



INSTITUTE  
FOR THE EQUALITY  
OF WOMEN  
AND MEN

*Manual for the application  
of gender mainstreaming  
within the Belgian federal administration*



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**of gender mainstreaming**  
*within the Belgian federal administration*





This manual originated from the work "*Le mainstreaming de genre (ou approche intégrée ou différenciée selon les sexes) dans la fonction publique fédérale*" done in 2007 by professor Annie Cornet and researchers Anne-Marie Dieu and Véronique Tshiamalenge from EGid, HEC, Ecole de gestion de l'ULG, (in cooperation with Els Flour and Ariane Dierickx of Amazone). IDEA Consult (Dr Dafne Reymen and Debbie Sanders) and Marijke Weewauters and Hildegard Van Hove from the Institute for the equality of women and men also contributed to the writing of this document.

Anyone who would like a more detailed bibliography on *gender mainstreaming* and on the works which particularly inspired this manual, can address their request to the Institute for the equality of women and men.





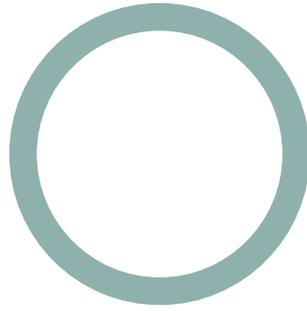
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# Foreword



# Foreword

In our democracy, political decisions are often the result of a long and complex process that takes into account a broad range of data related to social issues.

It is sometimes difficult for the executive branch (ministers, members of strategic units, civil servants) to take all of the relevant parameters in a decision-making process into account, as certain issues do not arise right away or are not obvious when the dossier is first analysed.

In various areas, such as sustainable development for example, the federal government decided to carry out a global and integrated discussion that would make it possible to anticipate the (sometimes unexpected) consequences. That might result from the decisions that are made. Political decision-makers and administrative heads realised, in particular, the importance of using analytical tools that make it possible to analyse a priori the impact of policies. Indeed, these tools make it possible to better integrate certain issues considered to be fundamental in our society, and thus constitute a real aid to more objective decision-making.

We know that on the matter of gender equality, Belgium has a highly developed legal arsenal. Consequently, we could think that gender equality has been achieved in our society and that the inequalities that remain stem from personal choices. However, we should not underestimate the persistence, in numerous areas, of these gender equality-related inequalities and stereotypes.

This is why on 12 January 2007, the Belgian Parliament passed a law aimed at implementing *gender mainstreaming* at the Belgian federal level. *Gender mainstreaming* is a specific strategy whose ambition is to strengthen the equality of women and men in society by making sure that all the steps in the political process – design, implementation, monitoring and evaluation – take the gender perspective into account, that is, the socio-economic differences that exist among men and women.

The concrete application of this law requires a commitment from all federal political and administrative leaders.

In this light, the Institute for the equality of women and men undertook the publication of this present work, which can be seen as a manual that aims to embrace the different issues at stake in *gender mainstreaming* and its application. It is addressed to federal service agents, members of strategic units and federal representatives. Its primary vocation is to better understand this approach. Its ambition is also to facilitate the application of the law of 12 January 2007 on *gender mainstreaming*, as much at the level of the content of defined policies in all federal areas of expertise as in the organisation and functioning of the various federal administrations, by supporting it with useful examples and recommendations.

The chapters in this manual will, in turn, answer the following questions:

1. What is *gender mainstreaming*? What is its value?
2. How should *gender mainstreaming* be implemented at the political and administrative levels? What are the legal obligations? What are the tools that need to be developed? Where can additional expertise be found?
3. How should *gender mainstreaming* be implemented in the different phases of policy development? What are the concrete tools available for each of these phases?

It is important to specify that we are at the beginning of a long process. Only daily application of *gender mainstreaming*, a subject that is living and evolving, in each administration, will lead to concrete results. Moreover, there is no doubt that this document will be polished further on the basis of these experiences.

This manual must be seen as one tool among others, in partnership with other methods of action, including awareness raising and specific training on the matter. In this regard, the expertise of the Institute for the equality of women and men will of course be available so that *gender mainstreaming* may become a reality in the decision-making process and have a real impact on Belgian society.

Whatever the case may be, to fight against the persistence of gender stereotypes and inequalities in an efficient way, this work will need to be supported by an underlying will to bring about a change in mentalities.

This is another goal to which the Institute for the equality of women and men wishes to contribute with this manual.

Michel Pasteel

*Director of the Institute for the equality of women and men*



# Chapter 1

## What is *gender mainstreaming*?

# 1

## The reasons for existence of *gender mainstreaming*

What is *gender mainstreaming*? To answer this question, it may be useful to start by asking ourselves about the meaning of these two words.

In order to understand the word “gender” properly, it is necessary to refer to the word “sex” to which it is related but from which it should also be sharply distinguished. As we will see in more detail in the pages to follow, sex is directly related to biology and more particularly to what distinguishes men and women at the physical level. In contrast, gender refers to what is culturally constructed by a society around each of the two biological sexes. What is involved, then, are the characteristics related to the status of men or women, which are not innate but developed by society.

Gender thus varies depending on the cultures and the time periods, and is often related to the existence of stereotypes in a given society. This is what Simone de Beauvoir was saying in her book “The Second Sex” when she affirmed: “one is not born a woman, one becomes one”.

Derived from the word “mainstream”, the term “*mainstreaming*” means “integration”. When associated together and used in the public affairs management context, the term “*gender mainstreaming*” thus designates a process of gender integration that covers all areas of political concern.

“*Gender mainstreaming*,” then, means that the socially constructed differences between men and women are taken into account, as well as their possible impact, in all domains and at each step of the policy process – design, implementation, monitoring and evaluation. Indeed, political decisions always apply to men and women, yet it is often the case that a masculine perception of things influences political decisions implicitly. In other words, every political decision has a gender perspective whose impact must be assessed in positive or negative terms so that informed decisions may be made.

As we will see later, this integrated approach can be clearly distinguished from the creation of specific policies on the subject of gender, even though one does not necessarily exclude the other for that matter.

This innovative and ambitious approach, which aims to reinforce gender equality in concrete terms while improving the assessment abilities of public authorities, has been recognized by numerous international decision-making bodies such as the United Nations, the European Union and the European Council.

Belgium recently passed a law that provides for *gender mainstreaming* in all federal policies. The goal of this manual is to facilitate its implementation by helping those involved better understand this new legal framework and the concepts on which it rests.

## 1.1. Belgian and European legislative frameworks

Gender equality is a political objective that has been clearly affirmed both at the European and the Belgian level. Article 2 of the EC Treaty stipulates that one of the tasks of the European Community is to promote gender equality. Article 3 provides that its goal must be to eliminate inequalities and promote gender equality in all its activities (*gender mainstreaming*).

In Belgium, articles 10 and 11bis of the Belgian Constitution guarantee gender equality and, in particular, the equal exercise of men and women's rights and liberties. A new law<sup>1</sup>, adopted in May 2007, aims to fight discriminations against women and men in regards to their employment, social security, provision of goods and services, and access to economic, social and cultural activities in particular. This law transposes several European directives and improves the system of sanctions in cases of discrimination.

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<sup>1</sup> The law of 10 May 2007 aiming to fight against discrimination between women and men was published in the M.B. on 30 May 2007 and entered into force on 9 June. The laws of 25 February 2003 and 7 May 1999, which used to contain the provisions that aimed at fighting against sex-based discriminations at the federal level, were repealed by these new laws.

The goal of the law of 12 January 2007 “aimed at monitoring the application of the resolutions from the world conference on women held in Beijing in September 1995 and at integrating the gender perspective into the whole of the federal policies”<sup>2</sup> is to make the principle of gender equality a reality at the Belgian federal level.

## 1.2. The purpose of *gender mainstreaming*: strengthening the equality between women and men

One could think that gender equality has been achieved in Belgian society and that the differences that remain are primarily based on personal choices. Moreover, the major advances made in a few decades in terms of gender equality cannot be denied. However, even though they are often considered normal or go unnoticed, inequalities between men and women remain in a number of areas.

### *Examples of gender inequalities*

- In 2005, based on a comparison of average gross salaries of men and women, women received 85% of what men received.
- The education of children and household tasks generally fall on women, which often leads them to resort to part-time work or career breaks. In 2004, 41.5% of women worked part-time, compared to only 7% of men. This situation penalises women in terms of social benefits, pension and income.
- Inequalities in the job market translate to a pension gap between women and men at the end of their careers. In 2004, only a quarter of women received a monthly pension of more than 1000€ compared to half of men.
- In 2004, single mothers represented 9.3% of households while single fathers represented 3.4% of households. These households also run a greater “risk of poverty.”
- Despite the passing of laws that balance the presence of men and women on electoral lists, the latter remain underrepresented in legislative assemblies and are a small minority in executive bodies.

<sup>2</sup> The law of 12 January 2007 on “gender mainstreaming” was published in the M.B. on 13 February 2007. The text of this law is included in the appendix of this document.

Socio-economic disparities between men and women are determined in particular by the following factors:

- different living conditions (access to help, distribution of tasks);
- different specific needs;
- direct or indirect discrimination;
- sex-based roles and stereotypes.

The objectives of a *gender mainstreaming* strategy are the following:

- identifying the direct and indirect causes of inequalities between the sexes;
- remedying the causes of these inequalities;
- putting in place gender equality in terms of conditions of access (legal equality);
- obtaining actual results when it comes to gender equality (actual equality).

*Gender mainstreaming* is a strategy that aims to reinforce the social equality of women and men by integrating the gender perspective in the content of public policies. Certain political choices that are based on stereotypes concerning the expectations, skills and roles of men and women can indeed subconsciously reinforce inequalities between men and women.

### **Examples of political choices that maintain or reinforce gender inequality**

- *Determining that 40 years of full-time work qualifies one for a full pension discriminates against women, as they are more likely than men to have part-time careers or breaks in their careers given that the distribution of tasks is (still) traditional.*
- *The “head of household,” a man in the majority of cases, is called on to fill out family inquiries. So this type of inquiry rarely takes women’s point of view into account.*
- *Not advocating for services to be made available to help care for dependents (centres for elders, day-care, affordable day nursery, etc.) will have a negative influence on women’s participation in the workforce.*
- *Providing for a tax deduction for the higher of the two incomes in the “household” will give an indirect advantage to men.*

In contrast, a policy that integrates the gender perspective is a policy where the situation of men and women is studied and compared, where the sources of inequality between the sexes are identified, and where the aim is to reduce them.

### 1.3. *Gender mainstreaming, a way to strengthen “good governance”*

In addition, systematically accounting for the gender perspective in the planning and implementation of policies is in line with the principle of “good governance” or “good administration,” which involves a high level of transparency and objectivity in the management of public affairs.

Indeed, *gender mainstreaming* is in large part founded on developing the ability of public authorities to evaluate situations where they wish to act (analytical ability), policies that they wish to implement (ex ante evaluation) or have implemented (ex post evaluation). By no longer looking at the population as a homogenous group to which policies are applied uniformly, and by taking better account of the needs and expectations of citizens, *gender mainstreaming* contributes in fact to reinforcing the effectiveness<sup>3</sup> and efficiency<sup>4</sup> of policies.

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3 The effectiveness of a measure is based on the relationship that exists between the measure, the objective that was set, and the objective that was reached.

4 The efficiency of a measure is based on the relationship that exists between the results obtained and the means that were used.

# 2

## What is *gender mainstreaming*?

### 2.1. The concept of “gender”

To better understand *gender mainstreaming*, it is necessary to start by understanding the concepts on which it rests.

The concept of “gender” is not a synonym for the word “sex.” Sex designates the biological differences that exist between men and women. These differences are universal and timeless. They change neither in space (different countries) nor in time (different periods).

The concept of “gender” covers social and cultural constructions that were built around biological differences between women and men and that influence their representation. In contrast to sex, these differences are contextual (they vary according to the country, cultures, social environment, religion, age, etc.) and temporal (they vary according to the period).

#### *Examples*

- *The most obvious example of the differences between sexes concerns reproduction: only women can be pregnant.*
- *Still today, the fact that a man decides to give priority to the education of his children to the detriment of his professional career can seem strange or be perceived negatively.*

On the basis of biological differences between men and women, all cultures and all societies have defined feminine and masculine roles and characteristics. These social constructions are accompanied by stereotypical images and representations of both sexes concerning their competencies, their spheres of activity or their respective roles.

### Examples

- *The private sphere has long been perceived as the field of activity for women, the public sphere as the field of men.*
- *It is often thought that mathematics or technology are masculine fields, while those that relate to helping people are considered a feminine field.*

Generally, societies are organised in a way that overvalues characteristics that are considered “masculine,” which has actual repercussions on the situation of men and women.

