decision-making.
- Economic equality between women and men. Women and men shall have the same opportunities and conditions with regards to education and paid work that provide life long economic independence.
- An equal distribution of unpaid care and household work. Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.
- Men’s violence against women shall come to an end. Women and men, girls and boys, shall have equal rights and opportunities to physical integrity.

United Kingdom

(a) Do you have national goals for equality between women and men, approved by the government or the parliament?

-Gender Equality Public Service Agreement - a high level strategic target

-The Women and Work Commission Action Plan

-Legislation in the form of a Gender Equality Duty. This will require all public authorities to set their own gender equality goals in 2007 in full consultation with stakeholders.

(b) Which are the goals?

The **Gender Equality Public Service Agreement** goal is: By 2008, working with other departments, bring about measurable improvements in gender equality across a range of indicators, as part of the Government's objectives on equality and social inclusion.

Women and Work Commission Action Plan. The goal of the Women and Work Commission's action plan is to address the causes of the gender pay gap. It proposes actions the government can take to improve the prospects and career options of women in the labour market.

Appendix 8: National plans

Item 4 in the questionnaire a) Do you have a plan or guiding documents for implementing gender mainstreaming at the governmental level, approved by the government or the parliament?

b) if you have a plan, what are the objectives for this plan and how do you evaluate them?

States with Gender Mainstreaming Plans

Six states have plans for the implementation of gender mainstreaming (Austria, Denmark, Estonia, Finland, Germany, Sweden)

Austria has three statements from the Ministerial Council on gender mainstreaming.

The first statement (2000) was to establish an interministerial working group in order to implement the strategy of gender mainstreaming at governmental level. The second statement (2002) was a specific programme for implementing the strategy of gender mainstreaming in the next few years. The third statement (2004) was provisions for a targeted implementation of GM at the federal level, (e.g. all federal ministries have committed themselves to set up internal GM working groups or steering committees, and to carry out one internal GM project per federal ministry in the sphere of human resources policy plus one further internal or external GM project in each federal ministry).

Denmark has an action plan since 2002 for implementing the gender mainstreaming strategy in central administration. The action plan is for the years 2002-2006. The overall objectives of the gender mainstreaming project are to ensure that gender and gender equality perspectives become a natural and integrated part of key ministerial tasks and that ministries are able to perceive society's gender equality challenges in the context of their own policy areas.

Estonia has a Government action plan for gender equality for 2007-2013. According to the plan training and technical assistance is oriented towards achieving readiness to integrate the equality principle into all action plans and policies according to the Treaty of Amsterdam.

There is also a strategy for governmental budget 2007-2010 concerning GM process, to raise the capacity of public administration for gender equality mainstreaming.

Finland the Government Action Plan for Gender Equality 2004-2007 initiates, compiles and co-ordinates the measures by which the Government promotes equality between women and men. The action plan aims to implement the objectives that the Government has specified in its policy programme with a view to promoting gender equality. The programme states that the promotion of gender equality is the task of all ministries and that the integration of gender mainstreaming into the whole of state administration will be done. Methods of gender impact assessment will be developed and the assessment will be integrated into the legislation and preparation of the state budget. Also the knowledge in gender equality issues will be increased in the state administration. The aim is to

develop administrative and operational approaches that help ministries and other authorities to promote gender equality as part of their activities. The purpose of mainstreaming is to eliminate procedures and operational cultures characterised by gender neutrality or even gender blindness. It should also ensure that civil servants take gender considerations into account when preparing matters. The aim is to make civil servants more aware of the impacts of their decisions on gender equality.

Germany To implement these provisions the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth developed a relevant concept built around the Interministerial Working Group on Gender Mainstreaming (IMA).)

There is a *planned process for implementing Gender mainstreaming into the ministries*, led by the IMA-group, *consisting of phase 1*: all ministries organise on their own responsibility training and sensitisation measures for their staff including executives, every ministry should try gender mainstreaming by means of a pilot project, structures are built up and instruments developed, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth manages the implementation process. At the end of 2003 the pilot project phase was completed, and 34 projects were carried out. Some results were a manual for gender mainstreaming in the preparation of legislation.

