



Acts of the cycle of seminars

# *Gender mainstreaming*

a new challenge for  
the federal government  
and the administrations



Vrije Universiteit Brussel



INSTITUTE FOR  
THE EQUALITY  
OF WOMEN  
AND MEN





Acts of the cycle of seminars

# *Gender mainstreaming*

a new challenge for  
the federal government  
and the administrations

# Content

<b>Preface</b>	<b>4</b>
<b>I. Introduction</b>	<b>7</b>
Opening speech: The Law of 12 January 2007, fundamentals, genesis, content and challenges to be faced, M. Pasteel, Director, Institute for the equality of women and men	8
European context : Integration of the gender dimension into the policies of the European Commission, S. Ravesloot, N. Wuiame, Experts in social policy and equality	9
<b>II. Gender mainstreaming strategy : Concepts and strategies</b>	<b>19</b>
Genre and <i>gender mainstreaming</i> , M. Michielsens, Professor and doctor	20
<i>Gender Mainstreaming</i> and Positive Actions, Which Differences?, D. Marcinkeviciene, Professor, University of Vilnius, Lithuania	31
The Dutch <i>gender mainstreaming</i> policy, M. Meesters, Consultant, Bureau Meesters en Oudejans	40
<i>Gender mainstreaming</i> in Belgium, N. Bailly, J. Decuyper, M. Weewauters, Attachés, advisor, Institute for the equality of women and men	56
<b>III. Gender budgeting</b>	<b>61</b>
<i>Gender budgeting</i> : what's in a name? N. Holvoet, Professor, University of Antwerp	62
Implementing <i>Gender-aware budgeting</i> in Morocco, M. Chafiki, Director of Studies and Financial Forecasts, Ministry of Finances and Privatisation, Morocco	82
<i>Gender budgeting</i> and its implementation at the Belgian federal level, M. Weewauters, Advisor, Institute for the equality for women and men	91
<b>IV. Gender mainstreaming in the preparation and definition of policies</b>	<b>95</b>
The Law of 12 January 2007 and its actual application: what methods, techniques and instruments can be used to integrate the gender dimension into the various policy phases? M. Paantjens, MA, Vrije Universiteit Brussel	96
Practical examples of Gender Mainstreaming from The Netherlands, M. Meesters, Consultant, Bureau Meesters en Oudejans	110

<i>Gender mainstreaming in Sweden, C. Alpkvist, Consultant, AlpkvistAB</i>	121
<i>Gender test, N. Bailly, Attaché, Institute for the equality of women and men</i>	133
<b>V. Institutionalisation of gender mainstreaming in the functioning of administrations</b>	<b>135</b>
Making a success of <i>gender mainstreaming</i> : a multi-dimensional challenge, A. Cornet, Professor, EgiD-Hec- University	136
The Equality and Gender Unit in Andalusia, LIKaDI S.L.	148
Equal opportunities in government contracts, M. Weewauters, Advisor, Institute for the equality of women and men	160
Equal Opportunities in subsidies, M. Weewauters, Advisor, Institute for the equality of women and me	161
Implementing <i>gender mainstreaming</i> within government departments and institutions, J. Decuyper, Attaché, Institute for the equality of women and men	162
<b>VI. Evaluation of <i>gender mainstreaming</i> in policies and structures</b>	<b>165</b>
Statistics and indicators as a gender mainstreaming and policy evaluation instrument, H. Van Hove, Attaché, Institute for the equality of women and men	166
Evaluating the Integration of the Gender Dimension in Policies within the administration of the City of Munich, F. Schreyögg, Former Director, Gleichstellungstelle für Frauen, Munich	175
The interdepartmental coordination group and and the reports provided for in the Law of 12 January 2007, N. Bailly and M. Weewauters, Attaché and advisor, Institute for the equality for women and men	186
<b>VII Closure</b>	<b>189</b>
Address at close of series of seminars on gender mainstreaming – 18 June 2008, M. Pasteel, Director, Institute for the equality of women and men	190
<b>Enclosures</b>	195

# Preface

On 12 January 2007, Belgium adopted a very ambitious law, known as the “*Gender Mainstreaming Law*”, designed to integrate the gender dimension structurally into all the policies drawn up and pursued at Belgian Federal level.

The fundamentals of the *gender mainstreaming* strategy are the acknowledgement of the transversal nature of the gender dimension and its integration by all those involved at the various stages of development and implementation of the policies.

The law of 12 January 2007 imposes new obligations both on those responsible for policy and on those responsible for Federal administration.

Given the ambitious and innovative nature of the *Gender Mainstreaming Law*, the Institute for the equality of women and men – a body “responsible for assisting and supporting the process of integrating the gender dimension into public policies, measures or campaigns” – has organised a series of seminars designed to inform and raise awareness among all those responsible for Federal policy and administration with regard to the content and concrete implications of the law.

It has been possible to organise this cycle of seminars thanks to the European Commission with the aid of European co-financing for the “Progress” programme.

These seminars dealt with the following themes:

- The content of the law, its concrete implications, and its underlying concepts;
- The gender budgeting concept – i.e., the analysis of public budgets and the assessment of their impact on women and men from the gender perspective;
- The integration of the gender dimension when drawing up and defining a policy;
- The concrete implementation of gender mainstreaming in the functioning of an administration;
- The methods, techniques and instruments that are useful for evaluating the integration of the gender dimension into policies and within the structures.

This series of seminars has enabled Belgian experts to present the theoretical and legal foundations of the *gender mainstreaming* strategy and foreign experts to present their practical experiences in implementing the *gender mainstreaming* concept.

The aim of this publication is to show how, within the Belgian administrations, the integrated approach of equality between women and men can be applied and put into operation. We will also be spending some time on the various concepts, methods, structures and instruments.

The principle of *gender budgeting* will be dealt with first. Then, we will describe the way in which the gender dimension can be integrated into the development and definition of policies, also spending time on the 'gender test'.

The next part will be dedicated to the way in which *gender mainstreaming* can be formalised in the functioning of an administration. We will, among other things, explain in this regard how the question of equal opportunities for women and men can be translated into public tenders and the granting of subsidies.

To conclude, we will deal with the way in which the integration of the gender dimension into policies and structures can be evaluated.





# Introduction

1

# Opening speech: The Law of 12 January 2007, fundamentals, genesis, content and challenges to be faced

**Michel Pasteel**

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

## **1. Introduction**

At international level – whether the UN, the Council of Europe or, of course, the European Union – the importance of an integrated approach to the gender dimension or *gender mainstreaming* as an essential strategy for achieving equality between men and women has become a generally accepted fact. In 1996, Belgium had adopted an initial Law that imposed a duty on the federal government to present an annual report to Parliament on the policy being pursued in accordance with the objectives of the fourth World Women's Conference held in Beijing in September 1995. The limited nature of the content and the repercussions of the Law of 6 March 1996 led Belgium to enact the Law of 12 January 2007. In fact the 'Beijing reports' drawn up under the Law of 1996 consisted of simple inventories of the male-female equality actions undertaken in each field of competence. Such inventories were produced *a posteriori*, without discussion *a priori* on the integration of gender in the policies being pursued. The Law of 12 January 2007 (known as the *Gender Mainstreaming Law*) aims conversely at the structural integration of the gender dimension into all federal policies. The objective is therefore clear: it is now a matter of transforming it into concrete results.

*Gender mainstreaming* is a little-known concept and the implementation of 12 January 2007 requires the mobilisation of many actors. In consequence, the Institute responsible under the Law for assisting and supporting the process of integrating the gender dimension into government policies, measures or campaigns has decided to organise a series of seminars in collaboration with a team from the Vrije Universiteit Brussel (Free University of Brussels).

I would like to thank the European Commission for co-financing this series of seminars within the framework of its programme for promoting the integrating the gender dimension into the national policies of all the members of the European Union.

This series – which is made up of today's colloquium and four thematic seminars – is intended to raise your awareness and inform you as political and administrative executives directly involved in the application of the Law of 12 January 2007.

The first thematic seminar (which will take place on 16 April 2008) will deal with gender budgeting – that is to say, the gender analysis of government budgets and the evaluation of their impact on women and men.

The second seminar (which will take place on 7 May 2008) will concentrate on the integration of the gender dimension into policy planning, and in particular when diagnosing a situation against which the political authorities decide to take action ('gender test', or gender-aware policy appraisal).

The third seminar (which will take place on 28 May 2008) will deal with the integration of the gender dimension into the workings of an administration.

The fourth thematic seminar (which will be held on 18 June 2008) will cover the methods, techniques and aids for the evaluation of the gender dimension in policy lines and within the structures.

I will let you know as and when the Institute publishes and distributes a summary report in November 2008 which will bring together all the interventions people have made and the pertinent elements of the exchanges that have taken place during these events.

This report will be one of various means of providing support for the different federal actors in the approaches they will have to undertake during the weeks, months and years to come in order to apply the Law and make *gender mainstreaming* become a reality at federal level in Belgium.

## **2. Gender Mainstreaming**

Too often, policies are genderblind. We realise that the male is often the only person referred to when policies are being drawn up and measures taken. Now, Belgian society is made up of as many women as men living different realities in accordance with their sex and who therefore have different needs, which those responsible for policy and administration have to deal with.

*Gender mainstreaming* is precisely the strategy that takes account of the different realities of men and women. This strategy integrates the social, cultural and economic differences between men and women. It takes account of the individualities of men and women when drawing up, implementing and evaluating policy, in all domains and at all levels. In other words: *gender mainstreaming* is a strategy! This approach is at the same time different from and complementary to the logic of the specific actions designed, *a posteriori*, to correct any discriminatory effects of the policy being implemented and unequal situations. Examples of specific actions include the anti-discrimination legislation, the awareness-raising campaigns and positive actions such as quotas. On the other hand, *gender mainstreaming* is a prospective and preventive logic, geared to ensuring that the principle of the equality of women and men is put into practice in a systematic manner.

This strategy requires the implementation of methods, structures and specific instruments within the strategic units and within the official federal organisations. The Institute is currently working on the production of a manual which will help you to put this strategy into operation. Moreover, the intervention to be made by the representatives of the Chancellery SPF (Federal Public Service) will also enable you to better understand and go more thoroughly into the strategy of *gender mainstreaming*.

I would just like to dwell on the fact that the implementation of the Law will first and foremost require firm commitment on the part of those responsible for policy. That commitment must be made both at collective level (on the occasion of the government declaration and the presentation of the government's strategic objectives) and at individual level (on the occasion of the discussion of general policy notes and the presentation of the actions, measures and projects that concur with the realisation of the government's objectives). That firm political commitment will then involve the mobilisation of all the top executives of the federal administrations and their agents.

In other words, putting *gender mainstreaming* into operation is an ambitious undertaking that will confront the Federal State with a number of challenges:

- To make the equality of women and men a central and permanent concern for those responsible for policy and administration at federal level;
- To deploy working methods and modes of operation that are sometimes innovative, at both policy and administrative levels;
- To put in place efficient coordination and support structures.

My Institute is at your disposal to support you in this new approach.

### 3. Content of the Law

The Law of 12 January 2007 sets out a series of substantive obligations that I would like to go through.

In concrete terms, this Law initially directs the government (at the start of the legislature, on the occasion of the government declaration) to propose strategic objectives for achieving the equality of women and men that it aims to realise during its term of office for all of its policy lines.

Besides specific policies geared to the achievement of equality between women and men – such as, for example, the fight against violence against women, disparities in pay, or the policy of reconciling professional and private life – the Law henceforth requires the implementation of the transversal strategy of *gender mainstreaming*. That presupposes that *gender mainstreaming* must already constitute a horizontal strategic objective as such within the framework of the government's declaration which is in process of being formulated.

In the second place, the Law of 12 January 2007 states that each minister must integrate the gender dimension in all the policies, measures and actions that come under his/her

responsibility. Each minister will have to ensure that the strategic objective(s) set are put into operation and present the actions, measures and projects relating to the realisation of these objectives annually. Each minister, in collaboration with the top administrative executives, will ensure the integration of the gender dimension in all the strategic planning instruments – that is to say, in all the management plans and administrative contracts. For example, I would like to point out that the city of Ghent has defined as its first strategic objective in its policy note ‘Diversity 2005-2007’ the fact that: ‘The political strategy and the initiatives for the policy at all organisational levels takes active account of diversity, including gender in all its facets and at all levels of the structure’. This type of horizontal strategic objective designed to integrate the gender dimension could be integrated into the management plans of all the federal administrations. Other concrete examples will be tackled in the third thematic seminar.

In addition, each minister will also be responsible for drawing up gender indicators and will ensure that the statistics produced, collected and ordered by the federal administrations will be split up according to gender. These indicators and statistics will make it possible to obtain a picture of the reality of women and men *and* to measure the progress being made in relation to the policy being implemented. In this connection I would like to present to you the Institute’s brochure entitled ‘Women and men in Belgium. Gender statistics and gender indicators’<sup>1</sup>.

This brochure, which was widely distributed in 2006 and will be updated every two years, contains some hundred variables that give an overview of the equality of women and men in different domains of Belgian society. It outlines a clear and objective image of the equality of women and men in Belgium and can provide you with much useful information for your policy. It is a valuable instrument that must certainly be supplemented with your own initiatives in each of the domains for which you are responsible. The objective of the fourth thematic seminar is to assist the federal administrations in creating these types of indicators and statistics.

The fourth obligation laid down by the Law states that, for each draft legislative and regulatory bill, the minister must carry out what we call a ‘gender test’ – i.e., an *ex-ante* appraisal of the impact of the proposed bill on the respective situations of men and women [gender-aware policy appraisal]. The ‘gender test’ is an obligatory instrument that analyses the possible impact (beforehand) of the planned measure on the respective situations of men and women. The Institute is currently drawing up a draft Royal Decree in collaboration with the Chancellery SPF in order to define the outlines of this test. Its content will in principle be established on the basis of the structure of the sustainable development test (EIDDD) adopted recently. In concrete terms, the gender test could therefore take the shape of a form assessing the impact of the proposed measure on the respective situations of women and men. This form will have to be duly completed and appended to the dossier of the measure concerned when it is presented to the Council of Ministers. The gender test will then be set out in the document governing the functioning of the Council of Ministers following the Kafka and sustainable development tests which are already included. The familiarity of the administrations and strategic units with these two existing tests will facilitate the implementation of the gender test. Following the adoption

---

1 This publication is available in Dutch (*Vrouwen en mannen in België. Genderstatistieken en genderindicatoren*) and in French (*Femmes et hommes en Belgique. Statistiques et indicateurs de genre*).

of the Royal Decree, a user-manual will be produced to help you carry out this test. The second thematic seminar will deal in more detail with putting the gender test into operation.

With regard to budgets, the Law provides for the integration of the gender dimension into budget preparations. This is what we call 'gender budgeting'. Gender budgeting means that the budget is drawn up on the basis of a prior gender analysis. For example: Account can be taken of the possible (different) consequences and repercussions of public expenditure on men and women. So, for example, there would be an investigation into who (M/F) would gain an advantage in the expenditure or an analysis of the possible impact of the government expenditure on the living circumstances of women and men. On the other hand, a gender note appended to each draft general expenditure budget will have to determine the grants for campaigns designed to achieve equality between men and women in each federal department. Following consultations between the Institute and the Budget SPF (Mr. Alfons Boon), the circular concerning drawing up the 2009 budget will mention both these obligations. The implementation of the obligations relating to gender budgeting will be the subject of our first thematic seminar, which will be held on 16 April 2008.

The Law also advocates the integration of the gender dimension within the framework of the procedures for drawing up procurement contracts and granting subsidies. With regard to procurement contracts, the new legislation on government tenders states that the principle of male-female equality can henceforth be set down explicitly in the modalities for implementation of the contracts. Moreover, gender can also be integrated into the selection and award criteria for government contracts. With regard to the integration of gender in the selection criteria, failure to observe the social legislation – and particularly the laws on equal opportunities for men and women – can lead to the exclusion of applicant firms. To facilitate taking gender into account in relation to procurement contracts, the Institute has produced, in collaboration with the P&O and Chancellery SPFs, a manual specifically for the use of civil servants responsible for drawing up procurement contracts. This manual provides advice and practical examples to facilitate taking the equality of men and women into account in relation to procurement contracts.

The Institute is currently considering a hypothesis concerning the introduction of 'gender units' responsible for integrating the gender dimension and the practical application of the Law of 12 January 2007 in all federal administrations. Having active units within the administrations appears to be necessary in this regard, both at the level of the policy being implemented and from an organisational point of view.

As I have already said, the Institute for the Equality of Women and Men is charged by the Law with assisting and supporting the process of integrating the gender dimension into government policies. In this respect, the Institute has developed and is continuing to develop a series of tools and instruments, some of which I have already referred to.