### Examples

- *Overvaluing certain “masculine” sectors of activity such as computer science or finance has an impact on the salary gap between men and women.*
- *The underrepresentation of women in places where power is yielded is related to the stereotype of women as being less skilled than men to hold jobs with responsibility.*

The concept of gender brings into evidence the social character of the differences between men and women and the inequalities that are built around social roles and stereotypes.

## 2.2. Definitions of *gender mainstreaming* at the international level

The concept of *gender mainstreaming* first appeared in various international documents following the Third United Nations World Conference on Women (Nairobi, 1985). *Gender mainstreaming* was explicitly ratified and approved during the Fourth United Nations World Conference on Women (Beijing, 1995). The Platform for Action that resulted from the Conference reiterates several times that: “Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes, including, as appropriate, an analysis of the effects on women and men, respectively, before decisions are taken.”<sup>5</sup>

As we have seen, *gender mainstreaming* is explicitly mentioned in article 3 of the EC Treaty and has been set out since 1991 in European Union Community Action Programmes on Equal Opportunities for Women and Men. For the European Commission, “*Gender mainstreaming*” means accounting for this perspective in all stages of policy processes - design, implementation, monitoring and evaluation - with the goal of promoting gender equality. Consequently what needs to be done is an evaluation of the way in which policies influence the life and status of women and men, and assume responsibility for their modification if necessary.

In 1999, in its final activities report, the European Council Group of specialists working on *gender mainstreaming* agreed on the following definition: “The integrated approach for equality between women and men (or *gender mainstreaming*) consists of 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.”<sup>6</sup>

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5 Report of the Fourth World Conference on Women, A/CONF.177/20/Rev.1, United Nations, Beijing, 4-15 September 1995. This report is at the following address: <http://www.un.org/womenwatch/daw/beijing/official.htm>

6 Council of Europe, Final Report of Activities of the Group of Specialists on Mainstreaming (EG-S-MS), *Gender mainstreaming: Conceptual framework, methodology and presentation of “good practices”*, EG (1999) 03. This report is available at the following address: [http://www.coe.int/t/E/Human\\_Rights/Equality/02\\_Gender\\_mainstreaming/099\\_EG\(1999\)03.asp#TopOfPage](http://www.coe.int/t/E/Human_Rights/Equality/02_Gender_mainstreaming/099_EG(1999)03.asp#TopOfPage)

*Gender mainstreaming* is thus a transversal, systematic and preventive approach, led by and within the executive agencies implicated in the definition, implementation and evaluation of the policies.

*Gender mainstreaming* is a transversal strategy, that is, a strategy that applies to all areas of policy (e.g. Employment, Social Affairs, Finance, Health, Mobility, Justice, etc.). *Gender mainstreaming* is also a systematic approach that applies to all phases of the “policy cycle” (preparation, decision, implementation, evaluation). Verifying the potentially different impact of all political measures under consideration on women and men needs indeed to become a habit, something of a second nature for each agent involved in the different phases of the policy cycle.

*Gender mainstreaming* is a preventive strategy since its objective is to prevent public authorities from putting in place policies that create or accentuate inequalities between men and women.

*Gender mainstreaming* concerns all actors implicated by the definition, implementation and evaluation of policies<sup>7</sup>:

- male and female politicians<sup>8</sup> (federal representatives, ministers, state secretaries) and strategic groups;
- presidents and members of federal public service management committees, parastatal organisations and public enterprises;
- agents responsible for the implementation of policies;
- agents in services and departments responsible for administrative support (internal communication, training, preparation and analysis of statistics, human resources management, internal assessment groups, purchasing policy, budget monitoring, etc.);
- union representatives<sup>9</sup> and employee delegates;
- partners who work in collaboration with public services for a part or all of its missions (associations, social partners, university teams, research and consulting departments);
- members of inspection commissions (internal audit groups, finance inspectors, government commissioner, Audit Court, etc.).

7 You will find in the appendix an outline illustrating the way that *gender mainstreaming* concerns all federal executive bodies involved in the different phases of the “policy cycle.”

8 In January 2007, political parties signed a charter under which they committed themselves to implementing the principle of *gender mainstreaming*.

9 In September 2004, the unions signed a charter under which they committed themselves to make efforts in the area of *gender mainstreaming*.

### 2.3. The differences and similarities between *gender mainstreaming* and specific gender equality policies

As their name implies, specific gender equality policies are policies that are implemented in a particular area to correct situations where imbalances between men and women have been identified. In other words, specific equality policies are thus limited to a particular area, and are implemented after the fact, in order to deal with the observed inequalities.

The differences between *gender mainstreaming* and specific equality policies, then, are obvious: a preventive, transversal and systematic approach on one side, and a remedial approach, limited to a particular area and based on an observation of inequality between men and women on the other.



#### *Example of a specific gender equality policy*

*The passing of laws<sup>10</sup> forcing political parties to present electoral lists composed of as many women as men in order to fight against underrepresentation of women in assemblies is an obvious example of a specific policy of equality.*

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<sup>10</sup> Law of 17 June 2002 ensuring the equal presence of men and women on electoral lists for European Parliament elections (M.B. 28 August 2002); Law of 18 July 2002 ensuring the equal presence of men and women on electoral lists for federal legislative chambers and for the Council of the German-speaking Community (M.B. 28 August 2002); Special law of 18 July 2002 ensuring the equal presence of men and women on electoral lists for the Walloon Regional Council, the Flemish Council and the Council of the Brussels-Capital Region (M.B. 13 September 2002).

As European institutions repeatedly emphasize, *gender mainstreaming* and specific gender equality policies are complementary and must often be pursued in tandem to reinforce equality between men and women.

In the context of its “Roadmap for Equality between Women and Men,” which covers the period 2006-2010, the European Commission “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.”<sup>11</sup>

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<sup>11</sup> Reference : [http://ec.europa.eu/employment\\_social/gender\\_equality/gender\\_mainstreaming/roadmap\\_fr.html](http://ec.europa.eu/employment_social/gender_equality/gender_mainstreaming/roadmap_fr.html) or [http://ec.europa.eu/employment\\_social/gender\\_equality/gender\\_mainstreaming/roadmap\\_en.html](http://ec.europa.eu/employment_social/gender_equality/gender_mainstreaming/roadmap_en.html)

# 3

## The budgetary component of *gender mainstreaming*: *gender budgeting*

In accordance with the *gender mainstreaming* approach, *gender budgeting* consists in a gender-based assessments of the budgets founded on the inclusion of a gender perspective at all levels of the budgetary procedure and in the reorganisation of revenues and expenses so as to promote gender equality.

In this context, budgets allocated to policies and programmes are studied in order to determine whether they are likely to have a positive or negative impact on the situation of women and men.

More concretely, *gender budgeting* looks at:

- whether socio-economic realities of women and men are taken into account in the distribution of financial resources and means;
- the (possible) impact on the socio-economic situation of women and men (reduction or reinforcement of inequalities between the sexes) of the money invested in public policies.

# 4

## Summary

*Gender mainstreaming* is an approach that assumes that all persons involved in the definition and implementation of policies think in advance about the goal of equality between women and men.

**This thought process consists in questioning and taking into account the potentially disparate effects of any policy on either of the two sexes, and determining if the policy under consideration is likely to reinforce or on the contrary reduce equality between women and men. *Gender mainstreaming* must become an acquired automatic response, a reflex that must incite everyone to take the influence and possible impacts of the policy on socio-economic differences among men and women into account.**

*Gender mainstreaming* concerns:

- all political areas (e.g. Employment, Social Affairs, Finances, Health, Mobility, Justice, etc.);
- internal public activities (management plans, administrative contracts, personnel management, public procurement, subsidies, etc.);
- external public activities (legislation, political measures, citizen services, etc.);
- all persons involved in the definition and implementation of federal public policies (federal political representatives, federal civil servants, members of strategic units);
- all phases of decision-making (preparation, decision, implementation, evaluation).

**This approach is justified by the fact that:**

- **in spite of the progress made and the implementation of a specific policy for gender equality, economic and social inequalities between women and men remain;**
- **the government is committed to reducing these inequalities on the international scene and translated this commitment into a law integrating the gender perspective in all federal policies, passed on 12 January 2007.**

This approach is in line with concerns for effectiveness and efficiency of public services with a view of “good governance.”



# Chapter 2

## The implementation of *gender mainstreaming* at the Belgian federal level

# 1

## Brief history of the law of 12 January 2007

On 12 January 2007, the Belgian federal Parliament passed a law “aimed at monitoring the application of the resolutions from the world conference on women held in Beijing in September 1995 and at integrating the gender perspective into the whole of the federal policies.<sup>12</sup> It replaces the law of 6 March 1996 aimed at monitoring the application of the resolutions of the World Conference on Women in Beijing from 4-14 September 1995.

The fourth World Conference on Women took place in Beijing in September 1995 under the auspices of the United Nations. A declaration and platform for action were established during this conference.

The Beijing Platform for Action<sup>13</sup> defines the strategic objectives and the measures to be taken to accomplish gender equality in twelve critical areas of concern:

- 1°) persistent poverty, which weighs more and more on women;
- 2°) education and training of women;
- 3°) women and health;
- 4°) violence against women;
- 5°) women and armed conflicts;

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<sup>12</sup> The law of 12 January 2007 on “gender mainstreaming” was published in the M.B. on 13 February 2007. The text of this law is included in the appendix of this document.

<sup>13</sup> Report of the Fourth World Conference on Women, A/CONF.177/20/Rev.1, United Nations, Beijing, 4-15 September 1995. This report is available at the following address: <http://www.un.org/womenwatch/daw/beijing/official.htm>

- 6°) women and the economy;
- 7°) women and decision-making;
- 8°) institutional mechanisms responsible for promoting the advancement of women;
- 9°) human rights of women;
- 10°) women and media;
- 11°) women and the environment;
- 12°) the girl child.

The Beijing Declaration<sup>14</sup> represents the engagement of signatory governments (including Belgium) and other actors to translate this platform for action into concrete actions. As we saw in the first chapter, this World Conference also made evident the importance of *gender mainstreaming* as an essential strategy to reach equality between men and women.

The revision of the law of 1996 was born from the necessity, following the evaluation of two pilot projects led in 2001 and 2002 on *gender mainstreaming* and *gender budgeting* at the federal level, of institutionalizing these processes by implementing different efficient mechanisms and instruments.

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<sup>14</sup> Ibidem.

# 2

## Gender mainstreaming at the political level

Several provisions of the law of 12 January 2007 concern the Government and its members directly.

*Article 2 of the law stipulates that: “The Government watches over the implementation of the objectives of the Fourth World Conference on Women, held in Beijing in September 1995, and especially over the integration of the gender perspective into the whole of its policies, measures, budgetary preparations and actions in order to avoid or correct inequalities between women and men. For this purpose, it presents, at the beginning of the period of government, on the occasion of the Government’s policy statement, for the whole of the policies, the strategic objectives it wishes to achieve during the period of government, in accordance with the objectives of the Fourth World Conference on Women, held in Beijing (...).”*

### 2.1. The role of the government

It is important to keep in mind that governmental momentum is fundamental. The government is the most responsible party for the implementation of an efficient *gender mainstreaming* policy.

It is responsible for integrating the gender perspective in all policies, measures, or actions that it takes and defining the strategic objectives that it intends to accomplish during the period of government to reinforce gender equality.

#### Example

*At the start of the period of government, the government sets a series of objectives related to the fight against insecurity, improvement of access to healthcare, lowering taxes or the fight against global warming.*

*All the policies, measures and actions defined at the Belgian federal level to reach these objectives will need to take into account the potentially different impact on women and men.*

The law of 12 January 2007 explicitly aims for the integration of the gender perspective in all policies undertaken at the Belgian federal level. This generalised integration will be facilitated by the experience acquired in the context of the integration of the gender perspective in policies related to the accomplishment of strategic objectives defined by the government.

### Example

*In the governmental declaration of 20 March 2008, it can be assumed that two of the strategic governmental objectives on the subject of gender equality consist in reducing the salary gap between men and women on the one hand, and improving the work-life balance on the other.*

The government is also responsible for enforcing the law. It must prepare an intermediary report and a report at the end of the period of government on the policy followed, in accordance with the objectives of the fourth World Conference on Women held in Beijing in September 1995 (see below: point 3.6.).

## 2.2. The role of the ministers

*Article 3 of the law stipulates that: “Each minister integrates the gender perspective into all policies, actions and measures he/she is in charge of. For that purpose, he/she watches over the implementation of the strategic objectives mentioned in article 2 (...).”*

In the same way as for the government, the law provides that each minister integrates the gender perspective in all the policies, measures and actions falling within his/her competence, on the one hand, and that he/she watches over the implementation of the strategic objectives set by the government on the subject of gender equality, on the other. It is therefore important that each minister clearly define them in his/her general policy announcement.