The goal of *Phase 2* of the implementation process is to establish gender mainstreaming in a sustainable manner throughout all ministries of the Federal Government as a method of implementing Article 3 of the Basic Law. Gender Budgeting forms part of this strategy.

The IMA has concluded a working agreement for the further implementation of gender mainstreaming in this legislative period. The main task is the transposition of the gender mainstreaming process into application routines. Of vital significance are gender competence, counselling and supporting structures. Gender budgeting will be tested.

Sweden has new national goals for gender equality from 2006 and also a special plan for gender mainstreaming at governmental level. The overall objective is that women and men shall have equal power to shape society and their own lives.

In the spring 2004 the Government adopted a Plan for Gender Mainstreaming in the Government Offices. The plan forms a platform for long-term change. It covers six years (2004-2009) and is a common framework for implementing gender mainstreaming throughout the government offices. The plan aims to engender the two central decision-making processes in the government Offices-the legislative process and the budget process-but it puts particular focus on gender budgeting.

The overarching plan sets out a number of objectives that are to be achieved no later than 2009. The plan also stipulates that the entire Government Offices are to contribute to achieving the objectives. This means that all Ministries, the Prime Ministers Office and the Office for Administrative Affairs are included. The objectives relate to four areas of management and control, training, method development and coordination. Because the overarching plan does not contain any activities, the work is broken down in annual undertakings adopted by the Government. Each Ministry, the Prime Ministers Office and the Office for Administrative Affairs then convert these undertakings into activities.

The overall objective of the plan is that the Government Offices offer the best possible preconditions for the gender perspective to be an integrated part of the government's policy.

States with Mixed plans

Seven states have plans for gender equality with integrated parts of plans for implementation of gender mainstreaming (Ireland, France, Latvia, Lithuania, Luxembourg, Netherlands, Portugal)

Ireland

Ireland's National Development Plan is an example of how to use gender mainstreaming across many policy areas.

A National Women's Strategy is currently being developed to span the period 2006-2015. This presents an opportunity to refine current approaches and to decide on future priorities. It will be the framework for Ireland's gender equality agenda for the coming years and will have an in-built evaluation. Gender Mainstreaming will be a cornerstone of the Strategy.

Ireland's National Development Plan (NDP) 2000-2006 incorporates the principle of gender mainstreaming across the plan. This represents a new development in national policy where the gender effects of policy proposals and programmes are being assessed implementation in a broad range of policy areas, including infrastructure, productive investment, human resources and regional policy. In addition there is a commitment to monitor and evaluate gender outcomes across the Plan.

Ireland's National Development Plan 2000-2006 has Equality for Women Measure. In 2006 funding of €1.95 million has been set aside under the Measure by the Irish Government to develop mainstreaming initiatives. This represents 34% of the annual budget for gender equality initiatives. A further €3.85 million has been allocated for various positive action initiatives.

France has a comprehensive and impressive charter of gender equality 2004-2007 with different areas of intervention:

The charter brings together almost a hundred actors, public and private administrations, local authorities, and almost 280 actions are planned of various nature.

The methodology for the implementation of the integrated approach should be;

1) make a diagnosis on the respective situation of women and of men in all the spheres of activity (gender impact assessment)

2) awareness raising of public policy servants by increased knowledge, training consisting the historical perspective for women's rights, equality in figures, the legal national, European and international corps, the main policy principles of equality and its systematic approach.

The charter is being evaluated and after two years two thirds of the 300 interministerial engagements for equality were carried out.

This is mainly a plan for gender equality but there are also parts of gender mainstreaming, methodological parts of how to reach the goals. The organisation for implementing gender mainstreaming is built on voluntary missions, every ministry promise to carry out special actions in their policy fields. There is a follow up by the government's gender unit every year at 8 March and a report to the Parliament.

Latvia has a Concept Paper on Gender Equality Implementation with five main directions for the implementation of gender mainstreaming: creation of national machinery; training and raising awareness in public administration, among civil servants; improvement of the legislation; development of the Programme for the implementation of gender equality setting quantitative and qualitative goals; regular monitoring and evaluation.