I would like to highlight in particular the manual entitled '*gender mainstreaming dans la fonction publique fédérale*' [*gender mainstreaming in the Federal Civil Service*], drawn up in collaboration with the working group made up of representatives drawn from all the federal departments. The aim of this manual is to present the process and instruments that enable the

gender dimension to be integrated into the work and functioning of the administrations and strategic units.

You will have a foretaste of its contents during the intervention by the members of the Chancellery SPF, whom I would like to thank for their valuable collaboration.

Finally, I would like to mention that three databases have been created at the initiative of the Institute:

A database covering all the Belgian experts on the topic of gender, another covering all the studies relating to different gender themes and finally a third one that makes an inventory of the range of training courses and trainers available in Belgium in the field of the equality of men and women. These databases will be accessible free of charge and updated on a regular basis.

#### 4. Conclusions

In conclusion, it is obvious that the implementation in practice of *gender mainstreaming* will require considerable effort on the part of numerous parties involved. However, it is an interesting, even exciting challenge for public administrations which are trying to keep more in step with the society within which and for which they are working every day. It is in this respect that the implementation of the Law of 12 January 2007 provides a double opportunity:

- that of placing the Belgian Federal State at the forefront of European and worldwide commitment to the concrete achievement of equality between women and men;
- and that of modernising its mode of operation by defining clear policy objectives and assessing their level of achievement.

The implementation thereof will be done in stages, which will require:

- a learning process that will result in the understanding and control of concepts, methods and aids by all the political and administrative parties involved.

But also – and I repeat:

- a strong and continually reaffirmed political will;
- a commitment on the part of all the parties involved.

Belgium can and must be proud of the legislation it has on *gender mainstreaming*, which is unique in the world...

Thank you very much indeed for your attention.



# European context : Integration of the gender dimension into the policies of the European Commission

**Saskia Ravesloot and Nathalie Wuiame**

*Experts in social policy and equality*

## **1. Introduction**

The European Commission is committed to integrating the gender dimension into all of its policies, in accordance with Article 3 of the Treaty. This article asks the Union not only to eliminate the inequalities, but also to promote equality between men and women in all its campaigns and in the implementation of all of its policies. This article is devoted to the *gender mainstreaming* approach, which is the result of the Beijing action platform. Over the last ten years the European Commission – and in particular the Unit responsible for equality between women and men – has been working on taking proper account of the objective of equality and the integration of the gender dimension into its various policies and at each stage of the process: identification of the challenges, conception, implementation, monitoring and evaluation.

This contribution aims to give a succinct presentation of the principal mechanisms put in place by the European Commission to ensure the integration of the gender dimension into its policies and administration. That involves strong political commitment, visible and measurable objectives, the allocation of resources and the creation of structures responsible for the equality of women and men which are stable and solid.

## **2. Political commitments**

Political will in the matter of equality is expressed in the Union's founding text. Article 2 of the Treaty states that the mission of the Community is to promote the equality of men and women throughout the Community. Article 3 moreover states that the Community will undertake to try and eliminate inequalities and promote the equality of men and women in all its actions. This article is in fact devoted to *gender mainstreaming*. This approach means 'not limiting the efforts made to promote equality to implementing measures specifically in favour of women, but explicitly mobilising all the campaigns and general policies for the purposes of equality by actively and visibly introducing into their conception attention to their possible effects on



the respective situations of women and men (gender perspectives)<sup>2</sup>. This global political commitment is then differentiated into specific political commitments, such as, in particular, the Lisbon Strategy and the European Pact for the Equality of Men and Women.

The Lisbon Strategy proclaims that the equality of women and men is fundamental to the economic and social future of Europe and lays down quantified objectives to be achieved by 2010. The objective relating to employment is a level of employment of women of 60%. With regard to childcare services, it is expected that there will be 90% coverage of childcare for infants between the age of three and the age of compulsory schooling and 33% for children up to the age of three.

The European Pact for the Equality of Men and Women, adopted by the European Council on 23 and 24 March 2006, bears witness to the commitment of the member States to implementing policies designed to promote the employment of women. This Pact<sup>3</sup> aims in particular to ensuring a balance between professional and private life for men and women.

### 3. Objectives of the equality policy

The implementation of a *gender mainstreaming* policy requires the adoption of measurable equality objectives. The objectives of the European Commission for the coming years are laid down in the Roadmap for Equality between Women and Men (2006-2010)<sup>4</sup>. The Roadmap identifies six priority intervention domains:

- Economic independence
- Reconciliation of private and professional life
- Decision-making
- The eradication of all forms of violence
- The elimination of stereotypes
- The promotion of equality in external development policies

The campaigns envisaged in the Roadmap are set out in detail, implemented and evaluated by means of detailed annual work programmes. The responsibility for implementing the Roadmap rests with all the directorates-general of the Commission. A mid-term evaluation of the Roadmap is planned in 2008.

Moreover, the European Council has asked the Commission to draw up an annual report on equality. This report will define the orientations for integrating the gender dimension into the various European policies. The report is the fruit of the collective work of the various departments of the European Commission and turns the spotlight on the progress made with regard to the equality of men and women in the European Union. These reports systematically tackle the domains of employment, education and changing the roles of the stereotypes. The

---

2 Communication from the Commission COM(2006) 92 final, available on Europa (<http://europa.eu>).

3 Conclusions of the Presidency, 7775/1/06/Rev 1.

4 Communication from the Commission COM(2006) 92 final, available on Europa (<http://europa.eu>).

2008 report presents the results in the following strategic domains:

- Quality jobs to promote equal economic independence;
- Quality services in support of conciliation;
- The fight against stereotypes, support for individual choices;
- Institutional mechanisms, support for political commitments and implementation of the legislation.

#### 4. Structures

The achievement of *gender mainstreaming* assumes the existence of stable and sustainable institutional and structural support responsible for the implementation, monitoring and evaluation of this policy. There are structures within the Commission and outside it.

An initial internal structure created in 1995 is the Group of Commissioners with the heading 'Fundamental rights, anti-discrimination and equal opportunities'. This group is charged with developing policy on the subject and ensuring the coherence of the measures and actions taken by the Commission in the domain of its competences:

- Fundamental rights
- The fight against discrimination
- Equality of opportunities
- Equality between women and men
- Social integration of minorities

The Group also makes sure that the principle of *gender mainstreaming* is taken into account in all the Community policies and actions concerned. It is supported in its work by the Interdepartmental group for equality, which has included functionaries from the various departments of the Commission since 1996. Moreover, there is a specific unit within DG Employment entitled 'Equality between women and men'. It is itself under the responsibility of a commissioner responsible for employment, social affairs and equal opportunities.

External structures, established with the participation of the member States, have also been put in place to support the Union's policy on equality.

In the first place, the consultative committee for equal opportunities between women and men was created in 1981 (Advisory Committee on Equal Opportunities for Women and Men). Its role is to provide the Commission with advice on specific themes. This consultative committee is principally composed of representatives from organisations in charge of promoting equality in the member States and associate States, among European social partners, the European Women's Lobby and international organisations.

In the second place, top-level representatives of the governments of the member States responsible for equality between women and men comprise the High level group on *gender mainstreaming*. This informal group works on monitoring the integration of the gender dimension at national level and monitoring the Beijing action platform within the Council.

This group enables its members to evaluate good practices and to analyse the progress and difficulties relating to the question of gender equality and mainstreaming.

Finally, a European Institute for the Equality of Men and Women was created in 2006. It is based in Vilnius (Lithuania) and has a mission to provide technical assistance for the Commission and the authorities of the member States, with the aid of the development of expertise and knowledge of the subject of equality between women and men. Consequently, it is expected to contribute to strengthening equality between men and women in all the Community and national policies, the fight against sex-based discrimination and the visibility of the problems among the citizens of the European Union.

## **5. Allocations of resources**

With regard to the allocation of resources for equality policies, two main sources of finance should be mentioned: the new programme of the European Union called 'Progress' and the Structural Funds.

The Progress programme concerns employment and social solidarity and will be rolled out between 2007 and 2013. It is addressed to the 27 member States, to the applicant States and to the countries of the Economic Association of Free Exchange and the European Economic Area. This programme is dedicated to the double approach for promoting the equality of women and men by combining *gender mainstreaming* and specific equality campaigns. The programme comprises five sections:

- Employment
- Social protection and inclusion
- Working conditions
- Anti-discrimination
- Equality between women and men

The budget for Progress is about €700 million for the entire period 2007-2013. The actions to be financed are analysis, networking, and the sharing of information, the organization of campaigns. A specific budget line of €87 million (2007-2013) has been provided for the section of equality between men and women.

The structural funds are the major instrument in the EU's policy for reducing disparities and promoting cohesion between the member States. The Union has three funds: the cohesion fund and two structural funds – i.e., the European Regional Development Fund (ERDF) and the European Social Fund (ESF). The regulations for these structural funds require that equality be taken into account in all phases of the programming. These funds enable the member States to implement national strategic frames of reference and operational programmes. By way of example, the ESF allocated a budget of €3,500 million for the area of equality of men/women during the 1999-2006 programming.

Finally, the Commission is studying the possibilities of applying gender budgeting to the Community budget. The results of this study are expected by the end of 2008.

## 6. Conclusion

The European Commission has at its disposal the policies and structures needed for implementing *gender mainstreaming* in all of its policies. This progress is the fruit of the campaigns and efforts deployed both by the European Commission and by the member States, the social partners and the representatives of the Civil Society. These must be pursued incessantly in order to progress towards more equality between women and men. Several recent commitments were undertaken at the highest level, notably in the European Commission's Roadmap and the European Pact for Equality between Women and Men of the European Council. These texts reflect a strong political will to make progress in the matter of equality and to make sustainable changes to the daily lives of women and men in the European Union. This political will is substantiated through precise and quantifiable objectives and the budgets allocated to the campaign both by the Progress programme and under the Structural Funds. It is up to the structures that have been put in place, which bring together the various key players (departments of the Commission and the member States, representatives of the social partners and the Civil Society) to monitor and evaluate the progress made and any improvement to be made to progress towards more equality between men and women.

# *Gender mainstreaming strategy :* concepts and strategies

2

# Gender and *gender mainstreaming*

**Magda Michielsens**

*Professor and doctor*

## **1. The term 'gender'**

We use the term 'gender' to refer to the social construction of femininity and masculinity. With this it is made clear that all kinds of social, historical, cultural, economic and religious influences determine how men and women are. Policy is a factor in this, but of course, media, training and education play an important role. There is more interest in the social construction of femininity than in the social construction of masculinity, and that is quite understandable. The term 'gender' has grown within the research to encompass the social situation of women and is linked to efforts to improve that position of women.

Simone de Beauvoir already pointed out in 1949 (in her book *The Second Sex*) that women are *made* by the culture, the social environment and the expectations of others. Her statement, which forms the motto of *The Second Sex*, "You are not born as a woman, you will be made into a woman" is famous. Simone de Beauvoir was speaking about women. With this she was not saying that men are not made into men, but she had a militant aim with her focus on women. Women had to deal with all kinds of attitudes about the nature of women, about maternal instincts, about innocence and unaffectedness. Women were confronted with the accepted norms and obligations that were presented as a consequence of their nature. That view of femininity is persistent and decades ago this was even more the case. Hence, it is precisely in relation to women that the attention has been focussed on the social construction. The book *The Second Sex* enjoyed great success when it was published in 1949. It was the topic of much discussion in post-war France, but at that time it had very little to do with policy or militancy. It was only a socially important philosophical work. It was only at the end of the 1960's, when women rebelled against the existence as a housewife in which they were denied the opportunity to develop as human beings, that attention was also paid to the arguments for keeping women in their place. Those arguments in most cases refer to 'the nature of women'. *The Second Sex* was primarily an attack on the idea that a 'female nature' exists, and that this would have all manner of compelling consequences for women. The notion that women become mothers, that women are caring, that they serve, that they are submissive, that they

would not be able to exercise certain professions, that they would be less intelligent, that they support the ego of men... none of this is inculcated in them by nature.

With Ann Oakley's work *Sex, Gender and Society* published in 1972, the term 'gender' entered the social sciences. Oakley laid the emphasis on the distinction between *biological sex* and *gender* (sexual roles). She also tried to make clear what is innate and what is acquired, which highlighted how much less was dictated by nature than the prevailing attitudes about femininity and masculinity would lead us to believe. Oakley also made the link between the early development of a scientific discipline known as *Women's Studies* and the women's movement that was flourishing at that time. The distinction between sex and gender afforded a useful framework for the upcoming research into the way in which such things as motherhood, menstruation, sexuality, fertility, pay differences, choice of profession, tenderness and housework were shaped by society (and not by nature and instincts). Ann Oakley herself says that the distinction between sex and gender only really made headway because women had been freed from the previously unavoidable consequences of sexuality, thanks to preventive measures. The fact that motherhood had become a conscious choice for most young women, thanks to the pill, changed the mindset on 'the nature of women' and sexual roles very radically.

The term 'gender' was welcomed in women's studies and it became the most important instrument in further research. However, the term does not only say that women are made into women by socio-cultural processes – it also says that men are made into men. Nor does it deny that there might be a biological tendency that partly determines behaviour and character. It does say, however, that the way people are modelled by their culture, based on that biological tendency, is decisive for what men and women within a particular society are, might be, may be, can become, operate, aspire to and have as their self-image.

At most universities throughout the world, the centres and institutes for women's studies now use the name 'Gender Studies'. The social construction of women *and* men is being studied there. Adopting a gender perspective in science is not the same as using science for the emancipation of women. It requires attention to women *and* men, to the construction of femininity and masculinity interwoven between them, to the consequences of the changing sexual roles of women *and* men. The evolution of women's studies into gender studies has proceeded virtually without comment. The expectation of many women in academia that the establishment would be more open to gender studies than to women's studies, with the label of 'feminism', did not appear to be correct. That does not however detract from the fact that the use of the term *gender*, both scientifically and administratively, as well as in (relatively) everyday language, has become commonplace.

The term *gender* has been the topic of research in various European countries within the *Socrates Thematic Network Athena*. We can see that in many languages different terms are deliberately used for the biological and the cultural aspects of people. The English term 'gender' is often introduced into foreign languages, because it best covers the theoretical load. Esther Vonk outlined the evolution of the use of the English term *gender* for Dutch speakers. She describes how the formerly usual terms 'sex role' and 'role models' are gradually disappearing as the term

*gender* becomes more and more established internationally. After repeated attempts to find an alternative in Dutch (which was unsuccessful, because sex and gender are perceived to be synonymous), it seems that people have given up and *gender* is becoming generally accepted in women's and gender studies.

However, there are a few complications with the term and the theory behind it:

#### a) Critique of Margaret Mead

Before Simone de Beauvoir, the famous anthropologist and publicist Margaret Mead caused a sensation with her theories on the cultural definition of masculinity and femininity. In her book *Sex and Temperament in Three Primitive Societies* (1935) and earlier in *Coming of Age in Samoa* (1928), Margaret Mead showed that 'human nature' is malleable and that cultural conditions partly determine how people view femininity and masculinity. A controversy arose over the accuracy of Mead's empirical research. Her results are partly under review again, but the chorus of criticism has quietened down in the meantime and the anti-determinist conclusions from her research have not really been silenced (Freeman: 1983).

Even in a time when social biology has acquired renewed interest and the *nature-nurture* discussion is being given more attention, the relative cultural predeterminacy of femininity and masculinity remains an acquired understanding. Margaret Mead and Simone de Beauvoir are the pioneers of this understanding, now generally accepted.

#### b) Queer theory

In the 1990's, the American philosopher and linguistic analyst Judith Butler expressed strong criticism of the term *gender*. If gender is not bestowed by nature, why should there then be only two genders, she wondered. Why is there no continuum, or variability according to what people wanted to make of it on that particular day, in that *performance* which is daily life? In *Gender Trouble: Feminism and the Subversion of Identity* (1990) Judith Butler exploded the classification of 'woman' and 'man' and the concept of 'gender'. According to her, they are performances, based on choices from an extremely wide range of options.