In addition he/she will have to watch over their implementation in the administration management plans over which he/she has control (see below point 3.1.).

Finally, in order to supervise the process at the political level, one person from the strategic unit of each minister is designated to belong to the interdepartmental coordination group responsible for ensuring the implementation of the law (see below point 3.7.).

# 3

## Gender mainstreaming at the administrative level

### 3.1. Gender mainstreaming in strategic planning tools

*Article 3 of the law stipulates that: “Each minister watches over the implementation of the strategic objectives mentioned in article 2, § 1 and of the integration of the gender perspective in management plans, management contracts as well as in any other instrument of strategic planning of the federal public services, the Ministry of Defence, the programmatory public services, the public institutions of social security, the federal scientific institutions and the institutions of public interest he/she is in charge of.*

*To that end, he/she adopts the relevant gender indicators that make it possible to measure the process of the integration of the gender perspective and the realisation of the strategic objectives.”*

Based on the content of general policy notes of the minister in charge, federal administrations will need to ensure that *gender mainstreaming* is effectively transferred to strategic planning instruments.

The strategic and operational objectives defined in the strategic planning instruments will thus need to explicitly take into account:

- the general objective, contained in the law, of integrating the gender perspective in all policies, measures and actions taken;
- the objectives more specifically tied to the objective of gender equality, contained in the declaration of the government and the general policy notes.

The principle of *gender mainstreaming* should be included in strategic documents (management plans, administrative contracts, etc.), as a horizontal strategic objective.

### **Example of gender mainstreaming as a horizontal strategic objective**

*In the context of its political commitment in favour of gender mainstreaming (Charter for the promotion of gender equality in the Department of Defence and for the application of the principles of Resolution 1325 of the United Nations Security Council of 8 March 2007), the Minister of Defence specified in particular that: "(...) for each measure that is developed and each policy that is carried out, particular attention is given to the possible consequences of this measure or policy on gender equity and equality. Consequently, this attention is required on the part of all persons concerned and particularly on the part of managing structures.*

*Concretely, this attention means that during the development of strategic documents (organic regulations, visions, general policy notes, memoranda, etc.), Defence takes the impact of these strategies on gender equality into account."*

This horizontal strategic objective can then be translated into operational objectives and concrete action points.

### **Example**

*In the context of a pilot experiment related to gender mainstreaming and led at the Belgian federal level in 2001 and 2002, the Finance Minister and his administration had set as a strategic objective that "taxes on natural persons be perfectly neutral with respect to the persons acquiring the revenue and their lifestyle."*

*This strategic objective was broken down into two operational objectives:*

- *"proceeding with the systematic inventory (in taxes collected from natural persons) of the specific provisions that can have consequences on the equal opportunities of men and women (...);"*
- *"creating in the Finance Department a committee of experts who, on the basis of the inventory created, will propose corrective measures."*

### **Recommendation**

*During the review or implementation of a management plan, each general strategic objective is examined from the perspective of a disparate impact on women and men.*

While indicators are often used in the preparation, definition and evaluation of public policies, they can also prove useful in accompanying and measuring their concrete implementation. In this context, the established indicators will often concern activities undertaken to implement a public policy. In that case, they will be referred to as “process indicators.”

### **Examples of process indicators related to the implementation of gender mainstreaming**

- *The number of civil servants trained on gender mainstreaming;*
- *The designation or lack thereof of a civil servant responsible for the coordination of gender mainstreaming in a department;*
- *The budgetary means set aside for the implementation of the process;*
- *The number of “gender tests” performed in a department (see point 3.4. below);*
- *The percentage of statistical data disaggregated by sex in a department (see point 3.3 below);*
- *The number and nature of gender indicators established in a department (see point 3.3 below);*
- *The integration or lack thereof of the gender perspective in the objectives of the management plan of a department;*
- *The number of objectives defined on matters of equality between women and men;*
- *The concrete actions that have made it possible to achieve objectives of equality or the integration of the gender perspective in the measures of a department.*

## **3.2. Gender mainstreaming in budgets**

Article 2, §1 of the law on *gender mainstreaming* provides for the “integration of the gender perspective in budgetary preparations.”

Paragraph 2 of the same article stipulates that: *“The credits related to the actions which aim at achieving equality of women and men are identified by department, (...) in a gender note, attached to each draft of the general expense budget.”*

The statement of purpose related to §1 of article 2 of the law of 12 January 2007 clearly mentions the concept of *gender budgeting*: “The specific technique used during budget preparation to evaluate the impact of the distribution of resources on the situation of women and men is referred to as “*gender budgeting*,” an essential component of the *gender mainstreaming* process.”<sup>15</sup>

The statement of purpose related to §2 of article 2 of the law, for its part, concerns specific actions implemented in the area of gender equality: “Paragraph 2 makes it mandatory to establish a so-called “gender” note having for its purpose a clear signalling of the funds that will be assigned to the performance and promotion of gender equality by the general administrative services of the State. This note will be attached to each general expense budget project with the goal of identifying specific actions implemented by the Government in the area of gender equality.”

Concretely, in a first phase, the gender note will thus aim to identify the specific budgets planned for projects on matters of gender equality.



### **Example**

*For the establishment of the 2009 budget, different authorities have been asked to identify the programmes/projects where it will be possible to take gender budgeting into account (Circular of 25 April 2008 concerning the directives of the 2008 budgetary control and anticipation of the 2009 budget).*

In a second phase, the objective of the gender note will also be aimed at examining the impact on gender of the planned credits, more specifically examining the neutral credits from the perspective of gender and those that may have an impact on gender, that is to say, influence the socio-economic situation of women and men (reduction or reinforcement of inequalities between the sexes).<sup>16</sup>

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<sup>15</sup> Bill aimed at monitoring the application of the resolutions from the world conference on women held in Beijing in September 1995 and at integrating the gender perspective into the whole of the federal policies, DOC 51 2546/001, p 11.

<sup>16</sup> See also chapter 3, point 3.2.1.

### 3.3. Gender mainstreaming in gender statistics and indicators

*By virtue of article 4 of the law on gender mainstreaming, it is clearly stipulated that “the statistics that the federal public services, the Ministry of Defence, the programmatory public services, the public institutions of social security, the federal scientific institutions and the institutions of public interest produce, collect and order in their domains of action, are disaggregated by sex and that gender indicators are established when this is relevant.”*

In a complex and diverse society, common sense is often not enough to properly define the problems confronted by public authorities, to find the most appropriate solutions to those problems and to evaluate the actual impact of the policies implemented. It is in this context that statistical data have a tendency to have increasing importance in political decision-making.

#### 3.3.1. Sex-disaggregated statistics

In essence, statistics are numerical data made useful to those concerned by the development, implementation and evaluation of public policies.

In order to have a clear idea of the situation of women and men, respectively, in a particular political area, it is necessary, first and foremost, to disaggregate the statistical data by sex.

Indeed, undifferentiated data often hide important disparities of situation between men and women. Disaggregating statistics by sex simply consists in separating the data related to men and women in order to allow the identification of differences and, eventually, inequalities that exist between men and women.

For data collected at the individual level, sex-disaggregation is relatively easy. The statistical processing is simple. It assumes a simple division of the numerical data. However, not all data are easily disaggregated by sex. In the case of data gathered from households or enterprises (and therefore no longer only at the individual level) it is in fact harder to obtain sex-disaggregated data.

### 3.3.2. From sex-disaggregated statistics to “gender statistics”

Sex-disaggregation is a necessary albeit insufficient operation to get a general idea of the situation of women and men, respectively, in a specific area. “Gender statistics” are sex-disaggregated data whose presentation allows the differences between men and women in a particular area to be made visible and identifiable.

Following the Beijing Conference, which described the actions that national governments need to take to integrate the gender perspective in their statistical instruments, the United Nations defined gender statistics in the following way: “Gender statistics are statistics that adequately reflect differences and inequalities in the situation of women and men in all areas of life. Producing gender statistics entails disaggregating individual data by sex and other characteristics to reveal those differences or inequalities, and collecting data on specific issues that affect one sex more than the other or relate to gender relations between women and men. Gender statistics thus allow for a systematic evaluation of gender issues and of inequalities between women and men.”<sup>17</sup>

In summary, gender statistics are statistics that are disaggregated by sex and that are processed in a way that allows the identification of the differences that exist between men and women.

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17 United Nations, *The World’s Women, 2005 Progress in Statistics*, New York, pp.1-2.

An obvious note: the identification of possible gender inequalities must not be based on an equal representation (50-50).

### Example

*In 2005, 263 male prisoners and 12 female prisoners (on average) were subjected to electronic surveillance. In principle, the prisoners must wear an ankle bracelet that spares them from having to serve their prison sentence. In this case, it is obviously the ratio of men/women of the number of prisoners under electronic surveillance and the total prison population, that is, 391 women and 8939 men, that must be taken into account to get an idea whether there exists or not inequality between men and women.<sup>18</sup>*

### 3.3.3. Cross-checking gender statistics with other variables

Cross-checking gender statistics with other characteristics such as age, marital status, ethnicity or education level often turns out to be necessary to precisely identify the inequalities that exist between women and men in a particular area.

### Recommendation

*When defining the variables to take into account, you can:*

- *use your own experience in the area of policy;*
- *refer to existing statistics, which often include specific cross-references;*
- *contact the Institute for the equality of women and men, that will put its advice and expertise at your disposal or will direct you to other sources.*

### Example

*When it comes to the percentage of men and women in the internet population, age plays a determinative role. While there are no significant differences between men and women in the younger generations, the numerical break between men and women increases progressively starting at the age of 35.<sup>19</sup>*

<sup>18</sup> Women and Men in Belgium, 2006 edition. pp. 150-153.

<sup>19</sup> Women and Men in Belgium, 2006 edition. pp. 86-87.

It is appropriate to keep in mind that the more perspectives are integrated into the analysis (variables, characteristics), the more the presented data become voluminous, and the harder it becomes to interpret them correctly and to clearly formulate the message that ensues from them.<sup>20</sup>

### **Recommendation**

Graphics can make it easier to highlight gender differences. When there are many statistical data, the relevant elements must be clearly highlighted

### **3.3.4. Gender statistics and qualitative data**

In addition to the numerical data, and even though it is not explicitly mentioned in the law, qualitative data can turn out to be necessary for identifying inequalities among men and women.

### **Example**

*When developing a domestic violence prevention policy, it is necessary to take into account a minority of female perpetrators and male victims. The collection of qualitative data logically requires, for example, verification that there is help available for these two categories of persons.*

### **Recommendation**

*Qualitative data can sometimes be coupled with quantitative data. Through an inquiry, it is possible, for example, to measure the satisfaction of users of a service (men and women) on a scale of 1 to 10.*

### **Recommendation**

*To gather a host of data on existing inequalities, you can consult associations and interest groups. Recourse to their experience and expertise can prove to be decisive when collecting qualitative data.*

20 Hedman et al., Engendering Statistics. A Tool for Change. p. 84-104. Hedman et al. give out generous advice for creating diagrams and tables that are easier for novices to read.

### 3.3.5. Production and collection of specific statistical data

It is faster and more cost-efficient to refer to existing statistics rather than to produce new ones. Existing data, however, may prove to be insufficient in the preparation of a meticulous table on the situation of women and men. You must then produce or gather new statistics. Gathering new data can be done by adjusting the instruments already available (forms, for example) or by deploying new ones (surveys, for example).

#### *Example*

*The Institute for the equality of women and men has carried out a detailed study of gender data related to the distribution of time in the Belgian population.*

To define the issue properly and in detail, it may also be useful to supplement your own data with data gathered by other bodies.

#### *Recommendation*

*In collaboration with the non-profit organisation Sophia, the Institute for the equality of women and men performed a census of the studies and trainings on gender, women, feminism and social relationships between sexes, in Belgium since 1995: [http://www.sophia.be/index.php/genderstudies\\_data base](http://www.sophia.be/index.php/genderstudies_data base)*

### 3.3.6. Access to and dissemination of statistical data

So that they are as efficient as possible, sex-disaggregated data and gender statistics must be made available to the largest number of actors involved in the decision-making process (policymakers, members of strategic units, civil servants, researchers,

etc.). To reinforce the use of gender statistics and widen their distribution, the gender perspective must be clearly put forward in as many federal statistical publications as possible.