The *Programme for the Implementation of Gender Equality 2005-2006* has been accepted by the Cabinet of Ministers in September 2004. The aim of the programme is to promote an efficient, integrated and coordinated implementation of gender equality issues and develop sustainable institutional mechanism.

Four main directions of action have been identified: education at all levels and awareness raising in the society about gender equality issues; reconciliation of work and family life; improvement of the administrative capacity to work with gender equality issues and improvement of the gender equality policy mechanism; prevention of violence.

Lithuania The Government adopted The National Programme on Equal Opportunities for Women and Men for 2005-2009 on 26 September 2005.

The National Programme for 2005-2009, approved by the Government covers equality of opportunities and gender mainstreaming in the areas of Employment, Education and Science, Politics and decision making, Women's human rights and violence, Environment and health protection, Development of instruments and methods.

The objectives of the Programme are the following: resolve equal opportunities issues in all areas in a consistent, integrated and systematic way; ensure gender mainstreaming; highlight and resolve specific problems of women and men.

This Programme is prepared in line with the gender mainstreaming strategy. The strategy is described as such organisation, reorganisation, improvement, development and evaluation of political processes so as to take into account gender equality aspect in all policy areas, levels and stages and to evaluate all political actors and all planned activities, laws, strategies and programmes in any area and on any level from the standpoint of effect upon both women and men. The programme includes both gender mainstreaming activities and specific positive actions

Luxembourg. The Government has decided to implement gender mainstreaming in all the ministries as foreseen in its governmental declaration of 4 August 2004. The National Plan for Action on equality between women and men is the tool to implement gender mainstreaming. The plan has been adopted on 3 February 2006.

Each minister is responsible for the measures taken by his/her department. Gender focal points are created in each ministry. The members of these focal points are delegated as representatives of their ministries in the inter-ministerial committee for equality between women and men (a consulting committee for the Ministry for equal opportunities). An internal action plan for each ministry should be developed by the gender focal points. The goals align along the 12 critical areas of concern of the Beijing platform: Poverty, education and training, health, violence, armed conflict, economy, power and decision making, institutional mechanisms, human rights, media, environment and the girl child. The goal of the Lisbon strategy and the inclusion strategy are considered too. For each measure from the National Action Plan for equality between women and men a goal has been defined. For each domain objectives have been fixed for a period of 3 years spanning 2006 - 2008; they will be evaluated by an external expert in 2009 in parallel with an ongoing internal evaluation (see also Item 3). The Ministry for equal opportunities is the coordinator of the measures in the National Action Plan for equality between women and men. External experts in gender contribute to the implementation of the National Action Plan for equality between women and men, especially in training, coaching, monitoring and technical assistance.

The Netherlands In the Netherlands, political responsibility for co-ordinating emancipation policy resides either with a Co-ordinating Minister or a Co-ordinating State Secretary for emancipation policy. Under the present administration the Minister of Social Affairs and Employment performs this role. In the interests of gender mainstreaming, the other ministers and state secretaries are also expressly responsible for emancipation policy in their own areas of competence. The interpretation and practical implementation of emancipation policy cannot therefore be separated from the specific policies of the relevant ministries.

In the national and international **emancipation policy for the period 2006-2010**, the specialised departments' individual responsibilities will be stepped up. A limited number of primary and secondary objectives have been formulated, in which various different ministries have the initiative. This creates a clear framework for implementation and reporting in the coming years. The specialised ministers themselves will report to parliament on the policy and the effects of this policy on the position of women and men.

Co-ordination of Emancipation Policy 2004 - 2007

- 1. Commitment at political and official top level:* top-level commitment within.
- 1. Explicit emancipation policy with clear targets:* each department should describe explicitly what targets it aims to achieve in the area of emancipation.

2. *Determination of responsibility*: it is essential to have clarity on who bears responsibility for the process of gender mainstreaming. And the organisation structure must also be crystal clear and tailored to policy practice.
3. *Availability of gender expertise*: it is essential for policy advisors to have up-to-date knowledge and understanding of gender issues if gender mainstreaming is to be successful.

Availability of resources (staff and budget) and instruments: gender mainstreaming is an investment in the improvement of the quality of policy, and accordingly the costs of this quality improvement form part of normal policy expenses. Furthermore, it is important that the proper instruments are available and can be deployed.