A second fundamental criticism by Butler of the term *gender* is that 'sex' is just as little pure nature as gender. The cultural determination of the body with which we are born is great. Social and physical environment have an influence on genetic equipment, on neurological development (and therefore on intelligence). The influence is becoming increasingly more varied, as is knowledge of the subject. Moreover, the body with which we are born is becoming no longer necessarily the body with which we live. This is true in many different areas of life as well as the sexual. *Cyborgs*<sup>5</sup> are not creatures from the distant future – we are already creating

---

5 Cyborgs, or cybernetic organisms: beings that are half-machine and half-organism. The term is important in the work of Donna Haraway. In *A Manifesto for Cyborgs* (1985) she already pointed out how much people were evolving into beings of whom it could no longer be said what was nature and what was technology. We are familiar with some prostheses (spectacles, teeth, pacemakers, medicines), but we are also living increasingly in symbiosis with our Hard Disk and implanted chips are no longer the exception either. Haraway was already saying in 1985 that we are only at the brink of this evolution, and rightly so.



them today. Transgender is gaining increasing attention; sex-change operations are being performed more often and with every-increasing medical and social success. In the mind of Butler, it is a kind of atavism still to speak of sex and gender. There are so many different forms of human appearance and ways of acting (*performances*), and they are all quite strange (*queer*) and all a momentary combination at one point in the sex and gender continuum.

In the awareness of these evolutions and criticisms we will nevertheless work further with the term 'gender'. Why?

- The majority of people feel themselves to be men or women and have a self-image and lifestyle that belong to one of both genders. Also for transgenders, holebi's, androgynous personalities and what have you, the categories of men and women and the differences between men and women (and thus, gender) are important.
- Female emancipation has not yet been achieved once and for all, so the categories of 'woman' and 'man' cannot be forgotten about.
- Legal and cultural equality between men and women is very important and the risks of oppression still have to be countered. Gender has been a question of power since the very first analyses in which the concept was used.
- Gender is that one collective word to describe the entire problem of sexual equality.
- The international interest in *gender mainstreaming* at administrative level is contributing to the relevance of the term *gender*.

## 2. Stratification of gender

The term 'gender' is important at different levels. In the theory, this is called the stratification of gender. Of course there are men and women. This is the first stratum of the term gender. It is the empirical, tangible reality. Since so many theoretical considerations are being published on gender, it is important not to forget that it is in the first place about living, real men and women. In that sense gender is simply a collective word for men and women. It is useful. It is like a shortcut for something that would otherwise have to be expressed more long-windedly.

At the second level there is the 'gender machine'. The synergy between the various processes and institutions that give shape to how men and women are, works like a machine that produces women and men. The policy, the upbringing in the family, the media, the customary habits in daily life produce or make women and men, as they fit into a particular society. The margins and flexibility have become much greater than they were thirty years ago. Before the great emancipation movement of the last century, the women and men who were 'made' in our culture were much more uniform. All the components of the gender machine worked together very systematically and noiselessly. In the 1950's, it was much more likely that the doctor, the shopkeeper, the civil servant, the church pastor, the neighbours and the parents had the same ideas about masculinity and femininity and their influences all went in the same direction. Gayle Rubin used the term *sex-gender-system* for the gender machine. There has been an attempt to translate this into Dutch as '*sekse-geslacht-systeem*'. That terminology is confusing. She contributed to just accepting the English word *gender* in the Dutch language. The gender machine does not produce single-form (or dual-form) products. There are after all great

differences among women themselves and among men themselves. They have also become greater over the last few years. Nowadays, sociologists and development psychologists speak of a *choice biography*, which has come to replace the *standard biography*. The time of 'loved-promised-married' and stereotypical lifestyles is over. Many more choices are being made; the lives of different people follow different stages and patterns. Those differences are still more or less clustered by gender, but nevertheless much less gender-linked than in the standard biography. The gender machine, which has always existed and which exists in all cultures, is faltering today in our culture. That was indeed the intention of the emancipation movement. How this will evolve further is difficult to predict. Some people think it desirable that the various components of what the gender machine was should no longer send out any messages about gender at all. Others think that the most important thing is to offer opportunities for choice. If the uniformity is gone, then so too are the limiting and the discriminating.

At the third level the term gender refers to the genderedness of objects and processes. Many objects and activities in our society have either male or female connotations. This is the pink and blue in our environment. Football is masculine, and cooking feminine. Caring is feminine and tinkering with the car is masculine. Mascara is feminine and a hammer is masculine. These are not laws of nature. There are girls and women who play football or like watching football, there are men who like to cook and frequently produce the daily meals. Very often the spontaneous associations with those matters and activities are linked to one gender or the other. They are gendered. The gender loading also partly determines the choices that girls and boys, men and women make. And that has drastic consequences. Boys study technical subjects, girls childcare. It is a classic example, but it is also hard reality. Men do do-it-yourself around the house and women look after the children. It is a circle, but the most important thing for policymaking and communication is the awareness of the masculine and feminine image of activities and objects and the development of a strategy for dealing with it.

Finally, structures are gendered. Socially important structures and institutions are usually populated more by men than women. The religious institutions are extreme examples, but other power structures too are more male than female. So gender plays an important role here too. These structures moreover have worked for a very long time in accordance with a patriarchal model, in which the interests and needs of men constitute the organising principle. This is the power of gender (Celis & Meier: 2006).

### **3. Women and men: equality and difference**

Why do we still need to be careful about the differences between men and women when we use the term *gender*? Equality between men and women is recognised as a general principle in our society. It is an especially important achievement. It is rooted in the constitution. Some men can do some things better than some women, and some women can do some things better than some men. That fact remains for the time being. However, it has in the meantime become generally recognised that women can learn to do most things just as well as men, so that being a woman should be no reason to keep someone out of certain professions or schools. We can confirm that mistrust of women in the professional world has largely disappeared. Men are

no longer so quick to say “Well, what do you expect? It’s a woman!” Driving a car, journalism, medicine, politics... people won’t have any less confidence if these activities are undertaken by a woman. And men in traditionally female roles are respected, valued and trusted. However, that is not sufficient reason to speak only of ‘people’ and no longer to make the distinction between men and women. Not everything can be expressed in general terms of people, human nature or humanity.

There are many circumstances in which generic terms mask painful differences between men and women or which do not give positive differences their due. We don’t need to go so far as differential thinking to see this. The so-called difference- or differential-thinking places the differences between men and women, masculinity and femininity emphatically in the foreground. French women philosophers (of whom Luce Irigaray is the most important) have claimed the difference between men and women in a positive way. They were completely at odds with women like Simone de Beauvoir, who requested especially on the equality for men and women. The differentiation philosophers also emphasised equal rights for men and women, but they nevertheless did not want, and still do not want, the differences between men and women to be swept under the carpet. They want those differences to be defined again and in full awareness. It concerns matters such as the masculinity of language (versus *écriture féminine*), the intense feeling of being a strong subject (versus the diffuse feeling), the desire not to be disturbed (versus action and penetration), solidarity and care (versus competition and principles). To a large extent, it is a cultural and psychological discussion and in our society there is a notable move towards the so-called ‘female values’. However, with regard to policy it is mainly the notions of equality and equal rights which are important. In philosophical terms, differential thinking is concerned with matters that are usually considered extreme (writing differently, feeling differently, thinking differently, not accepting the logical principle of ‘the excluded’ third party, not wanting to think in dualisms or polarities<sup>6</sup>, and so on). Nevertheless, there are differences between men and women that deserve attention regarding policy. This is precisely the quintessence of *gender mainstreaming*.

Differentiation has a philosophical load. It refers to the French verb *différer* as used by the philosopher Deleuze. It concerns deliberate and active differences, the deliberately using difference, demanding difference, working with and on differences, understanding differences, and upgrading certain differences that had always been approached unilaterally. Difference-thinking *pur sang* appears to have been a philosophical affair. Upgrading values and activities that were traditionally the province of women is nevertheless still in the air.

Proclaiming equality between women and men and giving it a legal basis has not resulted in that equality being achieved. Even the legal and practical rules of equal opportunities do not imply that equality will be created. On all the points where inequality has existed between men and women there is a long way to go before equality and equal opportunities can be achieved effectively. There is still a wide gulf between *de jure* equality and *de facto* equality. Anyone involved in these matters knows that merely changing the Law is not enough. The fact

<sup>6</sup> The clarifications above, expressed in terms of ‘a versus b’, are therefore not formulations in the spirit of differential thinking.

that girls can pursue any subject at school does not (immediately) obviate segregation in education and the labour market. We must continue to be aware of the difference between what is theoretically desirable, governed by Law and realised in practice. Bringing theory and reality closer together has been a struggle; we have to know the reality and we need instruments in order to act on that reality. But we must really want it. We must want to consider equality and emancipation as a form of progress and enlightenment. Women's rights are human rights, so we cannot therefore say in abstracto that every culture has, and may have, its own values. If women are oppressed in countries and groups, if women do not have the same rights as men, if women may not participate in certain sections of society, then that is against the rights of humanity as a whole.

Equality has been proclaimed in Law; many conditions for equal opportunities have been instigated, but there are still many unjust differences. We are (fortunately) so imbued with the equality of men and women that we often do not realize how great the differences still remain in practice. We will give a few random examples:

- Women earn less than men,
- Women study other, less lucrative subjects,
- Boys do less well at school,
- Women reach the top less often,
- Women are more often the victims of domestic violence.
- Men who are victims of domestic violence are given much too little attention and help
- Single women and female single-parent families are poorer
- Men have many problems in maintaining contact with their children after divorce
- Women have lower pensions
- Women participate less in politics
- Women have more problems with lack of safety on the streets
- Men are more often the victims of senseless violence.

These are the kinds of differences that policymaking can do something about. Often this is not done through direct intervention, but through generally paying more attention to the various situations in which girls and boys, women and men, find themselves.

#### **4. Gender Mainstreaming**

We work with the following definition of *gender mainstreaming*, formulated by the Council of Europe:

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

*Council of Europe, 1998*

However, there is still a conceptual problem in this definition. What is a *gender equality perspective*? The report of the Council of Europe goes into more detail. We can see that the Commission includes 'difference' in its definition of 'equality': 'Gender equality means accepting and valuing equally the difference between women and men and the diverse roles they play in society. Gender equality includes the right to be different.' In this regard the report also mentions feminine and masculine values and priorities that must be taken into consideration if we want to achieve equality.

This in any case makes it clear that in the context in which *gender mainstreaming* is being implemented, the political objectives remain important. *Gender mainstreaming* is not a technique to be left to technicians and experts. After all, the technique of mainstreaming does not cover what existing differences between men and women, people want to combat and what people want to support; nor does it cover what values and priorities are considered as feminine or masculine. Every government involved in *gender mainstreaming* needs its definition of gender equality. If they want to gender mainstream, they must, among other things, face the following question: Supporting what differences increases equality in our societal situation?

The ambition is great. We have to develop a vision of 'equality' and take account of it in all policymaking. The intention is that all policy processes, at all levels and at all stages, keep in mind that equality between women and men is the objective. That means that we have to think not only about the aspect of equality, but also about the specific objectives, the procedures, the results and the (unintentional) side-effects. However, the room for action is not great: it is a question of normal policy processes and the actors normally engaged in those processes. It is a component of equal opportunities policy, but in *gender mainstreaming* it is not a question of special policy measures to promote equal opportunities, but of all policy.

#### *For example*

Imagine: In speeches by the Prime-minister, the attitude in future will no longer be that all citizens are men and breadwinners. A point for attention in relation to this can be added to the checklist for speeches. That is an act of mainstreaming government actions. It should be added to the instruments for quality monitoring already being used.

Imagine: In all calls for research issued by the government, account will be taken of a gender perspective. This too can be added to the normal protocol for issuing calls for research.

These are different kinds of measures than, for example, in an equal opportunities or positive action project in which the objective is that there must be more women in the top echelons of the army, or in the higher ranks of the diplomatic service. It is not the intention to replace one with the other. *Gender mainstreaming* is a specific instrument, a form of 'better thinking' in all policymaking.

*Gender mainstreaming* does not mean that the difference between men and women has to be glossed over in all policy decisions. It means that a check must be made at every stage to see what the different consequences are for men and women and how equality can be achieved (or maintained).

The concept of gender mainstreaming does not in itself imply what the political objectives are. Equality is the only guideline, but that is not very specific. It does however imply that account will be taken in all government policy of the involvement of men and women as the subject of policy. If people want to do that – and in the Law of January 2007 it was pronounced that people do want to do that – people are also obliged to look into the objectives of any policy measure as regards men and women.

*For example*

- Consideration is being given to (co-)financing a football stadium by the government. What does that mean as far as men and women are concerned?
  - Investing money that will benefit mostly men? And do people want to compensate for that in some way?
  - Do people want the profits from that investment to be used to encourage more women to enjoy football? What is being done differently from the existing football stadiums?
  - Do people know whether there are certain aspects of a football stadium and a football match that would prevent women who like football from going to watch football live? Do people want to investigate this aspect and take account of the results of the inquiry?
- Consideration is being given to abolishing the entrance exam for engineers. Of all the consequences that will have to be studied before this is done (this has meanwhile already been done anyhow), their influence on gender relationships in the study is something that will have to be investigated.
- If measures are taken to promote public safety, people involved in gender mainstreaming will have to take account of the fact that safety on the streets for men is different than for women. For football hooligans or fights between gangs, dark corners, deserted car parks and narrow alleyways are no more inviting than public squares with street lighting. But they are inviting for rapists. Modern sports accommodation is sometimes really unattractive for women if the entrance to the complex or access to the changing rooms is in the wrong place.

Knowledge and insight is needed to take account of all those factors.

We will focus attention on two important fundamentals in this respect: gender statistics and gender studies.

**a) Gender studies:** education and research focussing on gender questions. At the beginning of the 1970's, when women's studies were in their infancy, it mainly constituted a correction to the mainstream of the sciences in which women were 'forgotten'. Research and education nowadays takes increasing account of gender. However, that does not make specialist knowledge of gender superfluous. A treasury of understanding has been developed through women's studies and gender studies. They can be used and further developed to support gender mainstreaming. It is precisely because of international willingness and commitment to gender mainstreaming that gender specialists are needed. Their specialist education is of crucial importance.

**b) Gender statistics:** It is no sinecure as far as policy is concerned to know where questions of inequality between men and women arise. The knowledge and figures have long been lacking. They were lacking because most of the statistics were not drawn up with the distinction between men and women taken into account. There were also good reasons for this: since in principle men and women, boys and girls are equal, it was not considered necessary to make a distinction between them. Over the last few years great efforts have been made – very systematically and very specifically – to bring greater clarity to the figures. Gender statistics have become a major point for attention. Gendered data are being sought internationally as well, both within the framework of the CEDAW<sup>7</sup> and in relation to European obligations. To some people it might sometimes appear old-fashioned to make a distinction in the statistics between men and women. The distinction between men and women is not outmoded. In fact, quite the opposite: making the distinction is innovative and absolutely necessary in order to be able to implement an efficient policy. The term 'gender' is a useful instrument in this respect.

---

7 CEDAW, Committee on the Elimination of Discrimination against Women, is a department of the UN. The commission monitors the Convention on the Elimination of All Forms of Discrimination against Women (the UN Women's Treaty), adopted in 1979.

## Literature

- Butler, J., *Gender Trouble: Feminism and the Subversion of Identity* (New York & London: Routledge, 1990).
- Celis, K. and Meier, P., *De macht van het geslacht* [*The power of gender. Gender*], *politiek en beleid in België* [*Gender, politics and policy in Belgium*] (Leuven: Acco, 2006).
- de Beauvoir, S., *Le deuxième sexe* (Paris: Gallimard, 1949).
- Freeman, D., *Margaret Mead and Samoa: The Making and Unmaking of Anthropological Myth* (Cambridge: Harvard University Press, 1983).
- Halesma, A., *Dialectiek van de seksuele differentie* [*Dialectic of sexual differentiation*] (Amsterdam: Boom, 1998).
- Haraway, D., 'A Manifesto for Cyborgs: Science, Technology and Socialist Feminism in the 1980s'; *Socialist Review*, 15 (1985), pp. 65-107.
- Hermesen, J., (red.), *de Beauvoir, S., Alles welbeschouwd* [*All things considered*] (Kampen: Uitgeverij Klement, 2008).
- Irigaray, L., *Ce sexe qui n'en est pas un* (Paris: Minuit, 1977).
- Mead, M., *Coming of Age in Samoa: A Psychological Study of Primitive Youth for Western Civilization* (New York: Morrow, 1928).
- Mead, M., *Sex and Temperament in Three Primitive Societies* (New York: Morrow, 1935).
- Michielsens, M., 'Mechanisms and structures in favour of the equality between men and women, particularly 'mainstreaming'; in *Woman and men in Belgium. Towards an equal society* (Brussels: Federal Ministry of Employment and Labour, Equal Opportunities Unit, 2001), pp. 21-29.
- Oakley, A., *Sex, Gender and Society* (London: Temple Smith, 1972).
- Vonk, E., 'The Use of 'Sekse'. "Gender", and Their Variants in the Dutch Language' in Rosi Braidotti et al. (eds.), *The making of European Women's studies. Volume IV* (Utrecht: Athena, 2000).