### **Example**

*The Institute for the equality of women and men took the initiative of publishing every two years a brochure entitled "Women and Men in Belgium. Gender Statistics and Indicators." It contains sex-based statistical data that gives an overview of the situation of women and men, respectively, in Belgium.*

### **3.3.7. From statistics to gender indicators**

Statistics are numerical data that are generally voluminous and not always easy to use. Indicators are data (generally numerical indexes) that make it possible to represent a social reality by making it measurable.

Indicators present a series of advantages compared to statistical data. The first advantage of indicators is that they make it possible to reduce statistical data to one number, one piece of data. The second advantage of indicators is that they make it possible to measure and thus compare situations at different times or in different places. The third advantage of indicators is that they make the readability and thus the communication of a situation easier, as indicators are more easily understandable than a series of numerical statistics.

### **Example**

*The indicator related to the underrepresentation of women among managers, known as "glass ceiling," is based on the ratio of the number of women in a management role and the number of female workers in a sector.*

While indicators are often quantitative, that is, based on numerical statistics, this is not always the case. Depending on the subject addressed, it may be appropriate to establish qualitative indicators in order to highlight the eventual progress made in a particular area or supplement the idea one has of a situation.

### **Examples**

*The existence or not in a country of legislation related to fighting discrimination;  
The existence or not of initiatives from public authorities on matters of domestic violence.*

### **Example**

*On the issue of travelling and mobility, it is not enough to establish an indicator relative to the time spent travelling in order to define the specific reality of men and women. It will also be necessary to collect and integrate data relative to travelling schedule, the destination and the distance travelled.*

*It will thus be possible to demonstrate that the days of women are more often interrupted by short trips (related to family life or children), while the days of men revolve more around commuting from home to the workplace.*

The indicators can either be simple or complex. Complex indicators have the advantage of containing numerous data. Simple indicators, for their part, are easier to communicate.

### **Examples**

*Complex indicator:*

*The official indicator of the European Union concerning the salary gap between women and men is calculated on the difference between the average gross monthly salary of women and of men, in terms of the percentage of the average gross monthly salary of men.*

*Simple indicator:*

*The number of female ministers compared to the total number of ministers.*

### 3.3.8. Gender indicators in the context of political decision-making

In the political context, indicators are frequently used to determine a measurable objective when defining a policy, or to define a scale making it possible to measure the progress made in a particular area.

#### *Example*

*When the first report on the salary gap was presented on 26 March 2007, for example, the minister responsible for Equal Opportunities set as an objective that the salary gap should diminish by a third within the next six years.*

More generally, as with statistics, indicators are generally used:

- to analyse a situation before defining a policy;
- to establish an objective when defining a policy;
- to evaluate the impact and the results of the implementation of a policy.

Here are a series of indicators related to a specific policy area.

#### *Examples of indicators on the subject of employment policy*

- *Number of persons who use the career interruption system, in total and by sex.*
- *Average duration of the career interruption, in total and by sex.*
- *Proportion of persons who have taken a break from a full-time career and who have resumed their previous work following the end of the interruption, in total and by sex.*
- *Employment rate, in total and by sex.*
- *Work system, in total and by sex.*

The work of developing and adopting gender indicators is very advanced at the European level. The Institute for the equality of women and men is in the process of compiling an inventory of gender indicators that are required or requested at the international level.

### **Recommendation**

*The indicators established by the High Level Group on Gender mainstreaming of the European Commission are available at the following address: [http://ec.europa.eu/employment\\_social/gender\\_equality/gender\\_mainstreaming/global/indicators\\_en.html](http://ec.europa.eu/employment_social/gender_equality/gender_mainstreaming/global/indicators_en.html)*

## 3.4. Realisation of the “gender test”

*Article 3 of the law on gender mainstreaming provides that: “for each legislative and regulatory project, [the minister in charge] makes an assessment report of the impact of the project on the respective situation of women and men; The King determines the model for the impact assessment report, called “gender test”, by means of a Decree deliberated by the Council of Ministers, and assigns its coming into force.”*

The purpose of the different methods put in place to develop the coordination and expertise on matters of gender in the different federal departments will especially be to perform the “gender test” provided for in the law.

This test, whose form and substance remain to be defined by royal decree, will apply to all planned legislative and regulatory acts. Its purpose is to prevent legislative or regulatory acts from being passed at the Belgian federal level if those acts will have a negative impact on gender equality. The “gender test” is transversal (it concerns all federal areas of expertise) and takes place before the policy decision is made (ex ante evaluation).

Its performance will have to be coordinated by the person in charge of the dossier on the basis of all the data gathered and analysed during the preparation of the project.

### 3.5. Gender mainstreaming in public procurement and the granting of subsidies

*Article 3 § 3 of the law on gender mainstreaming stipulates that each minister “watches, within the scope of the procedures for the assignment of public procurement and the granting of subsidies, over the consideration of the equality of women and men and over the integration of the gender perspective.”*

Gender equality can be integrated in the various stages of the public procurement allocation process.

- As a criterion for selection, for example by mentioning that the non-respect of the legislation relating to equality of opportunity can be synonymous with exclusion.
- As a criterion for allocation, for example, Selor integrated “equality of opportunity” in the criteria for allocation of certain contracts. Thus, “equality of opportunity” constituted a sub-criterion of the criterion for allocation “quality of the proposed test” in the contract related to the development of selection tests. Offers were monitored at the level of the methodology used to establish the test and more specifically on the level of neutrality of the tests in the matter of gender.
- As a condition for execution, for example, by mentioning the necessity of a gender balance in the team.

These processes are described in detail in the manual “Equal opportunities for men and women in public procurement contracts”, published by the Institute for the equality of women and men. This manual can be consulted on the Institute’s website via the following link: <http://www.iefh.belgium.be>.

Taking into account the gender perspective in the granting of subsidies can also be included in the management plan. This can take different forms:

- you can decide to allocate a certain percentage of subsidies to projects that concern gender equality directly;
- you can decide to allocate a certain percentage of subsidies to a particular target group;
- you can condition the granting of a part or the whole of subsidies to the taking into account of the gender perspective in the project or activity carried out for each subsidy.

### 3.6. Follow-up reports and communication

*Article 5 of the law on gender mainstreaming stipulates that “the Government provides the federal chambers with an intermediate report as well as with a report at the end of the period of government concerning the policy pursued in accordance with the objectives of the Fourth World Conference on Women held in Beijing in September 1995. These reports integrate the policy of development cooperation as well as the specific policy concerning equality of women and men.”*

*“The intermediate report deals with the follow-up of the progress realised in order to reach the strategic objectives fixed in article 2, describing the eventual obstacles that might have been met and the proposals conceived to resolve those obstacles.”*

*“The report at the end of the period of government consists of a diagnostic note which compares the situation at the beginning of the legislation with the situation at the end of it.”*

These reports must illustrate the application of the entire *gender mainstreaming*<sup>21</sup> process in the department’s actions. They constitute an evaluation instrument but can also be internal and external communication tools.

These reports will include a summary of the results based on the objectives that have been set and the concrete actions that have been undertaken to accomplish them. They can also include quantitative data related to the efforts provided in favour of *gender mainstreaming* and thus data on the processes put in place.

#### **Examples**

*Training: number of training sessions given, number of training hours, numbers of persons trained.*

*Internal communication: number of internal consultations solicited, number of meetings organised.*

*Internal activities: number of persons designated in the context of gender mainstreaming, number*

<sup>21</sup> The Institute for the equality of women and men is putting together the royal decrees on the matter (substantive and procedural rules).

*of hours served, number of coordination meetings between the different strategic services and Statistics and/or Budget services concerning the integration of gender in the policy/budget. Consulting of experts, of stakeholders: number of consultations, number of times advice was requested, compared to all of the consulting.*

*Actions undertaken: number of budget analyses done, number of gender tests performed, number of publications devoted to the stakes of gender equality, number of positive measures, number of public procurement contracts integrating equal opportunities, number of studies integrating the gender perspective.*

A clear report on the *gender mainstreaming* process will give a more precise view of the process. This makes it possible to evaluate it in a better way and to improve it.

More generally, it is important to communicate clearly on the implementation of the process and the results achieved. On this occasion, an analysis of the communication in order to make sure the communication happens in a non-sexist manner can mark a step on the road to *gender mainstreaming*. Awareness and promotional campaigns, documents distributed to users by the public administration, internal magazines, but also websites and verbal or visual communication are all occasions for spreading sexist stereotypes, to establish dependence and hierarchy or contain a vocabulary that is centred on one of the sexes. Language is never neutral.

### **Recommendation**

*It is appropriate to check whether communication support tools are spreading sexist stereotypes, either through their vocabulary or images, regarding:*

- the vertical gap (for example, men in positions of influence and women in subordinate roles);*
- the horizontal gap (sexist presentation of jobs and functions);*
- the situation of dependence of one sex to the other (attitudes and relationship between the characters);*
- the representative or non-representative character of the two sexes.*

Internal and external communication services, as well as partners associated with communication campaigns for the public sector, must be sensitised to the importance of avoiding messages that reinforce sexist stereotypes. Once it has been sensitised, this unit should be given the responsibility for supervising external and internal communication under the perspective of gender.

### 3.7. Human resources needed to implement the process

*Article 6 of the law of 12 January 2007 stipulates that: "In order to guarantee the implementation of this law, an interdepartmental coordination group will be set up at the federal level. This group will be composed of people appointed within each minister's strategic cell, each federal public service, the Ministry of Defence and each programmatory public service as well as of representatives of the Institute for the equality of women and men. Ministers can invite a representative per public institution of social security, federal scientific institution or institution of public interest they are in charge of."*

Persons designated in each FPS and PPS that are members of the "interdepartmental coordination group" are called to play an important coordination role with respect to *gender mainstreaming* in their department. These "*gender mainstreaming coordinators*," working as a network, will in fact have to watch in their department over the development of internal expertise on gender and coordinate the implementation of different provisions contained in the law of 12 January 2007.

The missions of the "interdepartmental coordination group," which is composed of persons designated in each FPS and PPS but also in each strategic unit of each ministry and from members of the Institute for the equality of women and men, will have to be established by royal decree.

In particular, it will supervise:

- the promotion of collaboration among federal departments;
- the distribution of the tools, instruments, and methods useful for implementing the law;
- the distribution of the data and “good practices” related to the law’s implementation;
- the approval of a “federal gender plan” at the start of the period of government;
- the approval of the intermediary report and the report at the end of the period of government provided for in article 5 of the law.

While no obligation is contained in the law of 12 January 2007, a department that employs *gender mainstreaming* owes it to itself to take into account the gender perspective in the management of its personnel. The integration of the gender perspective in the management of its personnel can be done at different levels and in different ways, from selection to evaluation, going through recruiting, training, etc. This responsibility falls on the Personnel & Organisation SPF and on the P&O of the various departments.<sup>22</sup>

### 3.8. Recourse to supplementary expertise

To facilitate the integration of the gender perspective in your department or in the context of your area of expertise, you can use supplementary expertise that will help you better meet the obligations resulting from the law of 12 January 2007 and to get in line firmly with the *gender mainstreaming* approach.

#### 3.8.1. The actors

##### 3.8.1.1. *The Institute for the equality of women and men*

Pursuant to the law of 12 January 2007, the Institute is charged with “the guidance and support of the integration process of the gender perspective within public policies,

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<sup>22</sup> For more information on this topic: [http://www.fedweb.belgium.be/fr/a\\_propos\\_de\\_l\\_organisation/administration\\_federale/mission\\_vision\\_valeurs/Egalite\\_des\\_chances\\_et\\_diversite/index.jsp](http://www.fedweb.belgium.be/fr/a_propos_de_l_organisation/administration_federale/mission_vision_valeurs/Egalite_des_chances_et_diversite/index.jsp)

measures and actions.” You can contact one of the members of its “*gender mainstreaming unit*” to obtain information or an opinion on a question related to the implementation of *gender mainstreaming* in your department (<http://iefh.belgium.be>).

### 3.8.1.2. *The Council of Equal Opportunities for Men and Women*

The Council of Equal Opportunities for Men and Women offers opinions, prepares reports, performs studies, proposes measures and provides clarifications on matters of gender equality (<http://www.conseildelegalite.be/>).

#### **Example**

*At the Federal Public Service for the Public Health, an external expert, a member of the Council of Equal Opportunities for Men and Women, was consulted in the context of the analysis, in terms of gender, of the results of the 2001 health survey. This expert pointed out the failings of the survey in this area (missing data, data collection and interpretation mode). Roundtables were then organised to discuss the results of this analysis from the perspective of gender. They made it possible to formulate concrete recommendations in anticipation of the 2005 health survey.*

### 3.8.1.3. *Experts on matters of equality*

Numerous experts on matters of gender equality, principally from academic and/or association backgrounds can also be solicited to facilitate the integration of the gender perspective in a particular area.