Portugal Gender mainstreaming is to be implemented in all Ministries, as it was decided in the Second National Plan for Equality .The II National Plan for Equality, of which gender mainstreaming is a substantial part was approved as a Resolution by the Council of Ministers on 25 November 2003. Every Minister nominated an Equality Councillor for the ministry, which will then organise a small team in order to create an Equality Plan for the Ministry.

The Equality Councillors were nominated and then had a training course in gender equality and mainstreaming. Meanwhile, there were elections and new councillors were nominated. Consequently a new training course in equality issues and gender mainstream are planned.

Meanwhile guidelines on the different actions involved in mainstreaming have been produced and presented. The CEWR already published a brochure on Gender Impact Assessment that will be followed by guideline publications for different sectors. The Commission for Equality and Women's Right, a National Mechanism, will work on the training courses and collaborate on the making of the action plans for each ministerial area. The plan will be evaluated by an independent body by the end of 2006. There are no quantified goals or timetable.

States with plans for gender equality

There are six states with plans for gender equality, (The Czech Republic, Greece, Hungary, Ireland, Slovenia, and Spain.)

The Czech Republic has a National Action Plan “ Government priorities and procedures in the promotion of equality for women and men” from 1998. Out of the twelve areas of concern from the Beijing platform seven areas have been chosen particularly of special relevance for the Czech Republic, and there are also goals from the Millennium Declaration to be achieved by 2015;

- Promote the principle of equality for women and men as part of the Government policy,

- Ensure legal prerequisites of equality for women and men and increase the legal awareness level
- Ensure equal opportunities for women and men in their access to economic activities,
- Level out the social status of women and men caring of children and needy family members,
- Consider women with regard to their reproductive function and physiological distinctions,
- Combat the violence committed against women, and
- Monitor and assess efficiency application of the equal status principle of women and men.

Greece has an action plan for Gender Equality 2004-2008 approved by the government. The goals are: Combating the equality deficit in labour market and work relations in both private and public sectors, Preventing and combating violence against women, Combating stereotyped ideas on gender roles through the education process.

Strengthening women's' participation in decision-making centres.
Greece does not have a plan for implementing gender mainstreaming.

Hungary has a National plan for Social Inclusion 2004-2006 in which promotion of the status of women is a priority. The goals are Improvement of the employment status of women by retraining alternative work forms improvement of reconciliation of work and family life and reintegration of women returning from maternity leave or care taking of dependent family member to the labour market. Elimination of poverty by modernisation of family support system.

Ireland A National Women's Strategy is currently being developed to span the period 2006-2015. This presents an opportunity to refine current approaches and to decide on future priorities. It will be the framework for Ireland's gender equality agenda for the coming years and will have an in-built evaluation. Gender Mainstreaming will be a cornerstone of the Strategy.

Ireland's National Development Plan (NDP) 2000-2006 incorporates the principle of gender mainstreaming across the plan. This represents a new development in national policy where the gender effects of policy proposals and programmes are being assessed prior to implementation in a broad range of policy areas, including infrastructure, productive investment, human resources and regional policy. In addition there is a commitment to monitor and evaluate gender outcomes across the Plan.

Ireland's National Development Plan 2000-2006 has Equality for Women Measure. In 2006 funding of €1.95 million has been set aside under the Measure by the Irish Government to develop mainstreaming initiatives. This represents 34% of the annual budget for gender equality initiatives.

A further €3.85 million has been allocated for various positive action initiatives.

Slovenia In 2005, the Government of the Republic of Slovenia adopted the Resolution on the National Programme for Equal Opportunities for Women and Men, 2005-2013, which sets out general objectives and measures of the Government for achieving gender equality in all key areas of social life. The objectives and measures are defined as guidelines for the ministries and other government bodies that are to implement gender mainstreaming their policies and programmes. Following the objectives and measures set out in the national programme, the action plans with concrete activities will be adopted for two-year periods.