# Gender Mainstreaming and Positive Actions, Which Differences?

**Dalia Marcinkeviciene**

*Professor, University of Vilnius, Lithuania*

## **1. What is *gender mainstreaming*?**

According to the Council of Europe's definition of 1998, *gender mainstreaming* is: "The (re)organization, 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>8</sup> In other words, *gender mainstreaming* means the integration of the gender perspective in all policy fields in order to achieve the results as neutral as possible in respect of gender equality. Some experts stress different aspects of *gender mainstreaming*.<sup>9</sup> In her research Mary Braithwaite talks about the integrationist approach to *gender mainstreaming*. According to the integrationist approach, she refers to positive action measures, national plans, and national strategies that involve different departments of the administration responsible for implementation of gender equality. Braithwaite considers such an approach more formal than a commitment to *gender mainstreaming*.

Braithwaite also talks about *gender mainstreaming* as transversal action plans. A contribution to the *gender mainstreaming* strategy is made when different objectives of gender equality are assigned to different units of administrations. Transversalism seems to be synonymous with *gender mainstreaming*. Secondly, gender equality continues to be designated as a distinct or separate policy space, even though each department or unit is responsible - under transversalism – for gender equality objectives. Transversalism doesn't integrate gender into the core of policy, but has the intention to add it on as an additional objective or consideration.

---

<sup>8</sup> Council of Europe (1998) *Gender mainstreaming conceptual framework, methodology and presentation of good practices. Final report of Activities of the Group of Specialists on Mainstreaming*, Strasbourg.

<sup>9</sup> Verloo, M., (2005) *Displacement and Empowerment: Reflections on the Concept and Practice of the Council of Europe Approach to gender Mainstreaming and Gender Equality. Gender Mainstreaming and Gender Equality*, Oxford, Oxford University Press, 344-346; Braithwaite, M., (2005) *Gender – sensitive and women friendly public policies: a comparative analysis of their progress and impact*.

In this model, *gender mainstreaming* practices are introduced as part of the development of a broader equality mainstreaming approach, by distributing responsibility for gender across units and ministries.

## **2. Gender mainstreaming as a process**

Gender impact assessment as a basic tool of *gender mainstreaming* takes a particularly significant position among other gender mainstreaming methodologies (statistical, financial, institutional, legal and other analyses of certain policy fields). Gender impact assessment envisions and reflects on the diversity of consequences regarding women and men in certain policy areas. Thus, it allows preventing potential gender discrimination before the process of certain policy making and implementation starts. Gender impact assessment aims an impact evaluation of any policy field regarding the gender relationship in a particular society. The analysis is an effective mean allowing the identification of negative consequences on the equality of men and women, emerging from adopted decisions, laws or political programmes.

*Gender impact assessment aims at three major objectives:*

- To find out which political, social or economic effects the gender perspective might have in a certain policy field;
- To adopt this knowledge by evaluating the consequences of political decisions for men and women;
- To find out if traditional patriarchal stereotypes regarding the roles of men and women have had any influence while developing one or another policy area, strategy, programme or decision.

This in-depth study is based on the recommendations of the Committee of Ministers of the Council of Europe No. R (98) 14. In the study of gender impact assessment particular attention was given to the following essential principles:

1. To analyse a particular policy area considering the interests of men and women;
2. To determine if the policy area under analysis, respects different positions of men and women by applying adequate legal regulations and socio-cultural stress<sup>10</sup>.

## **3. Gender mainstreaming and positive actions**

There is a difference between *gender mainstreaming* and positive action and *gender mainstreaming* cannot replace the traditional gender equality policy. *Gender mainstreaming* concentrates on the gender impact assessment and should be implemented before the positive actions. Widely known as the dual approach – *gender mainstreaming* and specific measures – it proves to be effective and acquires recognition.

---

<sup>10</sup> Recommendation No. R (98) 14 of the Committee of Ministers to Member States on gender mainstreaming, 1998.

*Gender mainstreaming* as a strategy is relatively new, still in the process of development and open to creative ideas and decisions. On the other hand, *gender mainstreaming* is understood not only as a political strategy, but also as a research process. From the scientific point of view, *gender mainstreaming* disposes of measures and methods allowing the monitoring of the effectiveness of policies. In this context, gender studies and research constitute one of the main methodological principles of *gender mainstreaming*. They allow the determination and definition of problems that are typical of each particular policy field. They indicate ways to solve problems in the light of the gender perspective.

To implement the *gender mainstreaming* means to analyze and document current situations and to create a political process from the gathered information. Every responsible within a policy area should ask how their policy contributes to reach the national gender policy goals, as decided by Government and Parliament. The task is to examine which gender patterns exist in each policy area and to ask whether the gender patterns constitute a gender equality problem. If there is a problem, one should estimate its importance. Only after these analyses, new policies can be developed. The policy must contain an evaluation of its consequences and also of the goals that should be reached.

#### **4. Who is involved in *gender mainstreaming*?**

The existence of well developed national gender equality machinery is the main prerequisite for the implementation of *gender mainstreaming* and positive actions. An example of the Lithuanian national machinery on gender equality is presented here.

##### *Parliamentary level*

The Human Rights Committee of the *Seimas* of the Republic of Lithuania initiates and considers laws related to discrimination on all grounds, including sex.

*The Permanent Commission for Family and Child Affairs of the Seimas* of the Republic of Lithuania (Parliament), initiates and considers laws, legal acts on gender equality, women's rights, rights of the child and family policy.

The Informal Group of Women Parliamentarians involves members of the Parliament from all political parties and is headed by a chairperson who is re-elected at the beginning of each parliamentary session (for a period of 6 months). The group serves as a meeting point where women can exchange their opinions on different issues.

The Independent Ombudsperson for Equal Opportunities is accountable to the Parliament and has an overall responsibility for the supervision of the implementation of the Law on Equal Opportunities for Women and Men.

##### *Governmental level*

On 26 November 2001, following the decision of the Government, the Minister of Social Security and Labour was responsible for the coordination of gender equality issues in all spheres and is actually acting as a Gender Equality Minister. Following the *gender mainstreaming* provisions

established by the Law, all Ministries are responsible for the implementation of gender equality issues within their competences through the preparation and realization of programmes and projects and the integration of gender aspects into legislation prepared by the respective Ministry.

Following the ministerial regulations, the Ministry of Social Security and Labour is responsible for the implementation of equal opportunities for women and men in the fields of social security and labour. The Minister also coordinates the implementation of the gender equality policy in all areas. The internal structure of the Ministry – the division of Equal Opportunities – is in charge of equal opportunities and antidiscrimination on all grounds, gender equality and *gender mainstreaming* and the social integration of vulnerable groups.

The Inter-Ministerial Commission on Equal Opportunities for Women and Men is a primarily structure for *gender mainstreaming*. It consists of representatives of all ministries and Statistics department. Main functions of the Commission are: to monitor implementation of National Programme on Equal Opportunities for Women and Men.

#### *Municipal level*

At municipal level legal preconditions have been created, projects aimed at the promotion of *gender mainstreaming* have been implemented and municipalities have been encouraged to work on gender equality. Amendments to the Law on Local Self-Government introduced gender equality provisions. These ensured legal preconditions for the further development of the institutional machinery at municipal level. The Vilnius municipality was the first to appoint a person responsible for gender equality. Several initiatives of other municipalities are underway.

#### *Academic level*

Four Gender Studies Centres founded at the largest Lithuanian Universities, provide gender competence, expertise, advocacy, mediation, consultations, gender trainings and perform gender research on a variety of subjects. They influence the development of a gender-sensitive scientific research environment. These Gender Studies Centres function as a base for interdisciplinary research on women and gender.

#### *Public sector*

There are more than 120 non-governmental Women's Organizations, actively working in every region of Lithuania, well experienced in women's advancement, different aspects of gender equality and *gender mainstreaming*. They draw society's attention to the needs and problems of women and men.

#### *Social partners*

It should be recognized that the social dialogue on gender equality and equal opportunities issues is not sufficiently developed yet. The two biggest trade union associations have Women's Councils and only one Association of Employers established a position on social issues, including equal opportunities and gender issues. Private companies still do not pay special attention to ensure equal opportunities for women and men.

## 5. What can we learn from the past: the Lithuanian approach of gender impact assessment

Gender impact assessment as a basic tool of *gender mainstreaming* can be implemented in any selected policy field. All policy fields are adequate and need *gender mainstreaming*, as all policy fields influence directly or indirectly to the lives of men and women.

In this article an example of a gender impact assessment is presented. It refers to the assessment of a strategic document from the Government of the Republic of Lithuania: the 'National Action Plan of the Republic of Lithuania for Struggle against Poverty and Social Exclusion for 2004-2005' (National Action Plan). This National Action Plan presents specific tactical actions for the reduction of poverty and social exclusion.

The gender impact assessment of the National Action Plan aims at:

1. Informing the Government of the Republic of Lithuania about the negative and positive consequences for men and women regarding the strategy of poverty reduction and social exclusion;
2. Paying attention to the importance of statistics, while implementing the National Action Plan.

The National Action Plan declares the elimination of marginal poverty until 2008 and a substantial reduction of relative poverty and social exclusion, as its primary tasks. The long-term goal of the National Action Plan concerns the ensuring of all necessary material welfare, social services, accommodation, healthy working conditions and possibilities to choose and influence the most important decisions regarding persons from socially excluded groups.

The National Action Plan also emphasises that socially excluded persons should be encouraged to fight against poverty and social exclusion. As the document indicates, those socially excluded must understand that they themselves are responsible for their welfare. They must feel the responsibility and claim their right to demand the Government to take certain actions, in order to improve their situation. The authors of the document note that since socially excluded groups are insufficiently organised, it is necessary to support their consolidation on the basis of territorial and interest-related principles. Thus, the organisation of inter-assistance and collaboration of socially excluded groups will be ensured.

The National Action Plan also notes that the dissemination of thorough and timely information is essential for the participation of the socially excluded in the struggle against poverty. In this case, what is meant is the information about the people's rights, responsibilities and their opportunities, as well as the information about ways and means of practising those rights and possibilities. The strategy of the National Action Plan emphasises that the information must be sufficiently varying and widely spread in order to reach as many socially excluded groups as possible.

The National Action Plan strategy states that the gender perspective will be gradually integrated within the entire National Action Plan. At each level, different problems of men and women and the respective solutions will be considered. According to the authors of the strategy, the

integration of the gender perspective, together with specific measures, constitute the basis for an effective implementation of the principle of equal opportunities for men and women. The authors of the strategy stress that the gender perspective will be ensured in all activities and policy stages and that solutions will be suggested.

The National Action Plan is divided into 12 subsections (Economic Development, Demographical Situation, Labour Market, Education, Culture, Healthcare, Living Conditions, Income Inequality and Poverty, Regional Diversities, Social Security, The Role of Non-Governmental organisations in Expansion of Social Coverage, Social Expenditure, Most Vulnerable Social Groups).

With regard to the data and information presented in each subsections, suggestions are made for an optimal solution of the problem. Out of 12 subsections, the analysis in 6 subsections is more or less carried out with respect to the gender perspective. Information in the remaining 6 subsections is presented without consideration of the gender aspect. The latter factor often includes an over-generalisation of the conclusions and a certain indifference regarding specific needs of men and women. While denying the gender perspective it is impossible to predict the consequences that the proposed activities or measures might have for men and women. Thus, the National Action Plan presents popular and familiar statistical data, however, it fails to analyse these statistical data. The analysis does not speak about socio-cultural circumstances and does not answer the question why women with better education have lower-paid jobs and constitute a significantly smaller number of enterprise leaders than men. In this case, the subsection does not indicate that in the field of education (especially in preparation of the teaching material) traditional patriarchal images of men and women are still tenacious. Meanwhile, this very circumstance has an important impact on negative gender segregation in the labour market, when a relative important percentage of women work at the level of the administrative or auxiliary staff.

The conclusions do not suggest any solution that would help to reduce specific shortcomings of the quality of education, for example a faulty presentation of gender roles and stereotypes in course books and visual aids, as well as insufficient gender-related education in schools. These gender deficiencies in the educational system influence the feminisation of the country's poverty.

## **6. What can we learn from the past: *gender mainstreaming* vs. *positive action***

### *Combining family life and career*

Both women and men dispose of poor opportunities in combining family life and career. Poorly developed flexible working arrangements for working parents can be particularly accentuated. However, the situation is improving. Programmes introduced measures to combine job and family responsibilities and paid respect to gender differentiation. As a positive consequence of the programme, the military service persons were provided with extended child care leave, following the revisions of the Law of the Republic of Lithuania on 13 October 2005. The Law revisions stipulate that childcare leave may last until a child is 3 years old. After returning to

service, a person must be appointed to a position of the corresponding military rank.

In Lithuania only just about 2 % of men use their rights regarding parental leave. It is likely that the benefits of male participation in childcare have not been fully realized. On the other hand, the sample survey of Lithuanian politicians and state officers shows changing attitudes towards male participation in childcare. The survey was conducted in 2005 and its data revealed that the primary role of women in childcare is no longer considered a natural thing. More than 2/3 of the politicians approved a proposal to legalize the greater participation of men in childcare in Lithuania. Almost half of the informants indicated that it is necessary to legally regulate the creation of a family-friendly work environment, increase the employers' obligations to support fathers on parental leave and raise maternity/paternity benefits. 34% of informants approved the implementation of a non-transferable parental leave in Lithuania. Almost half of the members of the Parliament stated that they would support the extension of the duration of the paternity/maternity leave from 1 year to 2 or even 3 years.

#### *Education*

Within the scope of both programmes, the measures implemented in the field of education also had a positive impact on the policy of social inclusion from the perspective of gender. What challenges are met in the field of education?

The level of women's education is higher than that of men in Lithuania. In 2005, 65.7% of women and only 34.3% of men graduated from bachelor programmes. There is an increasing number of women in master's and PhD programmes. In 2000 among PhD students both men and women comprised 50%. In 2005 this balance has changed. Now female PhD students represent 57.5% and male PhD students 42.5%.

Nevertheless, even having better education, women traditionally keep lower-paid jobs and constitute a significantly smaller number of enterprise leaders than men. We deeply believe that it has to do with traditional gender stereotypes. Accordingly, special attention was paid on patriarchal presentation of gender roles and stereotypes in course books and visual aids for students, as well as on sufficient gender-related education in secondary schools. For example, the most recent discussion regarding gender stereotypes took part around a textbook for math class. The author of a textbook for children, suggested to include the following anecdote: 'A teacher was trying to explain the meaning of the number '0'. He told: '0' means nothing, children. However if we put the number '1' before '0', it becomes the number '10'. It is a little bit complicated to explain, but I will give an example here: before marrying me, my wife was nothing, so to speak, a '0'. However, when she married me, she became a wife and Ms'. After the consultations with gender experts the anecdote was eliminated from the textbook.

It is necessary to stress that the neutralization of traditional patriarchal images of men and women has a positive impact. For example, we have noticed the rise of female enterprise leaders in the recent years. In 2000 there were only 29.2% female enterprise leaders in Lithuania comparing to 43% in 2005. This is one of the highest numbers in the countries of European Union.

## 7. Conclusions

- a) *gender mainstreaming* can be defined as a gender equality perspective incorporated in all policies at all levels, and at all stages of policy making,
- b) *gender impact assessment* can be defined as a basic tool of *gender mainstreaming*,
- c) *gender impact assessment* should be implemented before the positive actions,
- d) *gender mainstreaming* allows to prevent potential gender discrimination before the process of certain policy implementation starts,
- e) positive action tries to eliminate gender discrimination that already exists in certain policies.

## References

- *Poverty Reduction Strategy. Lithuania* (Vilnius, 2000).
- *Joint Memorandum on Social Inclusion of Lithuania* (2003).
- Braithwaite, M., *Gender – sensitive and women friendly public policies: a comparative analysis of their progress and impact* (2005).
- Lietuvos Respublikos 2004-2006 metų nacionalinis kovos su skurdu ir socialine atskirtimi planas.
- Konsoliduotas Lietuvos respublikos 2004–2006 metų nacionalinio kovos su skurdu ir socialine atskirtimi veiksmų plano įgyvendinimo priemonių 2005–2006 metams sąrašas.
- *Gender mainstreaming conceptual framework, methodology and presentation of good practices. Final report of Activities of the Group of Specialists on Mainstreaming* (Strasbourg, 1998).
- *Recommendation No. R (98) 14 of the Committee of Ministers to Member States on gender mainstreaming* (1998).
- Pascall, G. and Kwak, A., *Gender Regimes in Transition in Central and Eastern Europe* (Bristol: Policy Press, 2005).
- Gal, S. and Kligman, G., *The Politics of Gender After Socialism* (Princeton: Princeton University Press, 2000).
- Funk, N. and Mueller, M., (eds.), *Gender Politics and Post-Communism* (New York: Routledge, 1993).
- Redclift, N., and Thea Sinclair, M. (eds.), *Working Women. International Perspectives on Labour and Gender Ideology* (New York: Routledge, 1991).
- Novikova, I., 'Gender Equality and Gender Mainstreaming – Achievements and Issues', *Sociologija*, pp. 6-13.
- *Living standards and poverty. Statistics Lithuania* (Statistikos departamentas prie LR Vyriausybės: Vilnius, 2006).