#### **Recommendation**

*In collaboration with Amazone, the Institute for the equality of women and men recently made available online a data base grouping contact information and biographies for numerous Belgian experts on gender.*

*This data base is available at the following address: <http://vegastar.be/fr.htm>*

### **Recommendation**

*You can submit a bill, a policy note or an action plan to an expert on gender equality or to the Council of Equal Opportunities for Men and Women. These experts can also help you during the monitoring and evaluation phases of the policy cycle.<sup>23</sup>*

You can also contact “gender experts” if you feel the need for staff members in your department to receive targeted information.

### **Recommendation**

*A data base referencing the Belgian market for training on gender and gender mainstreaming is available online on the website of the Institute for the equality of women and men: <http://iefh.belgium.be>*

#### **3.8.1.4. Stakeholders**

More generally, to better outline a situation or test a policy project under the gender angle, you can also consult one of the parties directly concerned by a given issue. These parties can be the target-groups of a measure, women’s organisations, interest groups, social partners, etc.

### **Example**

*During the preparatory phase of the 2009-2012 plan for sustainable development, the NVR (Council of Dutch-speaking Women) performed a gender screening in the context of a large consultation with stakeholders.*

<sup>23</sup> Gender mainstreaming in the different phases of the policy cycle is covered in depth in chapter 3 of this manual.

### **Recommendation**

*When establishing a policy plan, it can be very useful to consult as many concerned parties as possible and thus collect a sufficient amount of data from varied perspectives. These concerned parties can become involved at different steps of the process.*

*The Institute for the equality of women and men can provide you with the contact information for the principal Belgian women's organisations.*

### **3.8.2. Training**

It is important that all the individuals and groups who are working (or wish to work) in favour of *gender mainstreaming* be able to benefit from training related to the basic principles of gender and *gender mainstreaming*. These sessions will concern persons who accompany the process as well as those in charge. They will thus also have to be addressed to high ranking civil servants, responsible for justifying the gender equality approach within the organisation and in their management plans.

The purpose of these training sessions is not to transform the participants into experts on the matter, but to sensitise them and make them (re)active with respect to gender.



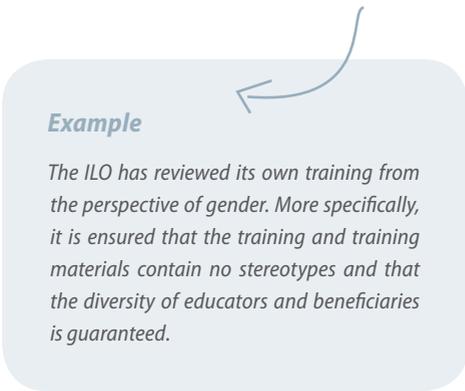
### **Recommendation**

- *The Institute for the equality of women and men has created a training module on gender equality.*
- *The Institute for the equality of women and men has a data base referencing trainings on gender and gender mainstreaming on the Belgian market. Genderbase offers a global view of all the training available in Belgium on gender, equality of opportunity between men and women, and gender mainstreaming. This data base contains training in various disciplines.*

It is appropriate to distinguish between three types of training:

- training on gender in general that explains the concept of gender and the inequalities between men and women. In this context, the participants are invited to think about their prejudices, stereotypes and attitudes, their ideas on women and men, and the way that they subscribe to the principle of equality and how they approach situations of inequality. This awareness appeals to cognitive perspectives (knowledge), affective perspectives (feelings, emotions and attitudes) and “conative” perspectives (taking action).
- training on *gender mainstreaming*, which specifies the steps to follow to integrate this approach. Its content is methodological.
- specific training on subjects as they relate to gender:
  - gender and public finance,
  - gender and health,
  - gender and development.

A more ambitious program, related to this approach, consists in studying all the different training sessions intended for employees, from the perspective of gender: Content, target group, instructors, teaching tools, training process, written or audiovisual support.



### **Example**

*The ILO has reviewed its own training from the perspective of gender. More specifically, it is ensured that the training and training materials contain no stereotypes and that the diversity of educators and beneficiaries is guaranteed.*

# 4

## Summary of the legal obligations

### 4.1. At the government and ministerial level

1. The government must make sure that the Beijing objectives are implemented, more particularly that the gender perspective is integrated in all policies, measures, budget-preparations or actions it takes. At the start of the period of government, on the occasion of the governmental declaration, it sets strategic objectives in terms of gender equality that it intends to accomplish (art. 2, §1).
2. Annually in his/her general policy note, each Minister presents the actions and measures that are contributing to the accomplishment of the set objectives (art. 2, §3).
3. He/she must then make sure to implement these in the management plans (administrative contracts, strategic planning tools) of the administrations over which he/she has authority (art. 3, 1).
4. Each project of general expenses budget must include a gender note identifying by department the credits that aim to accomplish gender equality (*gender budgeting*) (art. 2, §2).
5. One person from the strategic unit of each minister is designated to become part of the interdepartmental coordination group responsible for ensuring the application of the law (art. 6).
6. The government must submit two evaluation reports to the federal Chambers (one halfway through the period of government, the other at the end of the period of government). (art. 5)

## 4.2. At the administrative level

Under the authority of the ministers on who they depend, federal administrations must, under the law, execute a series of provisions:

1. In order to integrate the gender perspective in the management plans, the president of the Management Committee proposes to the minister the measures aiming to accomplish the strategic objectives. He/she also proposes relevant gender indicators that make it possible to measure this accomplishment (art. 3, 1). These are process indicators and content indicators (see points 3.1., 3.3.7 and 3.3.8 in this chapter and point 3.2.3 in the previous chapter).
2. Each administration prepares the gender note for the department's budget (art. 2, §2) (see point 3.2. in this chapter and 3.2.1 in the following chapter).
3. For each bill and regulation proposed, an evaluation report on the impact of the project of the situation of women and men, respectively ("gender test") is provided (art. 3, 2) (see point 3.4. in this chapter).
4. Each administration must take gender equality into account in the context of approving public procurement contracts and grants of subsidies (art. 3, 3) (see point 3.5. in this chapter).
5. Each administration must make sure that the statistics it produces, gathers and orders are disaggregated by sex. It must also make sure that relevant gender indicators are developed (art. 4). These are content indicators (see point 3.3.7. in this chapter and 3.2.3.2. in the following chapter).
6. One person from each federal administration (FPS-PPS) is designated to be part of the interdepartmental coordination group that is responsible for ensuring the implementation of the law (art. 6) (see point 3.7. in this chapter).
7. The administration will need to prepare reports to the Parliament on the implementation of *gender mainstreaming* in the department's divisions (art. 5) (see point 3.6. in this chapter).



# Chapter 3

## *Gender mainstreaming* a policy

# 1

## The “policy cycle”: the 4 phases of the decision-making process

Now that we have a more precise idea of the law’s implications at the political and administrative levels, as well as of the means necessary for the development of an expertise on gender, we are going to attempt to describe the integration of the gender perspective in the different steps of the policy decision-making process.

Most decision-making processes are organised around four steps, known as the “policy cycle.” The phases of this cycle are generally described as follows:

### *1.) Analysing the situation*

This phase consists of analysing the situation on which the public authorities wish to act.

### *2.) Defining the policy*

This phase consists of:

- defining a strategy based on clear objectives;
- establishing an action plan based on concrete measures.

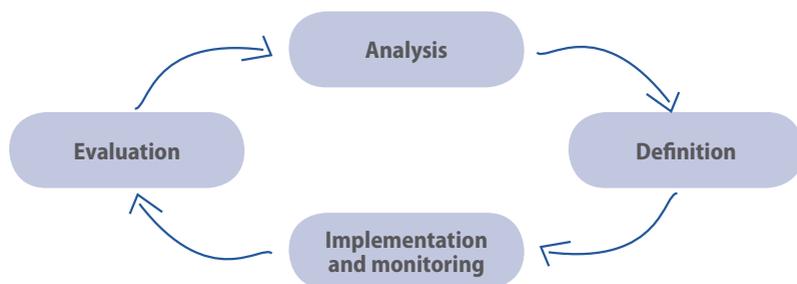
### *3.) Implementing and monitoring the policy*

This phase consists of implementing the planned measures and actions and monitoring this implementation.

### *4.) Evaluating the policy*

This phase consists of evaluating the actual impact of the implemented policy.

*Diagram 1: Phases of the policy cycle*



A new policy project thus results from the analysis of a situation (1) that leads in particular to the description of the project's objectives. In theory a strategy is then formulated, followed by an action plan and an operational plan (2). During the implementation phase, we gather data in order to follow and monitor the execution of the policy (3). After a given period of execution, the policy is evaluated to decide whether its implementation should be continued, adapted, or interrupted (4).

While the order of these phases is unavoidable, the starting point can be different. Thus, if we start off from an existing policy and observe during the evaluation that it has not made it possible to reach the defined objectives, the analysis phase will be largely based on the results of the evaluation phase. The defining phase will then be an opportunity to reformulate a strategy that will make it possible to reach the set objectives.

We are now going to examine in more detail how to integrate the gender perspective in each of the four phases that make up this policy cycle.

# 2

## Gender mainstreaming in the analysis phase

### 2.1. Purpose of the analysis phase

In general, the fact of considering the definition of a policy, measure or action in a given area results from the identification by policymakers of a problem for which they would like to provide a solution.

The first phase of the policy cycle aims to define as clearly as possible the context in which public authorities wish to implement a policy and to formulate the objectives that need to be attained. In particular, this involves understanding the problem for which the policy wishes to bring a solution and identifying the public that is directly concerned by the policy, measure or action under consideration (target public).

SWOT analysis (strengths, weaknesses, opportunities and threats) can be useful to provide an overview of the context we are addressing and to provide a summary of the existing policies related to this particular context. This type of analysis also makes it possible for you to describe the problem and the needs that the policy intends to meet.

The implementation of a *gender mainstreaming* strategy at this stage assumes that the identification of possible gender inequalities forms an integral part of the analysis of the context of the policy project and that their suppression is part of the objectives pursued.

Concretely, you need to:

- identify the differences and the possible gender inequalities in the area addressed;
- identify and analyse the causes and consequences of these possible inequalities;
- define objectives that make it possible to fight against these observed inequalities or take differences into account in order to avoid that the policies produce possible inequalities.

## 2.2. Realisation of the analysis phase

The identification and analysis of the causes and consequences of these possible gender inequalities make it necessary to proceed in steps:

- 1.) Gathering of useful data in view of analysing the issue;
- 2.) Analysis of the data;
- 3.) Formulation of recommendations related to the policy project(s), measure(s) or action(s) under consideration.

### 2.2.1. Data gathering

The integration of the gender perspective into this analysis phase necessitates that you have both quantitative and qualitative data.

In this context, one should therefore make sure to:

- have sex-disaggregated data concerning the problem addressed;<sup>24</sup>
- gather and consult possible gender indicators established previously;<sup>25</sup>
- gather, consult, produce or have produced studies linking gender to the area addressed.<sup>26</sup>

Having relevant and reliable statistics plays an essential role in the context of preparing policies, as these data are vital to defining the problem for which you wish to find a solution. Having sex-disaggregated data is a vital condition for taking the gender perspective into account in the analysis that precedes the definition of public policies.

#### **Recommendation**

*During studies and surveys of potential target groups, it is obvious that you should make sure to gather data related to both sexes and thus avoid limiting yourself to a population category in which one sex is overrepresented (e.g. Head of household, head of a company, etc.).*

24 See chapter 2, point 3.3.1.

25 See chapter 2, points 3.3.2 to 3.3.8.

26 See: [http://www.sophia.be/index.php/nl/genderstudies\\_database](http://www.sophia.be/index.php/nl/genderstudies_database) and chapter 2, point 3.8.

### 2.2.2. Data analysis

Once you have sufficient quantitative and qualitative data on women and men in the area addressed, you need to proceed with an analysis that will allow one to get a precise idea of the situation of women and men, respectively, and the possible inequalities that exist between the two sexes in the area in question.

#### Example



*In the context of a policy related to poverty, it is interesting to know:*

- *that the income of women is often lower than that of men;*
- *that women represent the majority of single parents;*
- *that the risk of poverty, based on the poverty threshold, is higher for women than it is for men;*
- *that women generally live longer than men.*

This type of analysis assumes in particular:

- that sex-disaggregated data were examined carefully in order to detect the differences and possible inequalities between men and women;
- that studies have been done to link gender to the area addressed;
- that the opinion of internal experts was solicited (civil servants trained in the *gender mainstreaming* approach or having expertise in the area addressed);
- that the opinion of external experts was solicited (experts in *gender mainstreaming* and/or in matters of gender equality);
- that the gender perspective was integrated into all requests for external opinions;
- that the stakeholders were consulted (women's organisations, potential target public, etc.).