Spain does not have a special plan for gender mainstreaming but a plan for equal opportunities. Still in force is the Fourth Plan for Equal Opportunities for Women and Men (2003-2006), made up by the Institute for Women and adopted by the Spanish cabinet at its meeting on 7 March 2003. It is based on the guidelines established by the Community Framework Strategy on Gender Equality (2001-2005), whose fundamental objective is to introduce the equal-opportunity dimension in all policies and actions carried out in the European Community and its Member states. The current Plan seeks to strengthen gender mainstreaming, maintaining specific equal-opportunity policies, i.e., positive actions, in any necessary areas.

On 7 March 2005 The Government approved 54 measures to implement the equality between women and men. Recently, the draft bill of the “Integral Act on Gender Equality” has been presented to the Spanish Parliament.

On 4 March 2006 the General Administration established a Plan for Gender Equality.

States without plans

The rest of the Member States (7) have no plans for either gender equality or gender mainstreaming. (Belgium, Cyprus, Italy, Malta, Poland, Slovakia, United Kingdom)

Belgium A new mainstreaming bill is prepared in 2006 that is oriented towards institutionalisation of the gender mainstreaming process in all policy lines and government actions through the introduction of various effective mechanisms and instruments. It establishes guidelines concerning institutionalisation of gender statistics, gender criteria, gender budgeting and integrating gender in policy plans and policy assessment.

The Institute for Equality of women and men has presented a strategic plan for 2005-2007 where gender mainstreaming forms one of the key elements for promoting equal opportunities. In the context of working out the bill the Institute will develop a National Action plan on Gender Mainstreaming. Work will initially be done on a National Action Plan on statistics. No national action plan exists for the time being.

Cyprus A National Plan of Action on Gender Mainstreaming is under preparation. All government departments, NGOs, Local Authorities, as well as academic institutions, equality bodies etc have been involved in the preparation of the National Action Plan which in its preliminary forms covers the following major policy areas;

Economy and employment

Education and training, science and research

Participation at decision making level

Violence against women and trafficking

Social rights

Social stereotypes and attitudes, media.

The plan in all policy areas sets the specific goals, the measures and the key actors to implement them. The plan once approved by the Council of Ministers will cover the period 2007-2013.

Italy does not have either a special plan for gender equality nor for gender mainstreaming. Instead there are different directives and agreements. The Directive of 27 March 1997 issued by the Presidency of the Council of Ministries aims to promote women's empowerment and to implement gender mainstreaming in Government policies, introducing a gender perspective in development, labour, health and antiviolenace policies, promoting statistics disaggregated by sex and supporting the international exchange of good practices.

The "Social Agreement for Development and Occupation" of 22 December 1998 took place through the dialogue between Government, Social Partners and Trade Unions. It plans the national re-launch of the Italian economy and competitiveness inside globalisation challenges, through a gender perspective in employment possibilities, the career upgrading and also entrepreneurship initiatives. The measures to achieve the objectives agreed will be transferred into the national financial plan by the Ministry of Economy and Finances.

The National Action Plan for Employment (NAP) is the national programming document informing the European Union about the implementation of employment policies, the goals, the resources (even communitarian) and the commitments for the future. The 2002 NAP puts into force strategies, programming acts, legislative rules of the current Government and of the Italian White Paper on labour market. Dealing with gender mainstreaming, the NAP plans measures to organise work models improving human capital and allowing reconciliation between work and family life.

Malta Does not have a plan for implementing gender mainstreaming but each ministry has a gender equality committee for the implementation of gender mainstreaming. A National goal for gender equality is to raise the female employment rate.

Poland used to have a National Action Plan for Women (last second stage was from 2003-2005) but now the Polish government is working on a Government Road Map for the Family, where several points concerning equality between woman and man are

included: for example reconciling work and family life, improve situation labour market . There is no special plan for gender mainstreaming. Poland has set up an interministerial group for gender mainstreaming in an EU project.

Slovakia There is no official government-approved plan for implementing gender mainstreaming in Slovakia. Implementation of gender mainstreaming will be realised mainly by means of relevant projects.

United Kingdom

The UK does not have an overarching plan, instead the [Ministers](#) for Women sit on high-level Ministerial Committees such as Public Health, Domestic Violence, Trafficking, Sexual Offending, Children's Policy to ensure that the gender perspective is fully taken into account in a strategic way. Championing gender equality across government ensures that data is gender disaggregated wherever possible, and that issues which have significant implications for women are taken into account through policy development and the delivery of services.