### Internet sources

<http://www.google.com/search?hl=en&q=lietuvos+respublikos+kovos+su+skurdu>  
[http://www.coe.int/T/E/Human\\_Rights/Equality/02.\\_Gender\\_mainstreaming/](http://www.coe.int/T/E/Human_Rights/Equality/02._Gender_mainstreaming/)  
[http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc\\_l?p\\_id=262423](http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_l?p_id=262423)  
<http://www.skurdas.lt>  
[http://www.lygus.lt/gm\\_en/article.php?id=18](http://www.lygus.lt/gm_en/article.php?id=18)  
<http://www.gap.lt/equal>  
<http://www.moterys.lt>  
<http://www.undp.lt/lt/>

# The Dutch *gender mainstreaming* policy

**Marion Meesters**

*Consultant, Bureau Meesters en Oudejans*

## **1. Introduction**

This paper describes the general situation of the Dutch *gender mainstreaming* policy. The main input is provided by the findings of the Dutch Review Committee. This Committee, installed by the minister responsible for gender equality (the Minister of Social Affairs and Employment) during the period 2004 – 2007, evaluated the way in which *gender mainstreaming* was carried out at national level.

In this contribution attention is given to the characteristics of *gender mainstreaming* in the Netherlands, the role of *gender mainstreaming*, its working method and the findings of the Review Committee. At the end some recommendations for the Belgian case will be formulated.

A short note on the terminology should be made. In the Netherlands the term ‘emancipation’ is used for issues in the field of gender equality. Although emancipation can also be applied to other social groups, the default meaning generally refers to women. This paper therefore uses ‘emancipation’ as a term to indicate improvement of gender equality.

## **2. Vision, mission and strategy of the Dutch *gender mainstreaming* policy**

The underlying idea of Dutch emancipation policy in general is that emancipation contributes to the total quality of society in the future<sup>11</sup>. The main objectives of the emancipation policy are formulated in the Long-Term Emancipation Memorandum and the Long-Term Plan on Emancipation Policy<sup>12</sup>, both adopted in 2000, which read as follows: ‘the creation of the conditions for a diverse society, in which everyone, regardless of gender, in interaction with

<sup>11</sup> Ministry of Social Affairs and Employment (2000) *Long-Term Emancipation Memorandum on Emancipation Policy*, The Hague.

<sup>12</sup> *idem*

society's other organizing factors, such as ethnicity, age, civil status, physical ability and sexual orientation, has the opportunity to achieve an independent existence, and in which women and men can achieve emancipation, freedoms, and (social) responsibilities'. In the latest emancipation policy paper, this formulation is reduced as follows: 'the promotion of equal rights, opportunities, freedoms, and social responsibilities in Dutch society for women and men'.

Successive governments have maintained these main objectives. For particular policy areas, specific objectives have been formulated. These general and specific objectives must be pursued at all times by the ministries. In principle, each member of the government is individually responsible for emancipation in his/her own policy area. All members of government should contribute to achieve – in broad terms – the government's overall emancipation objectives. The coordinating member of government stimulates the other members, cooperates with them, and provides a general structure for support.

Emancipation policy is the generic term for *gender mainstreaming* on the one hand and specific emancipation policy (measures aimed at solving specific problems) on the other hand. In accordance with the Fourth United Nations World Conference on Women (Beijing 1995), the Netherlands decided on a strategy of anchoring gender in regular policy. This resulted in the Cabinet's Position on *Gender Mainstreaming*<sup>13</sup> in 2001. The definition of *gender mainstreaming* used in this policy paper is in accordance with the Council of Europe's definition of gender mainstreaming: "Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making."<sup>14</sup> This strategy can also be understood as a means of improving the gender equality of regular policies by continuously striving to realise the objectives of emancipation policy. However, specific measures aimed at improving the position of women and girls continue to be necessary in relation to a number of issues. This combination of *gender mainstreaming* and specific emancipation policy is called the two-tracked policy.

### 3. The Government's Position on *Gender Mainstreaming*

The Government's Position on *Gender Mainstreaming* contains a complete structure for *gender mainstreaming*, although mainly formulated as recommendations, suggestions and options. It describes extensive plans for the organisation of ministerial and inter-ministerial structures, a suitable set of instruments, the coordinating, supporting and developing role the coordinating member of government, and the role of the 'outer layer' (advisory bodies, women's organisations, research institutes, et cetera). The point of departure in this regard is that it is still a reality that men and women hold different positions in society and that the quality of policy can be improved by taking these differences into account. Apart from contributing to the primary

13 Ministry of Social Affairs and Employment (2001) *Gender Mainstreaming, a strategy for quality improvement*, The Hague.

14 Council of Europe (1998) *Gender mainstreaming: Conceptual framework, methodology and presentation of good practices*, Strasbourg.

objectives of emancipation policy (as described before), improving the overall quality of policy is one of the goals of the *gender mainstreaming* policy adopted by the Dutch government.

Another important goal of the *gender mainstreaming* policy as laid down in the Cabinet's Position is to bring responsibility to where it belongs: the ministries themselves. The coordinating member of government<sup>15</sup> has a stimulating and supporting role, but the ministries themselves are responsible for implementing the strategy of *gender mainstreaming* within their own policy fields. Furthermore, it is considered important to engage the 'outer layer' in the process. There is much gender expertise available in social and knowledge organisations and this expertise should be used.

#### 4. The international and European context

For the Netherlands, as for many other countries, the Beijing Platform for Action in 1995 was the starting point for (renewed) *gender mainstreaming* policy. *Gender mainstreaming* already existed in the Netherlands as 'facet policy': emancipation goals should form a 'facet' of policy on (practically) all subjects, which was *gender mainstreaming* 'avant la lettre'. Beijing, however, introduced the term *gender mainstreaming* and instigated a number of policy papers, resulting in the aforementioned Cabinet's Position.

The Netherlands has obligations within the European Union (EU)<sup>16</sup>. The obligation to realise equal treatment of men and women also derive from the fact that the Netherlands is a signatory of the UN Convention on the Elimination of All Forms of Discrimination against Women. The UN Women's Convention also expects governments to combat discrimination actively<sup>17</sup> and to take all necessary steps to identify and remove any gender stereotyping that might underlie their legislation and policies. These obligations require an active attitude of the government with regard to emancipation and *gender mainstreaming*.

Another fact with regard to international regulations is that the *acquis communautaire* of the EU demands the Member States to have an institutional structure aimed at realising gender equality.

Also, several other international and European regulations against discrimination and in favour of equal rights<sup>18</sup> form a strong supporting structure for national policies in the field of equal opportunities. It helps equal opportunity advocates to keep the national government on track.

15 By the end of the period the Review committee was in force, this position was taken over from the Minister of Social Affairs and Employment by the Minister of Education, Culture and Science.

16 Article 2 and Article 3(2) of the EC Treaty.

17 Article 3 of the UN Women's Convention.

18 The International Treaty on Civil and Political Rights, the International treaty on Racial Discrimination, Articles 2 and 3 of the EC-Treaty, Article 13 of the EC-Treaty, Article 141 of the EC-Treaty, the Guidelines 2000/43/EC and 2000/78/EC.

## 5. Prerequisites for *gender mainstreaming*

*Gender mainstreaming* requires that specific conditions are met. Mostly this can be achieved in various ways, in other words: there is not one recipe for *gender mainstreaming*. In the Cabinet's Position, the following prerequisites are considered most important:

### a) Commitment of the political and administrative leadership

Commitment at the level of senior managers is absolutely necessary for the success of *gender mainstreaming*. If senior managers convey the message, support within the ministries will be strengthened. However, senior managers are generally only convinced to convey a message if their political superiors are committed to a cause. This means that commitment from the political top of a Ministry (minister, state secretary) is crucial. This commitment can be gained in institutions like the Council of Ministers and the coordinating minister should play an important role to achieve this.

### b) Explicit emancipation policy with clear aims

Each Ministry should describe explicitly the aims it wishes to pursue in the field of emancipation. Without clear aims, it is hard or even impossible to design or employ appropriate instruments and to keep people motivated to pursue a cause. The goals and plans should be clear and available for all persons concerned within and outside the Ministry.

### c) Defining responsibilities

It should be unambiguous who is responsible for the process of *gender mainstreaming*. The final responsibility should be situated at a level as high as possible, while there should also be a certain amount of responsible staff members in the various parts of the organisation. In addition, the organisational structure should be crystal clear and tailored to policy practice.

### d) Availability of gender expertise

If *gender mainstreaming* is to be successful, staff members should have up-to-date knowledge and awareness of gender issues. There are various ways in which to achieve this (courses, workshops). An important source of expertise can be found outside the ministries, in universities, other knowledge organisations and social organisations. Ministries can tap into this source by commissioning research and other projects, organising meetings and seminars and in general promoting contacts between staff members and experts.

### e) Availability of resources (personnel and budget) and instruments

*Gender mainstreaming* is an investment in the overall quality of policy. The costs of this quality improvement should therefore be counted as regular policy costs, and personnel and budgets should be made available. In addition it is important that there are adequate instruments for *gender mainstreaming*, if necessary tailored to the needs of the specific ministries.

## 6. The importance of monitoring and evaluation

In the Cabinet's position, it is stressed that it is important to check how the process of *gender mainstreaming* is progressing. For instance, it is relevant to ask whether gender difference is considered as an aspect in the Ministry's regular policy. Next is the question whether integrating this aspect actually has a measurable effect on the positions of women and men.

Monitoring and evaluation are two different processes which keep the strategy of *gender mainstreaming* on track. Monitoring concerns the development of processes, while evaluation is the reviewing of results in the light of the original targets: it contains an explicit judgement. Both are crucial for the success of *gender mainstreaming*; they are control instruments for which the responsibility should be placed at a higher managerial level (the secretary-general of a Ministry or a director-general).

Specific attention should be paid to the regular process of accountability to the House of Representatives of the States General: gender aspects should be included here on a standard basis. In the Netherlands, it could have been integrated in the new accountability process<sup>19</sup>, but this opportunity was sadly missed.

There are numerous forms of monitoring and evaluation, varying from simple monitoring to ex-ante evaluations and self-assessments. The Review Committee is a strong evaluative instrument and as such already announced in the Cabinet's Position.

## 7. The role of the visitation commission

In the Cabinet's Position, it was recognised that the process of *gender mainstreaming*, along with building a new structure to support this process, would not automatically be successful. It is dependent on the commitment and good will of individuals and this commitment and good will can easily fade away, especially when those originally engaged in the process move to other jobs and are replaced by persons new to the subject. Therefore, a reviewing process was already foreseen in the policy paper itself. The installation of this Committee was delayed, but finally took place in 2004.

### *Statute, mandate and tasks*

The Committee functioned from 2004 until 2007. It was an independent Committee, with clearly described tasks, its own budget and secretariat. This independent position was very important: the Committee could be critical when and where necessary, even if the criticism was directed at the minister that appointed the Committee.

According to the terms of reference<sup>20</sup>, the Netherlands Emancipation Review Committee has the following tasks:

<sup>19</sup> The so-called VBTB-process: From Policy Budgets to Policy Accountability (Van Beleidsbegroting tot Beleidsverantwoording).

- a) to review the integration of the male/female perspective<sup>21</sup> within policy drafts and policy implementation;
- b) to provide the responsible member of government with insight into opportunities for improvement and to point out policy areas that have priority for additional attention;
- c) to record examples of good practice and make these available to members of the government;
- d) to provide insight into the general progress made in implementing *gender mainstreaming* and, if necessary, to make proposals for adjustments to the coordinating member of government.

It is important to note some specific aspects of the assignment of the Review Committee. Firstly, the task of the Committee was to investigate how and to what degree gender mainstreaming has been implemented by the national government. Specific emancipation policy has not completely been left out of consideration, but it has not been the object of the reviews. Secondly, the task of the Committee was to investigate what has been done with respect to gender mainstreaming, and not (solely) what has been laid down in policy papers and plans. It is important that policy intentions are described well, but paper policy has no one-on-one relation with what happens in reality. Vice versa, what is actually being done should be precisely documented to give insight not only to the Review Committee, but also to the parties involved. The Committee has therefore based its reviews on paper as well as actual policies.

An important part of the reviews consisted of ascertaining the state of affairs, which is identifying gender sensitive policy domains, taking stock of emancipation activities and measuring actual results within ministries. This way it should become clear to which extent the ministries have succeeded in integrating the gender perspective into regular policy and where this is visible. In addition to this, the process formed another important issue in the reviews: why are matters dealt with in a certain way, what are the advantages and disadvantages of doing so, are opportunities missed, what are the lessons to be learned from other ministries or social organisations working in the same field? In this way, the Committee has tried to combine the evaluation of the current situation with the stimulation of the process within the ministries. Sometimes these tasks were conflicting.

#### *Composition and responsibilities*

The Committee consisted of a chairperson, six members (of which one was appointed by the Committee as deputy chairperson), one advisory member from the Social and Cultural Planning Office and one advisory member annex secretary, thus in total nine persons. Two (part-time) persons were added as deputy secretary annex project manager and bureau manager. During the course of the activities, several other persons were temporarily hired to perform specific tasks (research, organisational work, et cetera).

The chairperson was someone who was widely considered to be professional and trustworthy, a former senator and former chairperson of the Christian-Democratic party. She was not

<sup>20</sup> Decree of 25 June 2004, *Government Gazette* (29 June 2000).

<sup>21</sup> By 'integration of the male/female perspective' the general concept of 'gender mainstreaming' is meant.

specifically connected to the gender-theme and that turned out to be an advantage rather than a disadvantage. It added to the general image of independence. The other members were scientists or came from various social organisations. Attention was paid to the representation of ethnic minorities and males. The Committee was explicitly not politically bound to a party or coalition.

## 8. Activities of the Review Committee

The activities of the Review Committee can be seen as an extensive research project, combined with a consultation project. This was due to the twofold purpose of the Committee: evaluation as well as stimulation. This section describes the most important activities.

### *Informative meetings*

The secretary and deputy secretary of the Committee gathered the initial information on the state of affairs in the ministries by meeting the contact persons in all ministries. In addition, the upcoming reviews were discussed with these contacts. In some cases it turned out to be difficult to find a contact person and it took some time to actually get started. Ultimately, the secretary and deputy secretary spoke to 1 or 2 people per Ministry. These persons were also asked to fill out a questionnaire and a checklist. The information gathered during the meetings and from the questionnaire and checklist has been used as an input for the 'getting acquainted' meetings with the members of the government.

### *'Getting acquainted' meetings with members of the government*

In the period from January 2005 to February 2006, in accordance with the coordinating minister's wishes, the Committee took the opportunity to get acquainted with members of the government. It turned out to be impossible to arrange all the meetings in the originally planned period. This was due to the full schedules and different priorities of some members of the government.

The full Committee did not participate in all meetings with members of the government, but delegations of two members per Ministry and the chairperson of the Committee took part. They were accompanied by the secretary or deputy secretary and the office manager. For each meeting, a proposed agenda was sent to the Ministry beforehand.

### *Stocktaking workshops*

The stocktaking workshops were prepared and held according to a fixed protocol.

In consultation with the ministries, the Review Committee has chosen five or six general policy dossiers which were analysed in two workshops per Ministry (two or three dossiers in a half-day workshop).<sup>22</sup> Additional information was gathered on the chosen subject, through an extended questionnaire together with a request to submit other relevant, but concise pieces of information (such as brochures, summaries and articles). This information (the

<sup>22</sup> This procedure was somewhat longer than described here. For the Ministry of Transport, Public Works and Water Management only one half-day workshop was held.



filled out questionnaires and additional information) was sent to the participants prior to the workshops.

The workshops were attended by staff from the Ministry (up to a maximum of 8 per workshop) and external (gender) experts (also up to a maximum of 8 per workshop). The subjects were treated according to a fixed format: which gender differences play a role in this field, does the policy takes these differences into account sufficiently, what are the possible consequences of (not) taking gender differences into account? The method made use of computer directed questionnaires as well as the possibility of discussing the outcomes in a face-to-face discussion. By means of this method, the opinions of ministerial staff, as well as of external gender experts, could be treated quickly and efficiently, while keeping enough scope for interaction.