Depending on the theme addressed, recourse to different categories of sex-disaggregated data (marital status, level of education, ethnicity, etc.) makes it possible to better know the living conditions of women and men, their needs, and thus to deepen one's understanding of their respective situations.

### Example

*The number of persons receiving social integration benefits is one poverty indicator. In 2005, 60% of those receiving this benefit in Belgium were women, 40% were men. Establishing and/or using sexed indicators related to other variables can help clarify the facts: 73% of persons in the "single parent eligible for increased aid" category are men. These are mainly persons who owe spousal support or who are caring for at least one dependent minor child (shared custody).*

Sex-disaggregation of data and the emphasis on the differences that exist between men and women are essential premises for carrying out the "gender test" provided for in article 3 of the law, and which will be the subject of more analysis in the next phase of the policy cycle.<sup>27</sup> Identifying and then analysing gender differences in the policy area for which you are responsible can in fact give you important clues on:

- the objectives that need to be attained to fight against gender inequalities in the area addressed and improve the situation of women and men, respectively;
- the measures that need to be taken to attain these objectives;
- the possible impact of the planned policy on the situations of women and men, respectively.

Once you start performing this type of operation automatically, you will be firmly in line with the *gender mainstreaming* approach.

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<sup>27</sup> See also chapter 2, point 3.4.

### Example

*In the context of the fight against alcohol consumption by young people, the goals to be reached and the measures to take will be better defined if it is observed, for example, that alcohol consumptions tends to increase clearly in the case of young women, while it tends to stagnate in the case of young men (or the contrary).*

If the data and their analysis do not bring out differences between the sexes, it might be interesting to subject them to a form of monitoring before putting together a uniform policy for both sexes and taking the risk of not taking latent differences and/or inequalities into account.

### Recommendation

*You can, for example:*

- *compare the results obtained with the conclusions of other studies;*
- *organise an interactive workshop bringing together experts on matters of gender.*

### 2.2.3. Formulation of recommendations

All the work done through the gathering and analysis of quantitative and qualitative data should allow you to:

- have a clear and complete sense of the situation of women and men, respectively, in the area addressed;
- define the differences in terms of needs and expectations of both sexes in the area addressed;
- express an opinion as to the existence or not of gender inequalities in the area addressed;
- define objectives to fight gender inequalities in the area addressed and improve the situation of women and men, respectively.

To close this first phase of the policy cycle, you can prepare a summary:

- reviewing the principal lessons of the analysis phase;
- formulating the recommendations that are useful for the integration of the gender perspective in the policy definition phase.

### 2.3. Analysis phase checklist

STEP 1 - Data gathering	Yes	No
<i>Do you know who is in charge of gender mainstreaming in your department?</i>		<i>Identify this/these person(s). (see chapter 2, point 3.7.)</i>
<i>Are the statistics in your department disaggregated by sex?</i>		<i>Take the appropriate measures to have this done.</i>
<i>Do sex-disaggregated statistics give you information that is useful in analysing the situation from the perspective of gender?</i>		<i>Establish gender indicators. (see chapter 2, point 3.3.7.)</i>
<i>Do you have recent studies and opinions (internal or external) linking gender to your area of activity?</i>		<i>Look for this data. (see chapter 2, point 3.8.)</i>
<i>Do you have a list of the experts on gender equality in your area of activity?</i>		<i>Identify these persons. (see chapter 2, point 3.8.)</i>

#### STEP 2 - Data analysis

*Examples of questions to ask yourselves in the context of the analysis phase*

*Do the sex-disaggregated statistics translate into gender differences? Justify.*

*Does the use of other criteria (e.g. age, ethnicity, education, marital status) translate into gender differences?*

*Do certain aspects of the issue concern one of the sexes more than the other?*

### **STEP 3 - Recommendations**

*Examples of questions to ask to be able to formulate a preliminary proposal for the integration of the gender perspective in the policy.*

*Can you describe the gender differences in your area of expertise?*

*Can you identify the causes of the differences observed between men and women in your area of expertise?*

*Can these differences be considered inequalities?*

*Do you have a precise idea of the possible beneficiaries distributed by sex, as well their expectations and needs?*

*Have the differences and possible inequalities been taken into account in the policies, measures or actions considered?*

*Have proposals been formulated to reduce the inequalities observed?*

# 3

## Gender mainstreaming in the definition phase

### 3.1. Purpose of the definition phase

Once you have a clear and complete sense of the situation of women and men, respectively, in the area addressed, and you have defined the differences and possible inequalities that exist between the sexes in the area addressed, the next step is to formulate a concrete strategy intended to attain the objectives that you set for yourself in order to fight the inequalities between women and men in the area addressed and improve the situation of women and men, respectively. The integration of the gender perspective in this second phase of the policy cycle aims thus to define and adopt policies, measures or actions that take the gender perspective into account.

### 3.2. Realisation of the definition phase

In the context of defining a policy plan, the integration of the gender perspective cannot be limited to a simple declaration of intention. The results obtained during the analysis phase must be used so that the gender perspective is integrated in the strategic objectives, the operational objectives, and all defined measures or actions.

Consulting stakeholders (women's organisations, target public, etc.) during the definition phase can also prove useful.

#### 3.2.1. The 3R framework and *gender budgeting* (ex ante analysis)

Certain instruments like the 3R framework can prove useful when it comes to analysing the content of the different planned measures and actions from the perspective of gender.

In 1995, the Swedish government allocated funds to the Swedish Association of Local Governments in order to promote the development of the integration of the gender

perspective in local political procedures. By extension, the 3R framework (Representation-Resources-Reality) makes it possible to take into account the gender perspective in the implementation of a policy by answering the following questions: “Who obtains what and under what conditions?”

It should be specified immediately that this method can also prove useful in the context of evaluating a policy that was implemented (see below point 5.2.2. in the evaluation phase).

- 1.) The “*Representation*” step involves describing a target group while taking its sexed content into account. How are men and women distributed across the group targeted by the measure or action under consideration?
- 2.) The “*Resources*” step involves answering the question “who obtains what?” This question aims to know how the available resources (or means) in the context of the policy under consideration are distributed among the men and women in the target public.

The analysis of the distribution of budgetary means among men and women (*gender budgeting*) constitutes an important part of this resource distribution analysis. In the context of this second phase of the policy cycle, *gender budgeting* involves in particular:

- that the actual needs of the men and women who will benefit from the available budgetary resources be known (are the needs of women and men the same?);
- that the likely impact of the distribution of budgetary resources on the situation of women and men, respectively, be known.

### **Recommendation**

*The Institute for the equality of women and men has prepared a report<sup>28</sup> and an awareness booklet on gender budgeting. It is available on the Institute’s website: <http://www.iefh.belgium.be>*

28 Cornet A., Cecchini I. (Ulg), Holvoet N. (OIB, UIA, Antwerp) (2003), Gender budgeting – Gender Responsive Budgeting in the Belgian Federal Civil Service, Study ordered by the Ministry for Employment and Labour, Equal Opportunity Division.

3.) The “Reality” step tries to define the reasons (related to the living conditions, the roles attributed to both sexes, the stereotypes, etc.) that lead to possible imbalances between men and women, in the context of the area addressed and of the policy under consideration.

#### **Recommendation**

For more information about the 3R framework, visit [http://www.women2top.net/download/employer/key/active\\_work\\_3R.pdf](http://www.women2top.net/download/employer/key/active_work_3R.pdf)

For more information on other instruments on matters of gender mainstreaming: <http://db.amazone.be/digma/fr>

Performing a needs assessment from the perspective of gender, that is, an assessment of the specific needs of women and men, can provide supplemental data to the type of analysis presented above. In the context of the assessment of the needs of women and men, it is often relevant to cross-check different characteristics.

#### **Example**

*By studying the specific needs of elderly men and women and their marital status, we see that elderly women are more isolated than their male counterparts because they less often have an expanded “network of care.” Given these different living conditions, a policy can thus impact men and women differently.*

Describing the target group according to sex, evaluating the distribution of resources between men and women, and evaluating the implications of the plan, measure or action on the situation of men and women, respectively, must lead to defining a policy that really takes the gender perspective into account.

### **Example**

*In the context of a policy that aims to provide support to “young entrepreneurs,” we are going to look for information on:*

- *the number of women and men in the target group;*
- *whether the means implemented risk benefiting women or men more;*
- *whether women and men have the same needs (through inquiries, surveys, etc.);*
- *why there are fewer or more women or men among “young entrepreneurs” and what the probable consequences of the policy under consideration are on the situation.*

*The assessment of a policy of support to entrepreneurship in Belgium showed that 85% of the benefits concerned men, even though women represented 30% of independent entrepreneurs (Diane project, FSE, Equal, 2000-2006). These numbers thus translate into an underrepresentation of women among the beneficiaries of the implemented policy.*

*In this context, we can try to better understand the impact of the gender perspective on the policy carried out: do the informational brochures related to the policy spread stereotypes that make women feel like they are less directly concerned? Is support especially provided to sectors that employ mostly men, etc.?*

### **Example**

*In the context of a policy that aims to improve the availability of public transport, we are going to look for information on:*

- *the number of women and men in the target group;*
- *whether the means implemented risk benefiting women or men more;*
- *whether women and men have the same needs (through inquiries, surveys, etc.);*
- *why there are fewer or more women or men among users of public transport and what the probable consequences of the policy under consideration are on the situation.*

*As a matter of information, women are less likely than men to have a car, and public transport is poorly suited to the transportation requirements of a family (day-care, errands, etc.) and coordination with professional obligations.*

### 3.2.2. The “gender test”

The implementation of a policy can be done through different types of means. One of them, the principal one, consists of passing laws or regulations. We have seen that the law on *gender mainstreaming* requires all departments to submit each proposed law and regulation to a “gender test” whose objective is to measure the impact of the project on the situation of women and men, respectively. This test will take the form of a questionnaire to be filled out by the policy head (member of a strategic unit) or administrative head (civil servant) of the dossier.

With the help of data gathered during the gender analysis of the policy area concerned and the measure that is getting ready to be passed, the person in charge of the dossier will have to evaluate in a clear manner the positive and/or negative effects of the measure on gender equality.

If the evaluation performed shows a significant negative impact, a supplemental in-depth analysis could aim to:

- confirm or weaken the negative aspect identified on matters of gender equality;
- propose an adjustment of the planned measure, so that its negative impact on gender equality will be substantially reduced or removed;
- propose alternative measures to compensate for the negative effect on gender equality.

### 3.2.3. Development of indicators taking the gender perspective into account

Ideally, indicators that will be used to measure the implementation process of the defined policy (process indicators) and to measure the results obtained in the area addressed (content indicators) are established in the definition phase of the policy. They will then be used to follow and monitor the implementation of the policy (implementation phase), then to evaluate the results obtained from a gender perspective (evaluation phase).

### 3.2.3.1. Process indicators

Often, process indicators concern concrete measures and actions (hiring of staff, budget commitment, uploading of a website, passing of a royal decree, establishment of sex-disaggregated data in a department, etc.) that are necessary to the implementation of a policy (see point 3.1 above in chapter 2).

### 3.2.3.2. Content indicators

Content indicators will then be used to evaluate the results of the policy that was implemented (evaluation phase).

In general there are three types of indicators:

- output indicators;
- result indicators;
- impact indicators.

The three types of indicators presented below are illustrated with examples established in the context of a policy allowing or expanding recourse to a career interruption system.

#### A. Output indicators

These indicators measure the direct output of the policy that was carried out.

#### **Example**

*Number of persons who use the career interruption system (total and by sex).*

*Average duration of career interruption (total and by sex).*

## B. Result indicators

These indicators measure the direct effects of the policy that was carried out. These indicators can eventually be set against a “zero scenario,” that is, a scenario where no policy was carried out.



### **Example**

*Proportion of persons using a full-time career interruption who return to their former work schedule at the end of the interruption (total and by sex).*

## C. Impact indicators

These indicators measure the long-term effects of the policy that was carried out. These indicators are closely related to the context and strategic objectives of the policy that was carried out. In the case of a career interruption, a strategic objective can be, for example, that a better balancing of work life and family life will lead to an increase of women in the labour market.



### **Example**

- *Level of activity (total and by sex).*
- *Work schedule (total and by sex).*

### 3.3. Definition phase checklist

STEP 1 - Integration of the analysis	Yes	No
1. When defining the policy, did you take into account the work done during the analysis phase, and more specifically: <ul style="list-style-type: none"> <li>• the differences between men and women in the area addressed;</li> <li>• the objectives defined in the matter of gender equality;</li> <li>• the recommendations formulated.</li> </ul>		Why?
2. When defining the policies, did you consult: <ul style="list-style-type: none"> <li>• the stakeholders?</li> <li>• the potential beneficiaries (M/F)?</li> </ul>		Why?