The UK has specific plans for implementing gender mainstreaming at the governmental level, which as previously highlighted are the Women and Work Commission Action Plan and Gender Equality Public Service Agreement.

The Gender Equality Public Service Agreement aims to bring about measurable improvements in gender equality across a range of indicators, as part of the Government's objectives on equality and social inclusion. It is evaluated four times a year: through a self-assessment exercise; a spring and autumn performance report; and through departmental annual reports. It contains sub-targets in the following areas: Women's economic participation and advancement, Women's social and civic inclusion, Women's access to and experience of public service delivery including in relation to Violence Against Women.

The Women and Work Commission Action Plan is being taken forward by departments across government and progress evaluation should form part of specific department's performance assessment mechanisms. It is likely that actions will be incorporated into relevant departments.

Gender Equality Schemes when the Gender Duty comes into force in April 2007. The plan's objective is to address the causes of the gender pay gap. It proposes actions the government can take to improve the prospects and career options of women in the labour market, as well as actions that will influence the choices of future generations of girls and achieve culture change in work.

Appendix 9: Development of gender equality policy in the EU

Development of gender equality policy in the EU

The base for EU's gender equality policy was laid with the *Treaty of Rome in 1957*. The principle of equal salaries for men and women for equal work was adopted in article 119. By recognising the principle of equal treatment of men and women, the EU started the work against discrimination on the grounds of sex. The policy was called equal opportunities policy and the aim was to give women and men "de jure" equal rights, equal opportunities, equal conditions and equal treatment in all fields of life and all spheres of society. At this time the EU only consisted of six Member States; Belgium, France, Italy, Luxembourg, the Netherlands and Germany.

1950s

In the 50s the economic sphere and the labour market were focused. Through the equal treatment policy the Commission and the Member States wanted to prevent single States from getting competitive advantages by low salaries for women.¹

1960s

During the 1960s the social policies were focused, a growing number of women entered the labour market, the student revolt in 1968 spread influences, the new feminist movements were formed, the old role model with the husband as the breadwinner and the woman as the housewife was called into question and there were also shifts in the demographic patterns.

1970s

In the 1970s, social policy and equal opportunity policy were taken up on the agenda of the EU. The 1970s were years with a good economy in the Member States. There was a demand for labour, which favoured women's moving into labour market. Three new Member States joined the EU in 1973: Denmark, Ireland and the United Kingdom, bringing new views on social welfare policies to the cooperation.² Gender equality in the 70s mainly meant equal treatment and preventing discrimination on the ground of sex.

Almost 20 years after the Treaty of Rome came the first legislation aiming to improve the situation of women, the *Equal Pay Directive 1975*. Legal acts have since then formed the key means of enforcing equality between men and women in the EU over the past three decades. Using the legal basis provided by the Treaties, the Union has adopted thirteen directives on gender equality since the 1970s. These have ensured among other things, equal treatment concerning access to work, training, promotion and working conditions, including equal pay and social security benefits, as well as guaranteed rights to parental leave.³

¹ Emma Hägre: Jämställdhet I EU 2004.

² " " .

³ European Commission Equality between women and men in the European Union.

The legal framework of directives that are to be implemented in national laws, were supplemented and consolidated by the European Court of Justice. The Court has pronounced on a number of well-known cases. The decisions of the Court form a constant evolving case law.

1980s

In the first part of the 80s there was economic recession and a fear that US and Japan should leave Europe behind. Gender equality policy met some resistance and many States thought they had done enough already. Greece became a new Member State in 1981.

The first action programme was launched- *A new Community action programme on the promotion of equal opportunities for women 1982-1985*. The focus has widened from the labour market to include family obligations. In the programme there were also proposals of special measures so-called positive actions for women.

The second action programme *Equal Opportunities 2nd Action Programme 1986-1990*. The importance of actors at different levels was pronounced. The perspective was widened from the labour market to include education, training, new technology, childcare facilities, pregnant women, sexual discrimination at work. Specific measures for the advancement of women were recommended. In 1986 Portugal and Spain became Member States.