#### *Further explorations*

The further explorations did not have the strict format of the stocktaking workshops. In most cases, the further explorations consisted of a paper written by one or more external experts and/or a ministerial staff member, followed by a meeting with staff members of the Ministry and external experts involved. Some further explorations were organised by the ministries themselves, some were a joint venture of the Review Committee and the Ministry, some were organised by the Review Committee (however with involvement of the ministries). In total 16 further explorations were held. Examples of the subjects analysed in these explorations are the core tasks of the police, the organisation culture within the Defence organisation, policy for the chronically ill (case diabetes) and the knowledge society.

#### *Review visits*

In the period from July to November 2006, the Committee paid review visits to all the ministries. During these visits, meetings were held with staff members at various levels in the ministerial organisation. The exact composition of the group of participants differed per Ministry. The object of the meetings was to assess the present situation and to find out what the ministries were doing or were planning to do with the Committee recommendations set out in the interim reports.

#### *Meetings with members of the new government*

Because there was a change of government around the time the final reports of the Committee were issued, an extra round of meetings was organised. The aim was to 'sensitise' the new members of government for the findings of the Committee and for emancipation and gender mainstreaming in general.

Apart from these activities, the Committee regularly spoke during formal and informal settings (like round tables and workshops) with several parties involved, of which contact persons in ministries and representatives of social organisations and science.

## 9. The findings of the visitation Committee

Overall, the committee's report was quite negative about the state of affairs in the field of *gender mainstreaming* and emancipation policy. Perhaps this was due to the high standards the Committee used (a criticism ventilated by various persons from the ministries). Since the Netherlands is often considered as a 'guiding country' with respect to equality policies, this position asks for high standards.

The situation found by the Committee can be characterised by qualities and challenges. The qualities were, among other things, the presence of a good policy paper (Cabinet's Position), a growing attention for the representation of women in the higher ranks of the ministries (a subject outside the mandate of the Committee) and a growing attention for women from minority groups. Also, there turned out to be quite a large number of gender experts in the country (universities, NGO's and other institutions) who are available to share their expertise with policy makers.

The Committee also found that there was a failure to comply with the policy paper, that there was little attention for the effects of policies directed at the outside world, that there was a tendency to think that gender issues are only (and always) problematic in minority groups, and that gender experts were not asked to contribute or heard when they commented on policy. This leads to the challenges in the right hand column of table 1.

Table 1: Qualities and challenges in the Dutch situation

Qualities	Challenges
A good policy paper (Cabinet's Position)	Comply with the policy paper or updated version
Growing attention for women in higher ranks of ministries	Give more attention to the effects of policy
Growing attention for problems of migrant women	Consider gender issues as a broader problem then just one of migrants
A large number of experts in universities and elsewhere	Ask experts to contribute and take their critique into account

In the following section, some specific problems and their (possible) solutions will be discussed.

### *Thinking about emancipation and gender*

In many ministries emancipation is generally not seen as an urgent matter. Only few staff members have any notion of the possible gender effects of policies. Basic knowledge of emancipation and *gender mainstreaming* is often absent. During the review period this only

improved to a very limited degree. The notion that 'policies formulated in a general or gender neutral way, will have no gender effects,' still prevails. A special concern is that the distinction between *gender mainstreaming* and specific emancipation policy is not always made by the Ministries. Unfortunately, the result is that *gender mainstreaming* is not applied where it is necessary or at least desired, simply because it does not enter the minds of the responsible staff members to do so. The solution of this problem lies in increasing the gender expertise within the ministries and organising more commitment from the top.

#### *Commitment from the top and anchoring in the organisation*

Emancipation policy and *gender mainstreaming* are not the focal point of interest within most ministries. In general, the senior managers of ministries do not visibly ask their staff to commit themselves to the cause (with a few exceptions). The Committee found that a clear commitment, well communicated by a member of the Cabinet, is crucial for the implementation of *gender mainstreaming* and emancipation policy. Only then will senior managers of ministries be committed to the cause and only then can gender coordinators and other staff involved fulfil a strong role. If there is no commitment amongst senior management, gender coordinators will remain isolated within their organisations and they will personally have to convince others repeatedly of the importance of gender policy. This is an impossible task.

The solution of this problem lies with the coordination member of the government. He/she should constantly remind the ministers of their responsibilities with respect to the emancipation policy and constantly point out the necessity of pursuing the emancipation goals.

#### *Gender and diversity*

Various ministries stated that gender is or will be incorporated into a broader concept of diversity. In itself, this is a logical step to take. There are several social dimensions along which inequalities arise and are maintained. However, pursuing a good diversity policy, in which the underlying dimensions stay intact, is not as simple as it might seem. Research has shown that the gender dimension is often ignored in diversity policies. This feature was also encountered during the review process from the Review Committee. This relates to the fact that the underlying dimensions of diversity are not explicitly described and individual staff members have to decide which dimensions will be taken into account with regard to policymaking. Due to a lack of knowledge and awareness certain aspects are not taken into consideration. Moreover, which dimensions are taken into account is often a matter of priorities. Other dimensions, such as ethnicity, are considered more urgent and the possibility of combining several dimensions is not considered possible or even necessary. This is also due to a lack of expertise.

For the time being, it seems advisable to maintain an explicit gender policy as long as a clear anchoring of the gender dimension in the concept of diversity has not been realised. At the same time, however, it is important to create scope for diversity within the concept of gender. Not all women (nor all men) are equal and tailor-made policy is therefore necessary.

*Black, migrant and refugee women*

The results of the review process show that policies aimed at black, migrant or refugee women and girls are often hard to find. Within gender policy the ethnic dimension is often invisible and, vice versa, within policies aimed at ethnic minorities the gender dimension tends to disappear from the view. The Committee not only concluded that the attention given to these women is sometimes difficult to discern, but also states that this attention is often incidental and fragmented. There is more at stake however, than correcting deprivation. Thinking in terms of deprivation always raises the question of arrears relative to whom? What norms are used? Implicitly, the norms are often white and male, while other definitions may be just as valuable. Working from the principle of equivalence, other possibilities present themselves (implicitly or explicitly) and norms currently applied can be called into question. This should be an explicit part of staff training in the field of gender and diversity.

*Transfer of tasks and gender mainstreaming to decentralised organs of government: system responsibility*

In past decades, many ministries have transferred tasks and responsibilities in their policy areas (such as schools, hospitals et cetera) to municipalities, provinces or other organisations and practised 'policy at a distance'<sup>23</sup>. These processes are often accompanied by a desire to introduce deregulation. This raises the question as to how central government can fulfil its own responsibility for pursuing the national emancipation goals. Ministries generally do not verify whether the civil society partners and provincial and local authorities have actually implemented some form of *gender mainstreaming* or emancipation policy and what the results or consequences are in this field.

One way to deal with delegation and the transfer of tasks is to formulate key indicators for the most important policy areas. Some ministries have made a start with this. However, the matter does not appear to be easy. In one Ministry, diversity was the starting point for this discussion and it is precisely the gender dimension that seems to have been left out. It proves to be very important to engage (external) gender expertise explicitly when formulating gender indicators.

*Gender expertise at the ministries*

During the first phase of the reviews, most of the ministries showed a considerable lack of gender expertise. Even the most elementary knowledge was often absent. Moreover, many ministries were unable to find the necessary gender expertise outside the central government (for instance at universities and other knowledge institutes). In addition there was hardly any knowledge of international obligations, in which the Netherlands was engaged. In the course of the reviews, several ministries have taken action or have formulated plans to increase the gender expertise of staff members. However, this will only be fruitful if such staff training takes place in a structural manner. Such staff training should provide general insight into how gender and other dimensions of inequality (such as ethnicity) work. Training should

<sup>23</sup> Examples of these are the Ministry of Education, Culture and Science, the Ministry of Social Affairs and Employment, the Ministry of Housing, Spatial Planning and the Environment, the Ministry of Health, Welfare and Sport and the Ministry of Transport, Public Works and Water Management.

address knowledge of the strategy of gender mainstreaming and the application of existing instruments in this field (such as gender impact assessment and gender budget analysis). Gender and international obligations should also be a standard component in the training of new and existing personnel.

#### *Application of existing instruments*

There are several instruments to support gender mainstreaming: the *Gender Mainstreaming Handbook*, Gender Impact Assessment, Gender Budget Analysis, various forms of Quicksans and other gender assessments. The reviews showed, however, that these instruments are hardly used by the ministries at all. In many cases, the existence of these instruments is unknown. More publicity around these instruments, combined with courses and workshops on the use of these instruments, would improve this situation.

#### *Gender and the need for integral policy*

Fragmented policymaking has negative consequences for emancipation policy. One Ministry (or directorate) may try to stimulate something that another Ministry (or directorate) wishes to prevent or inhibit by a measure based on another policy priority. For this reason inter-ministerial cooperation is important. It is clear that gender mainstreaming needs, as in several other fields, an integrated method of policymaking. A gender friendly social climate cannot be supported only by measures in relation to child care, leave or domestic violence. As parts of an integrated policy, various measures will reinforce each other and contribute to a society in which the government's emancipation goals are actually realised.

#### *Coordination of gender mainstreaming*

The Review Committee concluded that inter-ministerial coordination and support for gender mainstreaming leaves much to be desired. An international comparison of the women's policy machineries in twelve western democracies has shown the actual conditions for successful implementation of *gender mainstreaming* and emancipation policy<sup>24</sup>. A strong structure comprises four components:

- A coordinating minister for gender equality (this may be combined with another portfolio);
- An administrative unit within the national government;
- A political advisory body;
- A judicial commission monitoring compliance with equal treatment legislation.

Due to the abolition of the independent advisory body – the Emancipation Council – and the reduction of the coordinating and stimulating tasks of the coordinating member of government, the situation in the Netherlands has deteriorated. The results of another international research project, an analysis of the state of affairs in six European countries, also confirm the findings of the Committee with regard to the coordination structure and inter-ministerial support. Therefore, the Review Committee has advised to bring new life to the coordination structure in the Netherlands.

---

24 Outshoorn, J. and J. Kantola (eds.) (2007) *Changing State Feminism*, Houndsmill/Basingstoke: Palgrave/Macmillan.

## 10. Good and promising practices

Although the report of the Committee was fairly negative about the state of affairs with respect to *gender mainstreaming* in the Netherlands, a turn for the better could be seen and there certainly were some good and promising practices. Some, but not all of these are described in this section.

A good practice is the way in which the Ministry of Foreign Affairs has incorporated gender into policy design in the field of development cooperation. Within the Ministry, there is a substantial gender unit. The expertise within, as well as outside of the Ministry, is at a high level. Contacts between the Ministry and external experts are frequent. There was some criticism of the Committee in the field of accountability, but the Ministry has taken this up seriously. This is of great importance for the improvement of policy implementation. The Ministry has also taken some measures to bring about improvements in other policy areas within the Ministry, through the initiative 'Anchoring Gender in Future Foreign Policy'.

Another good practice can be found within the Ministry of Defence. There is a sense of urgency with regard to recruiting female personnel and retaining them within the organisation. At public meetings and in the press, the Secretary of State never failed to emphasise the importance of having more women in the higher ranks and in all parts of the Defence force organisation. The same held for his activities within the organisation and the considerable investments made in internal and external policy. The Ministry takes great efforts to work on the organisation culture, which is still a serious obstacle for improving on the gender dimension.

A promising practice is found at the Ministry of Agriculture, Nature and Food Quality. The anchoring of the gender perspective within a broader diversity concept, in particular is taken up seriously. The Ministry is in the process of formulating a concept of diversity that has an explicit and recognisable gender dimension and is organising a more interactive method of policymaking. Some new ways of working have been initiated and some innovative concepts of bottom-up policy are being explored. The Ministry recognises the pluralism and complexity of society and reflects on the role the Ministry can play, in the present as well as in the future. The Ministry has an adaptive approach in this respect, meaning that it seeks to prepare for and keep abreast with social developments. The big challenge is how to anchor the gender dimension.

Within the Ministry of Social Affairs and Employment (SWZ) it is to be appreciated that 'gender' is made more explicit in the new 'SZW-test'. This is an instrument to check several legal and other aspects of all new legislation and policies, to be used by staff members during the process of policy making. Gender is given a more solid position within this instrument and much attention is given to this test in the introductory programme for new staff members. This can structurally improve the gender awareness in this Ministry.

Another example within this Ministry is the way in which the agreements with respect to working conditions are designed. It is the specific character of the agreement to start with a measurement of the causes of (for example) absence through illness. In these zero

measurements at the level of branches, a standard distinction is made between men and women. If significant gender differences exist, the parties involved can take these into account during policy implementation. By keeping the leverage point practical and close to the sector, the chances to detect gender differences are enhanced and *gender mainstreaming can take place*.

Another promising practice was found within the Ministry of Transport, Public Works and Water Management. This Ministry, with the help of the Knowledge Institute for Mobility and other experts, is generating new knowledge in relation to *gender mainstreaming*. The Ministry focuses especially on the potential contribution of mobility policy (on which the Ministry recently published a policy paper) to improved facilitation of the combination of work and care. The Ministry has taken part in several inter-ministerial forums on 'daily routine', where gender differences and mobility in relation to improving opportunities to combine paid work and care are an important theme.

A good practice in the Netherlands is the 'Emancipatie Monitor', published by the Social and Cultural Planning Office, a two yearly publication of (mainly quantitative) information and trends in the field of gender equality. It contains a mass of systematic information on a number of standard topics and features a special topic in every new edition. The first edition was published in 2000, followed by editions in 2002, 2004 and 2006. It is a reference book for all those involved in gender equality research and policy in the Netherlands.

## **11. Conclusion regarding the Review Committee**

The Review Committee was set up in 2004 to assess the 'state of the art' of *gender mainstreaming* within the national government. As it turned out, the situation left much to be desired. At the same time, the review process has helped to turn the tide. The stocktaking workshops and 'further explorations' have increased insight into the gender aspects of the various policy areas within the ministries. Furthermore, the reviews have produced several other tangible results: new gender Committees and focal points within several Ministries, gender scans on new policy papers on the environment within the Ministry of Housing, Spatial Planning and the Environment, a portfolio manager for emancipation at a central position within the Ministry of Economic Affairs, (increased) activities in the field of staff training and renewed attention to the subject in nearly all ministries. It turned out that actively asking for steps to be taken and for results to be achieved in the field of *gender mainstreaming* and emancipation, results in more dedication on the part of the ministries. Various enthusiastic advocates of *gender mainstreaming* and emancipation within the ministries have used the reviews for renewed initiatives. On the whole, a certain improvement in how the gender perspective is integrated into policy design and policy implementation is visible.

## 12. Recommendations for Belgium

Since 2007 Belgium is in the lucky state of having a Law on *gender mainstreaming*, of which the main parts will come into operation with the new term of government. Several elements of the structure we know and/or were recommended by the Review Committee in the Netherlands are incorporated in this Law, like a gender policy paper and yearly action plan per Ministry, guidelines for system responsibility, an obligation to produce gender indicators and proper statistical data and an inter-ministerial coordination group. A Law is a strong instrument and this is a great advantage for the pursuit of equality for men and women in Belgium. On the other hand, a Law has its limitations in the sense that it is a generic instrument. Much is dependent on how the details are filled in by the separate ministries and other organisations involved. Moreover, the Law covers only part of the total machinery needed for *gender mainstreaming*.

What can be learnt from the ups and downs in the Dutch case? This section gives a selection of recommendations for the various levels of political and administrative responsibility, as well as for those involved in the implementation process. Some of these recommendations are à titre personnel.

### *Systematic reporting*

In the past, it has proved successful in the Netherlands to ask the ministers for an action plan or other document in which the plans for *gender mainstreaming* and other activities in the field of gender equality are incorporated. It is recommendable to ask them to report in a systematic way about how things are progressing.

### *Instruments for system responsibility*

It is important that the system responsibility for the ministers is laid down in the Law. It is recommendable to provide the ministries with instruments to carry out this responsibility. Gender indicators is one of the instruments, but there are other possibilities as well (reviews, questionnaires, reporting, benchmarking).

### *Broader scope of inter-ministerial coordination group*

An inter-ministerial coordination group is a good instrument to promote the proper execution of the Law. It is recommended that in the terms of reference of this coordination group some reference is made to mutual support and exchange of good practices and expertise.

### *Gender expertise of staff members*

A subject that is out of the scope of the Law is the gender expertise of staff members and how to enhance this expertise. The Dutch case shows that the lack of expertise and of gender sensitivity in general is one of the largest threats for *gender mainstreaming*. It is advisable to put together a programme for the improvement of gender expertise per Ministry.