STEP 2 - Defining the policy	Yes	No
Was the gender perspective taken into account at all levels of your strategy (strategic objectives, operational objectives, measures, actions, etc.)?	How?	Why?
Were indicators established to measure the level of accomplishment of defined objectives?	Which ones?	Why?
Were the defined measures established while taking into account the number of men and women in the target group?	Result?	Why?
Were the defined measures established while taking into account the distribution of resources among men and women ( <i>gender budgeting</i> )?	Result?	Why?
Were the defined measures established while taking account of the impact of the measure on the situation of women and men, respectively?	Result?	Why?
Were indicators established to measure the impact of gender of the measures taken?	Which ones?	Why?

STEP 3 - "Gender test" and indicators	Yes	No
Is the defined measure a law or regulation? If yes, have you performed the "gender test" provided for in the law of 12 January 2007?		
Have you established indicators that make it possible to measure the implementation of the policy (process indicators)?		
Have you established indicators that make it possible to measure the results and the impact of the policy (content indicators)?		
Do they take the gender perspective into account?		

# 4

## *Gender mainstreaming* in the implementation phase (implementation and monitoring)

### 4.1. Purpose of the implementation phase

This third phase aims to integrate the gender perspective in the implementation and follow-up of decisions, measures and actions defined and adopted in the previous phase.

As with the other phases of the policy cycle, integration of the gender perspective in this third phase can necessitate recourse to supplemental (external) expertise.

### 4.2. Realisation of the implementation phase

The integration of the gender perspective at this stage of the cycle can be done:

- during the implementation of the defined policy;
- during the follow-up and monitoring of the defined policy.

#### **4.2.1. *Gender mainstreaming* in policy implementation**

Several measures can be taken to integrate the gender perspective in the execution and implementation process of a policy, such as, for example:

- informing and sensitising all parties concerned by the implementation of the policy (civil servants, external employees, etc.) as to the validity of the principle of gender equality and the objective of integration of the gender perspective in their actions;
- ensure that all communications made in the context of the implementation of the policy (internal communications, external publications, websites, audiovisual messages, etc.) are in keeping with the principle of gender equality;

- integrate the principle of gender equality in public procurement contracts related to the implemented policy (see chapter 2, point 3.5.);
- make sure that men and women are represented equally in decision-making bodies and during the allocation of mandates related to the implemented policy.

#### **4.2.2. Gender mainstreaming in the follow-up and monitoring of the defined policy**

Measures can also be taken to integrate the gender perspective in the follow-up and monitoring of the implementation of a policy, such as, for example, partnering persons (internal or external) who have expertise on matters of gender with possible support committees put in place.

Process and content indicators established in the policy definition phase<sup>29</sup> can also be used in the policy implementation phase. Their use will allow you to follow the steps in the implementation of the policy (process indicators) and to monitor that the policy is going in the direction of the set objectives (content indicators). The checks performed at this stage of the policy cycle will constitute a particular form of evaluation and will possibly lead, eventually, to a readjustment of the form or content of the defined policy.

It is important to specify that in order to be useful, these indicators will need to be made up of relevant data.

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<sup>29</sup> See point 3.2.3. The establishment of indicators that take the gender perspective into account in the definition phase of policies.

### 4.3. Implementation phase checklist

<b>STEP 1 - Gender perspective in the implementation of the policy</b>	<b>Yes</b>	<b>No</b>
1. Were initiatives taken to inform and sensitise parties concerned by the policy on the principle of gender equality and the gender perspective?		Why?
2. Was the gender perspective integrated in the communications made in the context of the policy?		Why?
3. Was the principle of gender equality taken into account in the context of public procurement?		Why?
4. Was equal representation of men and women in decision-making bodies ensured?		Why?
5. Were “gender experts” partnered with possible support committees?		Why?
6. Were the interested parties aware of the availability of data bases bringing together “gender experts”?		Why?

<b>STEP 2 - Gender perspective in the follow-up and monitoring of the policy</b>	<b>Yes</b>	<b>No</b>
1. Was the equal representation of men and women in support bodies ensured?		Why?
2. Are the indicators (process and content) established in the definition phase taken into account in the context of the implementation and follow-up of the policy?		Why?
3. Was the data to be gathered clearly defined?		Why?
4. Were collection methods clearly defined?		Why?

# 5

## Gender mainstreaming in the evaluation phase

### 5.1. Purpose of the evaluation phase

This last phase of a “traditional” policy cycle, that is, a cycle that creates a policy, consists of evaluating the actual impact of the policy implemented.

Evaluation of a policy must make it possible to get a good idea of:

- the progress made in the area addressed;
- the effectiveness of the policy carried out (degree to which the objectives have been met);
- the efficiency of the policy carried out (relationship between the means implemented and the results obtained);
- the relevance of the policy carried out and thus its lasting effect.

The evaluation of a policy from the perspective of gender will also attempt to answer the following questions:

- What impact has the policy had on gender equality?
- Should we readjust it or reshape it and, if so, how?

#### **Example**

*In the late 90s, in Canada, a preliminary evaluation of the youth smoking prevention policy revealed that the messages spread were especially addressed to boys, even though an increase in smoking was most noticed with girls. This evaluation made it possible to reshape the awareness campaigns.*

To review, the evaluation can also take place a priori (ex ante evaluation), during the implementation (monitoring and follow-up) or a posteriori (ex post evaluation).

## 5.2. Realisation of the evaluation phase

This fourth phase, intended to evaluate the impact of a policy and to verify whether its defined objectives were attained, takes place in three phases, as with the analysis phase:

1. Data gathering (collection of data related to the implementation of the policy);
2. Analysis of the collected data;
3. Formulation of recommendations related to the future of the policy in question.

The evaluation of a policy from the perspective of gender can either be the subject of a separate evaluation, or integrated in a more global process of evaluation. Integration of the gender perspective in this phase can occur internally or with the help of outside experts.

### 5.2.1. Data gathering

If the previous phases of the policy cycle were scrupulously followed, you already have at your disposal numerous data and thus an excellent starting point from which to proceed with the evaluation. To recall the principal components:

- Analysis and diagnosis: analysis of the area addressed and the situation of women and men, respectively, in this area based on quantitative and qualitative data;
- Definition: establishment of a policy and indicators that integrate the gender perspective;
- Implementation: collection of data during the implementation of the defined policy.

#### *Example*

In the context of an evaluation of the impact of measures taken on the matter of improving safety in cities, ad hoc inquiries can provide clues as to victims, the increase of types of violent actions perpetrated against women or men and the impact of the measures on both sexes.

To perform an evaluation from the perspective of gender, it is recommended that the data you have be supplemented with new data obtained from inquiries or interviews.

### 5.2.2. Data analysis (3R framework and *gender budgeting* – a posteriori analysis)

In parallel to the evaluation performed on the basis of criteria such as effectiveness or efficiency, recourse to the 3R framework presented in the context of the definition phase<sup>30</sup> can make it possible to compare the results obtained to the initial situation and thus measure the scope of the progress made from the perspective of gender.

- 1.) The “Representation” step involves knowing the composition, by sex, of the implemented policy’s beneficiaries and evaluating:
  - the relationship between the number of male and female beneficiaries and the number of men and women in the control population;
  - the relationship between the number of male and female beneficiaries and the objectives that were set.
  
- 2.) The “Resources” step involves answering the question “who received what?”, that is, evaluating a posteriori the distribution of resources (or means) used in the context of the implemented policy, between men and women.

This evaluation, which must make it possible to know the impact of the distribution of resources on the situation of women and men, respectively, must be done in relation with the objectives that were set.

#### *Example*

*As a reminder, the evaluation of a policy supporting entrepreneurship in Belgium showed that 85% of the benefits went to men even though women represented 30% of independent entrepreneurs. These numbers thus translate an underrepresentation of women among the beneficiaries of the policy that was put in place.*

30 See point 3.2.1. The 3R framework and gender budgeting (ex ante analysis).

The analysis phase a posteriori of the distribution of budgetary means among men and women (*gender budgeting*) constitutes an important part of this analysis of the distribution of resources.

### **Example**

*While the program of paid leave-education was supposed to erase certain social inequalities in the labour market (and in particular improve the position of women in the labour market), analysis of the financing of this measure revealed that only 21.5% of the hours for which a refund request was made in 2003-2004 had benefited women.*

In the context of this last phase in the policy cycle, *gender budgeting* involves in particular that the impact of the distribution of resources on the situation of women and men, respectively, be defined.

- 3.) The “Reality” step involves determining:
  - whether the objectives that were set were attained or not;
  - the impact of the policy on the situation of women and men, respectively.

As with the definition phase of a policy, the performance of a needs assessment from the perspective of gender, that is, an evaluation of the impact of a policy on the specific needs of women and men, can provide additional useful information for the evaluation phase of a policy.

### **5.2.3. Formulation of recommendations**

The results of the analysis must make it possible to have a clear idea of the consequences of the policy carried out and more particularly the consequences on the situation of women and men, respectively.

The evaluation ends with a summary or an evaluation report containing useful recommendations for the possible adaptation or modification of the policy, so that it may contribute to reinforcing gender equality in the area addressed.

### 5.3. Evaluation phase checklist

STEP 1 - Information gathering	Yes	No
1. Do you have sex-disaggregated data related to the effective beneficiaries of the policy carried out?		<i>Collect the data from the beneficiaries.</i>
2. Are these data sufficient to correctly evaluate the policy from the perspective of gender?		<i>Formulate recommendations on the data to collect in the future.</i>
3. Do you have qualitative data to measure the impact of the policy on men and women?		<i>Collect the data through interviews with experts (in gender equality).</i>
4. Were representatives from both sexes consulted during the evaluation process?		<i>Consult them.</i>
5. Were satisfaction inquiries carried out among those benefiting from the measure?  <i>If yes, was the gender perspective taken into account during the performance of these inquiries?</i>		<i>Recommend that this differentiation be done in the future.</i>
6. Were the results of these inquiries disaggregated by sex?		

**STEP 2 – Data analysis****Examples of questions to ask before proceeding with the analysis of the policy**

*Were the objectives formulated in terms of gender attained?*

*Did men and women benefit equally from the actions and measures taken?*

*Did the actions and measures that were implemented take into account the differences, constraints, but also opportunities specific to both sexes?*

*Did the actions and measures implemented have a different impact or result on women and men?*

*Did the actions and measures implemented have an influence on possible gender inequalities? Did they make it possible to attenuate these inequalities? If yes, how?*

*Was the diversity of situations of men and women, respectively, in particular relating to age, ethnicity, place of residence, social class, level of education, marital status or other criteria, correctly taken into account in the context of the implementation of the policy?*

*Were the means that were used (budgets, human resources, material, technical means, etc.) properly distributed among men and women and did they contribute to reducing gender inequalities?*

*Does the evaluation take into account relevant studies that link the gender perspective to the area addressed?*

*Have gender experts been consulted in the context of the evaluation?*

*Does the evaluation take into account directives and national/international laws on gender equality?*

### **STEP 3 - Data consolidation**

#### **Examples of components to include in the evaluation report**

*Does the evaluation report include statistical data and a sex-based analysis of the beneficiaries?*