1990s

After two decades of equal treatment directives there was a major breakthrough for gender equality policy in the 90s, and the strategy of gender mainstreaming became central alongside special measures or positive actions for women.

Gender mainstreaming, as a new concept, appeared for the first time in international texts after the United Nations Third World Conference on Women (Nairobi 1985).

It was mentioned in the *European Commission's Third medium-term Community Action Programme on equal opportunities for women and men (1991-1995)* but the main strategy in this programme is still specific actions for women.⁴

In 1994 the concept of Equal Opportunities for women and men was introduced as an essential element in the Community's economic and social cohesion policy and has been a priority objective for the four European Structural Funds since then.

In 1995, at the United Nations Fourth World Conference on Women in Beijing, the strategy of gender mainstreaming was explicitly endorsed by the Platform for Action, which was adopted at the end of the Conference. The Platform for Action calls for the promotion of the policy of gender mainstreaming, repeatedly stating in each chapter that "governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men, respectively."

⁴ Hägre.

In 1995 Austria, Finland and Sweden became Member states of the EU and gave new influences on the gender equality policy.

The fourth medium-term Community action programme on equal opportunities for women and men (1996-2000) came in 1995. In this programme there is a focus on democracy as linked with gender equality.

In 1997, there was a major breakthrough with the Treaty of Amsterdam, which in article 2 designated the promotion of equality between women and men as one of the fundamental tasks of the EU, and in article 3 introduced a requirement to eliminate inequalities and to promote equality between women and men in all EU activities. Finally it inserted a new article allowing the EU to take measures tackling all forms of discrimination based on sex, alongside other grounds. The term equal opportunities is here changed to equality between men and women.

1998 the Group of specialists on mainstreaming, which was set up by the Council of Europe in 1995, presented a report: *“Gender mainstreaming-Conceptual framework methodology and presentation of good practices”*.

2000's

The EU Charter of Fundamental Rights, signed in 2000, reaffirms the ban on discrimination and the obligation to ensure equality between men and women in all areas.

Two directives were adopted; the Equal Treatment in Employment Directive-2002 and the Goods and Services Directive 2004.

In 2004 EU was enlarged by ten new members: Cyprus, Estonia, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia, the Czech Republic and Hungary. These countries from Central and Eastern Europe with their history of gender equality policies brought new influences to the Community. Adopting the demands from the Commission they had to quickly establish national machineries, legislation for equal opportunities, specific measures and a gender mainstreaming approach. Twinning projects with earlier Member States and the Structural Funds have been important for building a common frame of reference.

The European Employment Strategy, the Structural Funds and science and research provide three examples of good practice of gender mainstreaming.

The EU Framework Strategy on Gender Equality for 2001-2005, the fifth programme, allocated EUR 50 million to activities in five fields: economic life, equal participation and representation, equal access and full enjoyment of social rights, civil life and gender roles and stereotypes.

A Roadmap for equality between women and men 2006-2010, {SEC (2006)275} is the latest communication on gender equality from the Commission. The Roadmap outlines six priority areas for EU action on gender equality for the period; reconciliation of private and professional life, equal representation in decision-making, eradication of all forms of gender-based violence, elimination of gender stereotypes, promotion of gender equality in external and development policies. For each area, it identifies priority objectives and actions.

It reaffirms the dual approach of gender equality based on gender mainstreaming (the promotion of gender equality in all policy areas and activities) and specific measures. The Commission will take part, in 2007, in the setting up of a European Institute for Gender Equality which will provide expertise, improving knowledge and heightening visibility on gender Equality. In 2007 two new states will become members, Bulgaria and Romania.

The European Pact for Gender Equality 2006 demonstrates the commitment at the highest political level in the Member states to increase efforts to achieve gender equality in partnership with the Commission.

From 2007-2013 a new programme for employment and social inclusion will bring together funding activities in employment, social protection, and inclusion, working conditions, combating discrimination and promoting gender equality. The PROGRESS Programme will take over the work of the Gender Equality Programme. The Structural Funds, financial programmes in different policy areas, and the PROGRESS programme will support the implementation of the Roadmap.