### *External gender expertise*

At the same time, it is important to keep the gender expertise at universities and in other knowledge organisations at a high level. The exchange between these institutions and the ministries is crucial for the level of expertise within the ministries. It should be an explicit goal



of the Belgian government to stimulate knowledge development in the field of gender. Another source of expertise is the civic society. In the Netherlands, the women's movement has shrunk considerably, due to budget cutbacks, and is much less capable of being the sparring partner of the ministries. At the same time, these ministries seem often to be unable to find the women's movement or other social organisations in order to use their expertise. The exchange between civic society and policy makers should be stimulated.

#### *Using expertise as part of the process*

For policy makers it is important to actually use the existing gender expertise in the process of policy making. Even though there are considerable time constraints, an explicit consulting of gender experts should be part of the process.

Finally, it is not only the government that should take steps to implement *gender mainstreaming*. Other parties have their own responsibilities. This section mentions a few.

#### *Civic society and women's studies*

The gender quality of policy can be improved when civic society (women's movement and other social organisations) comment, solicited or unsolicited, on policies made by the government, as well as on the way policies are implemented. In the same way, universities and other institutes for women's studies should play an active role by commenting from a scientific point of view on the policies and laws. It will keep the political responsible and policy makers sharp.

#### *The general public*

The general public is advised to report atrocities or cases in which the Law is not complied to. However, it is the responsibility of the government to make sure that the public is aware of how the Law is supposed to work. Also, there should be a place where complaints can be filed. The Institute for Equality for Women and Men has this function. It is important that contact with the public is sought in an active way.

# Le gender mainstreaming in Belgium

**Nicolas Bailly, Jeroen Decuyper and Marijke Weewauters**

*Attachés, advisor, Institute for the equality of women and men*

## 1. General explanation

'Gender mainstreaming consists of (re-)organising, improving, developing and evaluating policy processes in such a way that the perspective of gender equality is integrated into all policy areas and at all policy levels, by the actors who are normally engaged in making that policy.'<sup>25</sup>

Gender mainstreaming is a strategy geared to promoting and achieving the equality of women and men, as well as preventing and eliminating the inequalities and discriminations between them.

However, gender mainstreaming is more than just a strategy for achieving gender equality. It is an instrument that offers various benefits and assists in achieving 'good administration'. One of the first benefits is an improvement in the quality of the policy pursued in and by an organization. Because gender mainstreaming requires thorough knowledge of the target groups and relies on gender analyses of policy domains, the implementation of the policy becomes more effective. Since gender mainstreaming is a process that is applied throughout the organisation, the various organisational components will be better able to harmonise their policy implementation and planning. This leads to more efficient and coherent policymaking. In addition, the analyses and dissemination of their results lead to more transparency.

## 2. The difference with an equal opportunities policy and positive action?

An equal opportunities policy is often based on the observation that certain groups in society are treated unequally, in spite of equality under the Law. People are trying to rectify this situation by means of specific measures (including positive action).

With positive action, action is taken only if an inequality is actually confirmed. Actions

<sup>25</sup> Council of Europe, Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices. Strasbourg, EG-S-MS (98) 2, May 1998.

will be launched to eliminate it. So positive action is temporary in nature: it begins when inequality is observed and comes to an end when actual equality has been established.

This does not apply to gender mainstreaming, since this is conceived as a pro-active and continual process. Gender mainstreaming anticipates the existence of discrimination that might arise indirectly in certain policy measures. It is a more structuring process whereby account is taken in any decision of the possible impact on the equality of women and men. An evaluation is also made afterwards and its results taken into account of when drawing up new measures.

Ideally, an organisation will adopt both a gender mainstreaming strategy and an equal opportunities policy, since these are complementary strategies.

### 3. The '*Gender Mainstreaming Law*'

On 12 January 2007, Belgium adopted a very ambitious Law whose aim was to integrate the gender dimension into Belgian federal policy structures. So gender mainstreaming is no longer a voluntary commitment but a legal obligation imposed on the federal policy structures. The text empowers the principle of gender mainstreaming in the Law, or the integration of equality between women and men into all lines of policy.

The Law also lays down that the gender dimension must be integrated into:

- management plans,
- management contracts,
- any other policy planning instrument by all government departments,
- any strategic and operational objective,
- drawing up the budget.

This Law obliges the government, the ministers and the departments to:

- lay down strategic objectives at the beginning of the legislature for the purpose of promoting and/or achieving equality between men and women (= drawing up a government plan for equal opportunities);
- propose priority actions, measures and projects that contribute to achieving those strategic objectives in the annual policy notes;
- determine the relevant gender indicators with which the process of integrating the gender dimension and achieving policy objectives can be measured;
- draw up a gender note for every draft of general expense budget, in which the credits assigned to actions for the equality between men and women will be set out for all departments, state departments with separate management, public enterprises and public institutions of general interest and to take gender into account in the budget lines;
- draw up a gender screening ('gender test') for each legislative and regulatory project, in order to measure the impact of the project on the respective situations of women and men;
- ensure that all the statistics that they draw up, collect or order in their fields of action be split up according to sex and that gender indicators are drawn up;
- ensure that the equality of opportunities is taken into consideration in public spending contracts and in the allocation of subsidies;
- draw up intermediate and final reports on the progress of the principle of gender mainstreaming.

The Institute for the equality of women and men is responsible for guiding and supporting the process of integrating the gender dimension into the government's policy lines, measures and actions and with the interdepartmental commission's secretariat, which will monitor actions and elaborate reports.

#### 4. Implementing of gender mainstreaming

The integration of the gender perspective into an organisation must take place at different levels, in different departments and services (human resources, finances, research, statistics, communication, planning, etc.). However, these components are part of a global vision, embodied in the strategic objectives of the organisation. For this reason it is important that all departments and services, every organisational level and every individual be involved in the introduction and implementation of gender mainstreaming.

One of the most important conditions for the success of its application is the presence of the management's will to subscribe to gender mainstreaming as a process and component of a broader strategy. Not only must the organisation's executives integrate the underlying objectives of gender mainstreaming into the strategic objectives of the organisation, they must also take responsibility, via top-down management, for targeted information provision and implementation of the gender mainstreaming process.

Another essential condition for this is the institution of a mechanism for coordinating the process internally.

## **5. Putting gender mainstreaming into operation**

In order to put gender mainstreaming into operation, the organisation involved must have the requisite structures, methods and instruments.

Examples of structures: a balanced composition of decision-making bodies, a network or experts, an efficient communication system, gender units, etc.

Examples of methods: gender budgeting, gender test, gender-aware management, etc.

Examples of instruments: statistics split up according to sex, gender indicators, etc.



# *Gender budgeting*

3

# Gender budgeting : what's in a name?

**Nathalie Holvoet**

*Professor, University of Antwerp*

## 1. Introduction

*Gender-responsive budgeting* refers to the analysis of the different impacts of fiscal policy and government budgets on women and men and the underlying gender relationships. *Gender budgeting* goes further than (ex-post) analysis and also implies a systematic integration of a gender dimension in budgets and budgetary processes. It is not an objective in itself, but a strategy for achieving gender equality (*and* in this way the efficiency and effectiveness of the policy itself which is being implemented).

*Gender budgeting* came into being from the realisation that fiscal policy is not necessarily gender-neutral. Via a system of direct and indirect taxes on the one hand and via transfers and provision of public goods and services<sup>26</sup> on the other hand, the government intervenes in the distribution of incomes, goods and services. The primary income distribution that arises after the distribution of incomes from labour will be adjusted by this government intervention, so that the ultimate income differences between families and individuals would become smaller. Until recently, there was little interest in the possible effects of fiscal policy on the division of resources between women and men and the underlying gender relationships. This is unjust, because empirical research from different countries<sup>27</sup> shows that fiscal policy is anything but neutral. The socio-cultural construction of 'gender' means that in practice women and men

---

<sup>26</sup> Public goods is a collective name for such things as collective goods, earnings goods or social goods. These goods are different from private or individual market goods in that frequently they cannot be (entirely) split up or (entirely) appropriated individually. These goods have a social or societal benefit that exceeds the individual benefit. Typically, provision of these goods by the market would lead to an under-supply at excessive prices. See Moesen, W. & Van Rompuy, V., *Handboek openbare financiën* (Manual of public finances) (Leuven: Acco, 1997).

<sup>27</sup> For a summary, see, among others, UNIFEM, *Progress of the World's Women* (New York: UNIFEM, 2000) and <http://www.gender-budgets.org>.



occupy a different place in society, with such things as different needs, stimuli, limitations and opportunities (COIN<sup>28</sup>). This can result in women and men making use of government services with different levels of frequency and consequently any gender gap already existing being widened further. It is also possible that some forms of service provision are (unwittingly and unintentionally) less accessible for one particular group or another. There is also a danger that certain taxes are disproportionately burdensome to one group in particular or that, contrary-wise, tax allowances disproportionately benefit one group over another. A government policy that brings about such effects loses effectiveness and efficiency, and sharpens the existing inequalities between women and men further. In order to avoid this, it is necessary to integrate the gender dimension throughout the budgetary cycle.

In what follows, we will first take a look at a number of core elements of *gender-responsive budgeting* and the relationship between *gender mainstreaming* and *gender budgeting*. *Gender budgeting* closely relies on a number of important, more general budgetary reforms, which offers possibilities for practical application. *Gender budgeting* is potentially a powerful range of instruments, but it is also essential not to nurture any unrealistic expectations: *gender budgeting* is not a *deus ex machina*, nor is it a universally-applicable formula. We will then explain a number of gender-budgeting instruments. Finally, we discuss suggestions concerning the actors who might potentially be involved in the Belgian initiative and the instruments that could be used.

## **2. Gender-responsive budgeting: a number of core elements**

So far, there has been no standard definition of *gender budgeting*. The definition formulated by the Council of Europe in 2005 is possibly the most comprehensive: '*gender budgeting* is an application of *gender mainstreaming* in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality'<sup>29</sup>.

A number of core elements from the definition deserve special attention:

### **a) Analysis and systematic integration.**

The definition makes a distinction between budget analysis on the one hand and systematic integration of a gender dimension into budgets<sup>30</sup> on the other hand.

---

28 In full, COIN stands for 'Constraints', 'Opportunities', 'Incentives', 'Needs'.

29 See Council of Europe, *Gender budgeting* (Strasbourg: Council of Europe, 2005), p. 10.

30 Some sources reserve the term '*gender budgets*' for the initiatives that aim at a systematic integration of a gender dimension in budgets and budgetary processes and then use the term '*gender budget analysis*' for initiatives that are directly 'solely' towards analysis. See Balmori Hofbauer, H., *Gender and Budgets: Overview Report (Bridge Cutting Edge Pack on Gender and Budgets)* (Sussex: Institute of Development Studies, 2003).

The impact of the budget on equality between women and men can be brought to light using budget analysis. For example, a survey in the Ivory Coast showed that in 1995, 62.7% of the government investment in education went to boys, compared to 37.3% to girls. In the industrialised nations, gender-responsive budget analysis has shown that different taxation systems have a different effect on women than on men. Thus, direct taxes – and especially progressive income taxes, whereby higher incomes are also proportionately more subject to higher tax rates – seem to be much more able to correct the existing primary income inequalities between men and women than indirect taxes, whereby everyone pays the same amount regardless of his/her income. This is not so surprising, considering the incomes of men from labour are on average higher than those of women.

Budget analysis is a first step that should ultimately result in adapting the budget so that existing inequalities can be corrected and new distortions avoided. If governments really want to apply their policy declarations in the field of gender equality in practice, then adapting the budget on the basis of the results of a gender-responsive budget analysis is a necessary second step. Although most initiatives are still limited to analysis, there are also increasing numbers of countries, such as France, Sweden, South Africa, Senegal, Morocco, Pakistan and the Philippines, which are experimenting with the systematic integration of a gender dimension in their budgets<sup>31</sup>.

#### b) Content and processes

Gender-responsive budgeting is not just a matter of the size and composition of government income and expenditure. A gender-responsive fiscal policy also requires a number of interventions in the way in which the policy and the budget are created. In most countries, budgeting is an exclusive process involving only ministers, which even parliament has little influence over. The budget is often opaque and difficult to interpret by lay people, whilst it should really be an instrument that enables the citizen to test his government's commitment to converting policy declarations into effective implementation. International bodies such as the Organisation for Economic Cooperation and Development (OECD) and the International Monetary Fund (IMF) consequently insist that budgets should be more transparent and results-oriented and budgetary processes more inclusive. This argument is closely in keeping with that of the proponents of participative budgeting and more generally with the discourse on 'good administration'.

<sup>31</sup> See Budlender, D. and Hewitt, G., eds, *Gender Budgets Make More Cents: Country Studies and Good Practice* (London: Commonwealth Secretariat, 2002). Council of Europe, *Gender budgeting* and <http://www.gender-budgets.org>.

### c) Gender mainstreaming and gender budgeting

Gender budgeting is an integral part of a gender mainstreaming strategy. Many countries extended their existing arsenals of legal and policy instruments, especially after the fourth World Women's Conference in Beijing (1995), mainly deployed for a strategy of gender mainstreaming. However, with varying degrees of success. While most countries are adopting a discourse of gender mainstreaming, it seems that they are dragging their feet about actually putting it into practice (policy evaporation). Studies<sup>32</sup> have shown that the problems are to be found at different levels: there is difficult articulation with the other policy measures geared towards gender equality (such as the specific actions for the benefit of women), the lack of translation into operational indicators and target figures, the absence of monitoring and control mechanisms and the insufficient financial and human resources being deployed. In addition, there is the fundamental problem that exists when applying a transversal, horizontal policy in structures that are predominantly organised vertically<sup>33</sup>.

*Gender budgeting* is very promising, because it has the potential to obviate a number of these shortcomings, or at least to mitigate them. In general, the systematic integration of a gender perspective in budgetary processes can be useful in stemming the phenomenon of *policy evaporation*. For example, budget analysis is the instrument *par excellence* for exposing the inadequate deployment of financial resources to realize the policy objective of *gender equality*. It is, for example, interesting to check whether budgets have been assigned to the actions translating the commitments undertaken at the World Women's Conference in Beijing (1995) and what percentage this is of the global federal government budget. Attaching the gender dimension to the budget and fiscal policy, themselves characterised by horizontality, also affords opportunities to get round the problem of the transversality of *gender mainstreaming*. The likelihood that *gender mainstreaming* will effectively be put into practice will perhaps be greater if the Ministry of Finances/Budget issues a directive to line ministries that, for example, a gender test must be included systematically when drawing up a budget (see 5.3). Moreover, the use of 'economic/budgetary' jargon can also sensitise the budget specialists and macro-economists to the gender problem, without of course losing sight of the fact that the final objective of *gender budgeting* is to work on the underlying gender relationships, with efficiency and effectiveness as useful by-products.

32 See, among others, Booth, C., and Benneth, C., 'Gender mainstreaming in the European Union. Towards a New Conception and Practice of Equal Opportunities'; *The European Journal of Women's Studies*, 9 (2002), 430-46. Council of Europe, *National Machinery, Action Plans and Gender mainstreaming in the Council of Europe Member States since the 4th World Conference on Women (EG (99)12)* (Strasbourg: Council of Europe, 2000). Pollack, M., A., and Hafner-Burton, E., 'Mainstreaming gender in the European Union'; *Journal of European Public Policy*, 7 (2000), 432-56.

33 See Bangura, Y., 'Policy dialogue and gendered development, institutional and ideological constraints'; *UNRISD Discussion Paper No. 87* (Geneva: UNRISD, 1997).

d) Gender budgeting: not a *deus ex machina*

In spite of the fact that gender budgeting offers a number of advantages over the other strategies adopted to achieve the objective of gender equality, it is essential to nurture realistic expectations. Postulating excessively high expectations is even dangerous, because it can lead to squaring gender budgeting with results that it cannot use (alone).

For example, gender-responsive budgeting does not lead automatically to more equality in terms of results (such as, for example, education level, use of health care, etc.) It can however ensure that unequal allocation is brought to light and that the supply side (the government) becomes more gender-responsive in terms of inputs, nature and quality of the service provision. However, achieving the policy objectives of gender equality and emancipation is the result of a confrontation between the supply and the demand side. In other words, if households have no demand for education for girls (because of the existing gender system) then the education level of girls will not rise either, in spite of the fact that the government might have removed all barriers on the supply side (e.g., women teachers, sanitary provisions for girls, schools in the near vicinity. This implies that, in addition to an analysis and interventions on the supply side, an analysis is needed on the demand side. Such an analysis makes it possible to find out the underlying reasons for the lack of response by households and individuals to a gender-responsive supply and also makes it possible for the government to respond in full to these factors. In the case of education for girls, it could be that there is no response from households, for example, because girls are being deployed as babysitters for their younger sisters and brothers. The government could respond to this situation by installing inexpensive crèches, for example.