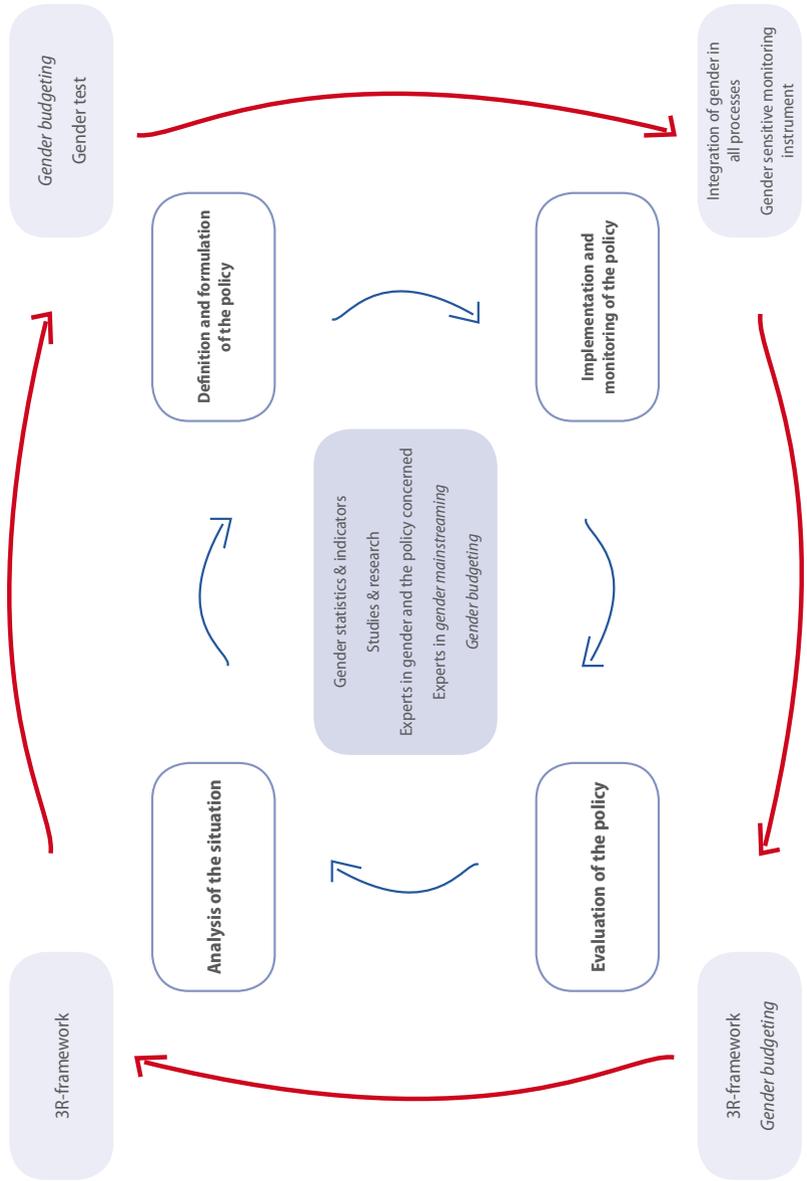
*Does the evaluation report include gender analysis of the allocation of means (financial, human and material) and budgetary means (gender budgeting)?*

*Does the evaluation highlight any indirect consequences, either positive or negative, of the policy on the living conditions of men and women?*

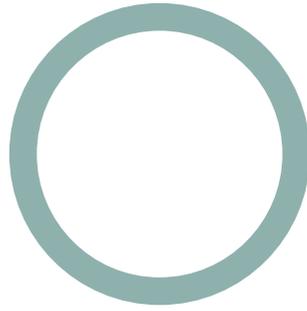
*Does the evaluation make it possible to define new priorities and new action leads in favour of gender equality?*

# 6

## Diagram – *gender mainstreaming* in the policy cycle







# Afterword



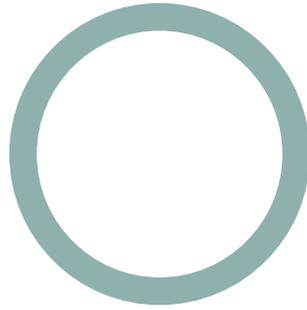
## Afterword

The implementation of *gender mainstreaming* involves anchoring gender equality in all areas and decisions, at each stage of the policy cycle.

It implies an unfailing commitment from everyone. It's a question of attitude and permanent vigilance towards a policy that concerns citizens, male and female.

This is an ambitious implementation. Ambitious does not necessarily rhyme with fastidious, arduous or costly. The examples and recommendations that emanate from this manual show that sometimes, from little streams big rivers are formed.

May you acquire an egalitarian reflex and integrate the gender perspective in your daily tasks! Good luck!



# Appendixes

# 1

## Appendix 1

Law of 12 January 2007 aimed at monitoring the application of the resolutions from the world conference on women held in Beijing in September 1995 and at integrating the gender perspective into the whole of the federal policies (the law was published and came into force on 13 February 2007)

### **Article 1.**

This law regulates a matter discussed in article 78 of the Constitution.

It especially transposes article 1 of Directive 2002/73/EC of the European Parliament and of the Council of 23 September 2002 amending Council Directive 76/207/EEC on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions.

### **Art. 2.**

- § 1. The Government watches over the implementation of the objectives of the Fourth World Conference on Women, held in Beijing in September 1995, and especially over the integration of the gender perspective into the whole of its policies, measures, budgetary preparations and actions in order to avoid or correct inequalities between women and men. For this purpose, it presents, at the beginning of the period of government, on the occasion of the Government's policy statement, for the whole of the policies, the strategic objectives it wishes to achieve during the period of government, in accordance with the objectives of the Fourth World Conference on Women, held in Beijing in September 1995 and, as much as possible, with the conclusions formulated by the Forum of non-governmental organisations which took place in China at the same time as the World Conference on Women.
- § 2. The credits related to the actions which aim at achieving equality of women and men are identified by department, public service with separate management, public enterprise and institution of public interest in a gender note attached to each draft of the general expense budget.
- § 3. Each year, on the occasion of the discussion of the general policy notes, each minister presents the actions, measures and projects which contribute to the achievement of the strategic objectives discussed in § 1 as well as to the promotion of the equality of women and men.

### **Art. 3.**

Each minister integrates the gender perspective into all policies, actions and measures he/she is in charge of. For that purpose:

- 1° he/she watches over the implementation of the strategic objectives mentioned in article 2, § 1 and of the integration of the gender perspective in management plans, management contracts as well as in any other instrument of strategic planning of the federal public services, the Ministry of Defence, the programmatic public services, the public institutions of social security, the federal scientific institutions and the institutions of public interest he/she is in charge of.  
To that end, he/she adopts the relevant gender indicators that make it possible to measure the process of the integration of the gender perspective and the realisation of the strategic objectives.
- 2° for each legislative and regulatory project, he/she makes an assessment report on the impact of the project on the respective situation of women and men;  
The King determines the model for the impact assessment report, called the "gender test", by means of a Decree deliberated by the Council of Ministers and assigns its coming into force.
- 3° he/she watches, within the scope of the procedures for the assignment of public procurement and the granting of subsidies, over the consideration of the equality of women and men and over the integration of the gender perspective.

### **Art. 4.**

Besides the measures from article 3 of this law, each minister sees to it that, in the domains he/she is in charge of, the statistics that the federal public services, the Ministry of Defence, the programmatic public services, the public institutions of social security, the federal scientific institutions and the institutions of public interest produce, collect and order in their domains of action, are disaggregated by sex and that gender indicators are established when this is relevant.

### **Art. 5.**

- § 1. The Government provides the federal chambers with an intermediate report as well as with a report at the end of the period of government concerning the policy pursued in accordance with the objectives of the Fourth World Conference on Women held in Beijing in September 1995. These reports integrate the policy of development cooperation as well as the specific policy concerning equality of women and men.

- § 2. The intermediate report deals with the follow-up of the progress realised in order to reach the strategic objectives fixed in article 2, describing the eventual obstacles that might have been met and the proposals conceived to resolve those obstacles.

The report is sent to the federal chambers within 60 days after the submission of the second draft of the general expense budget to the Chamber of Deputies.

- § 3. The report at the end of the period of government consists of a diagnostic note which compares the situation at the beginning of the legislation with the situation at the end of it.

The report is sent to the federal chambers within 60 days after the submission of the fourth draft of the general expense budget to the Chamber of Deputies.

#### **Art. 6.**

In order to guarantee the implementation of this law, an interdepartmental coordination group will be set up at the federal level. This group will be composed of people appointed within each minister's strategic cell, each federal public service, the Ministry of Defence and each programmatic public service as well as of representatives of the Institute for the equality of women and men.

Ministers can invite a representative per public institution of social security, federal scientific institution or institution of public interest they are in charge of.

#### **Art. 7.**

In accordance with its task defined in the law of 16 December 2002 concerning the foundation of the Institute for the equality of women and men, the Institute for the equality of women and men is charged with the guidance and support of the integration process of the gender perspective within public policies, measures and actions.

#### **Art. 8.**

The King determines, by means of a Decree deliberated by the Council of Ministers, the practicalities for the implementation of this law, especially in order to specify some rules regarding the form and the content to be respected when elaborating the reports discussed in article 5, in order to guarantee a certain degree of minimal qualifications when selecting the persons within strategic cells and public administrations who make up the interdepartmental coordination group discussed in article 6, as well as to specify the rules concerning the implementation and working of this group.

#### **Art. 9.**

The King is qualified to coordinate the provisions of this law with the provisions of laws concerning equal treatment of women and men.

To that end, the King may:

- 1° modify the order of the numbering of titles, chapters, sections, articles, paragraphs and clauses of the texts to be coordinated, group them differently, group some provisions under new titles, sections or paragraphs and provide them with a new heading;
- 2° modify the references made in the texts to be coordinated in order to bring them in accordance with the new numbering;
- 3° modify the editing of the provisions to be coordinated in order to guarantee their accordance and the uniformity of their terminology.

### Temporary provisions

#### **Art. 10.**

The present law comes into effect on the day of its publication in the Belgian official journal, with the exception of articles 2, 3 and 5, which come into effect on the first day of the new period of government which follows the one going on at the point in time when this law comes into force.

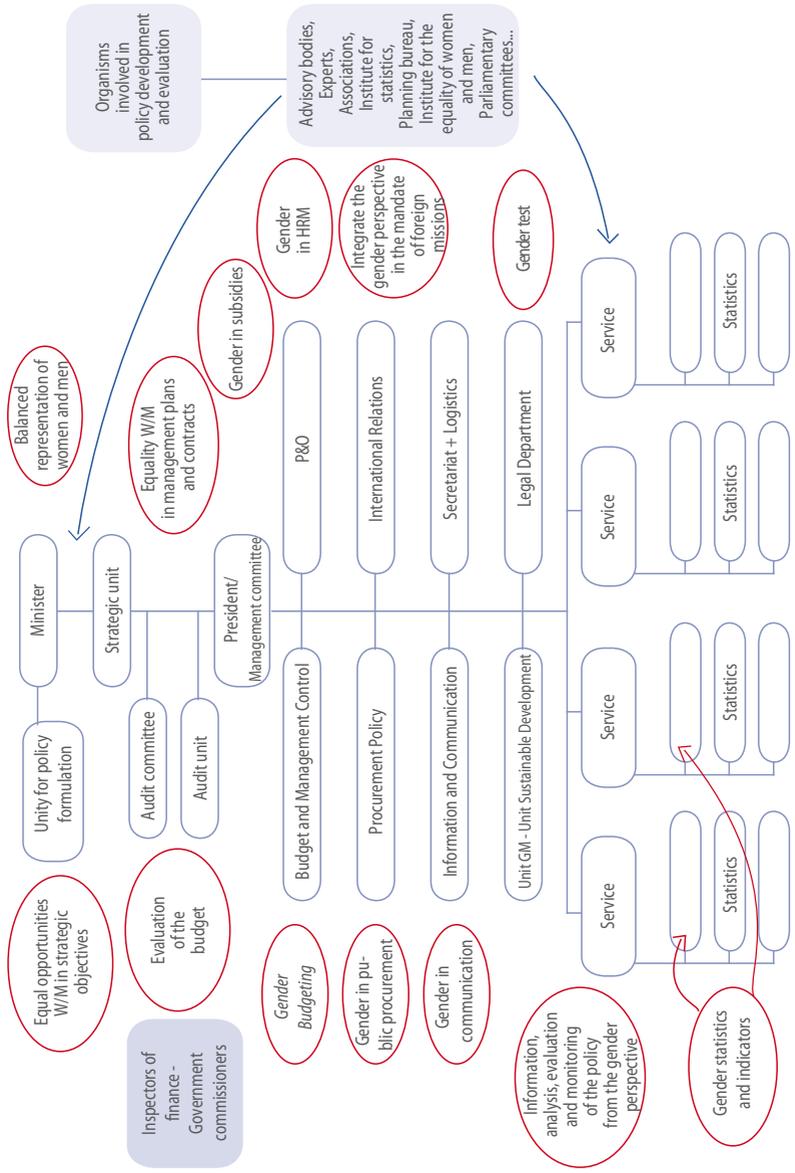
Until the end of the period of government, reports will still be drafted according to the provisions of the law of 6 March 1996 concerning the monitoring of the application of the resolutions from the Fourth World Conference on Women held in Beijing from 4 to 14 September 1995. In contravention to this rule, those reports, determined by the law of 6 March 1996 concerning the monitoring of the application of the resolutions from the Fourth World Conference on Women held in Beijing from 4 to 14 September 1995, will also describe and assess the progress made in the implementation of article 4 of this law.

#### **Art. 11.**

The law of 6 March 1996 concerning the monitoring of the application of the resolutions from the Fourth World Conference on Women held in Beijing from 4 to 14 September 1995 is abrogated on the first day of the beginning of the period of government which follows the one going on at the point in time when this law comes into force.



## Appendix 2



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