Another limitation of gender budgeting relates to the fact that the fiscal policy of a particular country is determined by its broader macro-economic and political context. In some cases a government has very little room (after the budget for regular expenditure) to make real choices when drawing up a budget. Some critics therefore point out that the focus must principally be directed towards making the underlying macro-economic models and policy gender-responsive by, for example, desegregating macro-economic aggregates or introducing new variables, such as unpaid housework<sup>34</sup>. In spite of this just criticism, the budget and the fiscal policy remain a useful point of entry for making the wider macro-economic framework more gender-responsive.

<sup>34</sup> See Catagay, N., Elson, D., and Grown, C., eds, 'Special Issue: Gender, Adjustment and Macroeconomics', *World Development* 23 (1995).

### 3. The time is ripe for 'gender budgeting'

*Gender-responsive budgeting* was applied for the first time in Australia in the 1980's<sup>35</sup> and, especially in the last few years, has been on the rise in both the industrialised and the developing countries<sup>36</sup>. Its success is partly due to the lobbying and thinking behind the United Nations Development Fund for Women (UNIFEM) and the British Commonwealth Secretariat. The Council of Europe and the OECD have meanwhile also picked up the baton of *gender budgeting*<sup>37</sup>.

Another factor that explains the interest in *gender budgeting* is certainly the fact that it resembles a number of important reforms in the public sector and, more specifically, adaptations to budgetary systems. These evolutions can be seen in industrialised and developing countries; with regard to the latter group of countries, the reforms are also linked to developments in the aid policies of most of the donors<sup>38</sup>.

To put it in a nutshell, we can see an evolution from input-budgeting towards more results-oriented systems. This implies that the focus is widening from the 'inputs' (financial world) to the other levels of a causal chain (real world). Diagram 1 gives an example of a causal chain. Results-oriented systems of budgeting compare inputs with results and modify budgetary allocations on the basis of the results achieved (whilst in an input-budgeting system people are geared to the inputs of the preceding years). Extending the attention of the financial world to the real world and linking different levels in the causal chain also introduces criteria such as *efficiency* and *effectiveness*<sup>39</sup>.

---

35 See, among others, Sharp, R. and Broomhill, R., 'Budgeting for equality: the Australian Experience'; *Feminist Economics*, 8 (2002), 25-47.

36 See <http://www.gender-budgets.org> for more information about initiatives in different countries.

37 One of the first large-scale conferences on *gender budgeting* was partly organised by the OECD and, in particular, by PUMA (Public Management Service) and the Working Party on Gender Equality of the OECD (DAC). The other organisers were UNIFEM, the Belgian Government (State Secretariat for Development Collaboration and the Ministry of Labour and Equal Opportunities) and the Nordic Council of Ministers. For an overview of the contributions to this conference, see UNIFEM, *Gender Budget Initiatives: strategies, concepts and experiences* (New York: UNIFEM, 2002).

38 The importance of *gender budgeting* in the context of the new aid modalities is documented in *European Commission* (author: Holvoet, N.), 'Genderbudgeting: its usefulness in programme-based approaches to aid', *Briefing Note* (Brussel: European Commission, 2006) en UNIFEM, 'Promoting Gender Equality in New Aid Modalities and Partnerships', *UNIFEM Discussion Paper* (New York: UNIFEM, 2006).

39 'Effectiveness' concentrates on the realisation of the outputs/outcomes/impact; 'efficiency' compares inputs with outputs/outcomes/impact and enquires whether the maximum in outputs/outcomes/impact has been achieved with the inputs provided; or whether the outputs/outcomes/impact could have been achieved with fewer inputs.

Scheme 1: Causal chain and examples of indicators for health care

DIFFERENT LEVELS IN THE CAUSAL CHAIN	EXAMPLES OF INDICATORS FOR HEALTH CARE
<p>IMPACT</p> <p>long-term social improvements (well-being, level standard)</p> <p>▲</p>	<p>- life expectancy (differentiated sex/region)</p>
<p>OUTCOMES</p> <p>effects of the outputs on the users (USE of products and services and the satisfaction of the users)</p> <p>▲</p>	<p>- proportion of 20% of the poorest layer of the population regarding the use of health cen- tres (differentiated sex/region/age)</p> <p>- satisfaction about the quality of the service delivery (differentiated sex/region/age)</p>
<p>OUTPUTS</p> <p>delivered products and services (OFFER)</p> <p>▲</p>	<p>- number of habitants per health care centre (eventually differentiated per region)</p> <p>- number health care workers/100 000 habit- ants</p> <p>- number services delivered per healthcare worker</p>
<p>INPUTS</p> <p>financial and human resources</p> <p>▲</p>	<p>- attributed budgets for (basic) health care (eventually differentiated per region)</p> <p>- number of planned health care workers/100 000 habitants</p>

*Gender budgeting* is actually very similar to results-oriented systems because it also compares 'inputs' (budgets) with 'results' (outcomes and impact). The concept goes just one step further and splits up results into 'women' and 'men' (whether or not in combination with other levels desegregation such as income, age) *and* the results are examined with regard to gender relationships and emancipation. In other words, it is easier to introduce *gender budgeting* into a context of results-orient budgeting than into input-budgeting, without however assuming that results-oriented budgeting automatically implies gender-budgeting<sup>40</sup>. When results-oriented systems are applied, there is of course the realisation that the financial and real world must be compared with one another *and* the importance of collecting information with regard to results is recognised. This does not automatically imply that information will be collected which is categorized according to sex or which relates to results in the field of

<sup>40</sup> See, among others, Sharp, R. and Connolly, J., *Performance oriented budgeting: A tool for gender responsive budgeting* (Adelaide: University of South Australia, 2003) (available at <http://www.gender-budgets.org>).

gender relationships and emancipation. Nevertheless, results-oriented systems by definition should be gender-responsive systems. After all, it is obvious that individuals who come from a different point of departure (because of the existing gender relationships) will react differently to policy measures *and* that a uniform and genderblind government policy/supply that ignores this reality will only work in part, if at all. 'Results-orientation' requires that a gender dimension be integrated at all levels in the causal chain (see Budget Cycle Framework, Elson, 5.2.).

#### **4. Gender budgeting: not a universally-applicable formula**

A quick look at the practical examples makes it immediately clear that there is no uniform 'gender-budgeting' model for all countries and all situations. This is not so surprising, given the fact that budgetary processes are country-specific to a certain level. The lack of a blueprint that applies to all countries necessitates space, resources and will to *experiment* when any new initiative is taken, but also increases the ownership of the actors involved. A categorisation of existing initiatives according to a number of characteristics is however useful for maintaining an overview of the multitude of initiatives and it can also serve as a guideline when working out a new initiative. Table 1 gives a summary overview of a possible classification of initiatives.

The final objective can differ, for example: some initiatives aim especially to break through the obstinate myth of a gender-neutral fiscal policy, both among policymakers, the executive government departments and among the population (awareness-raising). Other initiatives are mainly geared to giving or exacting a 'justification' or to the effective adaptation of budgets. *Gender-responsive budgeting* can be applied in different phases of the budgetary cycle (*ex ante*, *ex nunc* and *ex post*). The political location is not homogenous, either: the best-known *gender-responsive budgeting* initiatives are those which are localised within the government (within certain ministries), but there is a multitude of initiatives situated outside the government, including among various actors of the civil society. This is not so surprising: After all, *gender-responsive budgeting* offers a range of instruments to the (organized) citizen to investigate her/his government and hold it to the promises it made. Furthermore, there is no ready-made manual concerning the specific working method and/or instruments (see point 5 further). It is obvious that the different characteristics of an initiative are not independent: if the aim is to modify budgets or budgetary processes, the initiative will also logically be localised within the government (Ministry of Finance), whether or not in collaboration with actors outside the government. The selection of predefined approaches or instruments is, for example, closely related to the phase of the budget cycle and the focus on results or expenditure.

Table 1: Classification of initiatives in the field of gender-responsive budgeting (not exhaustive)<sup>41</sup>

<b>Specific objectives (why?)</b>	<ul style="list-style-type: none"> <li>• awareness-raising (of the non-neutrality of fiscal policy) <ul style="list-style-type: none"> <li>– within the government</li> <li>– within society</li> </ul> </li> <li>• rendering accountability by the government to the people</li> <li>• request accountability from the government by the people</li> <li>• changes in the budgetary system (systematic integration of the gender dimension, <i>ex ante</i>)</li> </ul>
<b>Political location (who is involved/ who is in charge?)</b>	<ul style="list-style-type: none"> <li>• within the government <ul style="list-style-type: none"> <li>– ministry/institute responsible for promoting gender equality (<i>gender equality machinery</i>)</li> <li>– ministry of finance</li> <li>– certain line ministries (education, health care, transport, etc.)</li> <li>– combination of different ministries</li> </ul> </li> <li>• within parliament, certain parliamentary committees</li> <li>• outside the government (civil society, universities, court of auditors, etc.)</li> <li>• combination of actors within and without the government</li> </ul>
<b>Scope (what?)</b>	<ul style="list-style-type: none"> <li>• content of budgets <ul style="list-style-type: none"> <li>– complete expenditure</li> <li>– complete revenues</li> <li>– limited to certain expenditure items</li> <li>– limited to certain revenue items</li> </ul> </li> <li>• underlying budgetary processes (exclusivity/inclusivity)</li> </ul>
<b>Phase of the budget cycle (when?)</b>	<ul style="list-style-type: none"> <li>• <i>ex ante</i>, during formulation (<i>budgeting</i>)</li> <li>• <i>ex nunc</i>, during implementation and monitoring (accounting)</li> <li>• <i>ex post</i>, during evaluation (audit)</li> </ul>
<b>Methodology (how?)</b>	<ul style="list-style-type: none"> <li>• general approaches <ul style="list-style-type: none"> <li>- 3-way categorisation (Budlender and Sharp Framework)<sup>42</sup></li> <li>- budget cycle framework (Elson Framework)<sup>43</sup></li> <li>- gender-responsive budget call circular<sup>44</sup></li> </ul> </li> <li>• different instruments<sup>45</sup> <ul style="list-style-type: none"> <li>- gender-aware policy appraisal</li> <li>- gender-disaggregated beneficiary assessment of needs</li> <li>- gender-disaggregated beneficiary assessment of service delivery</li> <li>- gender-disaggregated benefit incidence analysis</li> <li>- gender-disaggregated time use studies</li> <li>- gender-aware macro-economic models and frameworks</li> <li>- gender-aware medium-term expenditure framework (MTEF)</li> <li>- gender-disaggregated revenue incidence analysis</li> <li>- gender-aware budget statement</li> </ul> </li> </ul>

41 Based on Budlender, D. and Sharp, R., with Allen, K., *How to do a gender-responsive budget analysis: contemporary research and practice* (London: Ausaid, Commonwealth Secretariat, 1998); Elson, D., 'Gender responsive budget initiatives: some key dimensions and practical examples', in UNIFEM, *Gender budget initiatives: strategies, concepts and experiences* (New York: UNIFEM), pp. 15-29.

42 See Budlender and Sharp with Allen, *How to do a gender-responsive budget analysis: contemporary research and practice*.

43 See Elson, 'Gender responsive budget initiatives: some key dimensions and practical examples', pp. 15-29.

44 See Mahbub, N. and Budlender, D., *Gender Responsive Budgeting in Pakistan: Experience and lessons learned* (2007, paper available on <http://www.gender-budgets.org>)

45 See, among others, Hewitt, G., (2002), *Gender Responsive Budget Initiatives: Tools and Methodology*, in UNIFEM, *Gender budget initiatives: strategies, concepts and experiences* (New York: UNIFEM), pp. 30-38.



## 5. Focus on a number of approaches and instruments

It is not possible to go into detail on the various approaches and instruments used in *gender budgeting* initiatives. We have opted to concentrate on those approaches and instruments that had already been used in the earlier Belgian pilot project or which might certainly be useful in the future Belgian *gender budgeting initiative* (see point 6 further).

### a) The 3-category approach of Budlender and Sharp<sup>46</sup>

The three-category approach of Budlender and Sharp is often chosen as a general guideline in gender-budgeting initiatives (also in the Belgian pilot project). This approach applies to the expenditure side (but can be extended to revenues) and groups this into three categories (see below). The division into different expenditure categories is useful because, among other things, it contributes to rectifying a frequently-occurring misconception about *gender budgeting* the world over. After all, people often think that gender budgeting mainly concentrates on expenditure specifically geared to women, gender equality, equal opportunities in government employment, and so on (see below for the first two expenditure categories). In spite of the fact that it is interesting to examine what budgetary resources are provided for this expenditure (in most cases, an almost negligible fraction of a government budget), it is especially the third category of general expenditure which is the subject of gender-budgeting initiatives. The instruments described in points 5.4 to 5.6 inclusive therefore serve primarily to analyse and increase the gender-sensitivity of this general expenditure.

The three expenditure categories according to Budlender and Sharp:

#### 1) the sex-specific expenditure

In this first expenditure category the sex of the beneficiary is clear. This is expenditure geared to meeting the specific needs of women and men (expenditure for breast-cancer research, for example) and/or to removing the barriers to women and men which are related to the existing gender system and which prevent them from enjoying the general, uniform government supply (of resources)<sup>47</sup>. Examples of such expenditure are expenditure for programmes specifically oriented towards men to increase their participation in jobs in the care sector; expenditure that could increase the participation of girls in the general provision of education, such as expenditure on women teachers or adapted sanitary provisions.

It is interesting to extend this category of expenditure to include that expenditure which is linked to specific actions geared to increasing gender-equality and developing the underlying institutional apparatus<sup>48</sup>. Examples are the financing of focal points in line

46 See Budlender and Sharp with Allen, *How to do a gender-responsive budget analysis: contemporary research and practice*.

47 The more limited participation of girls in the provision of general education will then be revealed through a gender-budget analysis on general education expenditure (see category 3 of the expenditure).

48 In Belgium this authority rests with the Institute for the Equality of Women and Men.

ministries which have the requisite knowledge *and* authority to collaborate in drawing up the line ministry's budget proposal, financing expertise (preferably in-house at the ministry of finance) in order to make the budgetary circular more gender-responsive and monitoring the implementation thereof by the line ministries (see 5.3), financing expertise (preferably in-house at the administration) and developing capacity for carrying out gender tests when new policy proposals are being made (see 5.4). The strengthening of the institutional apparatus is a necessary first step in being able to apply strategies like *gender budgeting* and *gender mainstreaming* in practice and requires long-term investment, which it is best to provide explicitly in the government budget as well.

## 2) expenditure to promote gender equality within public employment

Under this heading, attention is paid to the proportions of women and men in government employment (disaggregated over various levels and various statuses) and more specifically to the expenditure geared to reducing existing distortions. Some people argue that this category of expenditure need not be the subject of a gender-budgeting initiative because it concerns expenditure that covers only staff members in the public sector. In spite of the fact that this was initially the case of course, people must not lose sight of the fact that employment patterns with the government can have an important secondary effect on the population as a whole because they can potentially change the nature and quality of public service provision<sup>49</sup>.

## 3) the remaining general expenditure

This is expenditure that is not specifically geared to women or men or to promoting gender-equality. It is this category of expenditure which is perceived as *gender-neutral*, but which in practice (because of the existing gender system) is not distributed neutrally. In principle this is hardly world-shattering, but it very often occurs in practice that women, as well as the poorer sections of the population (the so-called Mattheüs-effect: see 5.5) systematically draw the short straw. Such distortions are of course at odds with the re-distributing function of a fiscal policy and with the promises made by the government with regard to gender-equality.

## b) Budget Cycle Framework of Elson<sup>50</sup>

Elson's 'budget cycle framework' is especially interesting because it very closely resembles existing management instruments, such as *log frames*, which are often being increasingly used within government (in the context of the evolution towards more result-orientation). Elson's approach introduces a gender dimension at different levels of the casual chain (see table 2)

49 The presence of women agents in a force can make a difference, for example, in terms of service provision to the population.

50 See Elson, 'Gender responsive budget initiatives: some key dimensions and practical examples', pp. 15-29.

Table 2: Budget Cycle Framework - Elson

Level in the cause-impact chain	Exemple	Gender dimension Possible focal points
<b>Impact</b>	Literacy Health situation of the population	Level of literacy of boys and girls? Health situation of boys and girls?
<b>Outcomes</b>	Degree of education Number of treated patients	What is the contribution of the realised impact on emancipation, on existing gender relations? Degree of education of boys and girls? Number of treated boys and girls?
<b>Outputs</b>	Offer of education Offer of health care	What is the contribution of the realised 'outcomes' regarding emancipation, regarding changes in existing gender relations? Is the offer organised in such a way that boys and girls have equal access?
<b>Inputs</b>	Financial inputs Human inputs	Are means sufficient to stimulate gender equality?

The *budget cycle framework* is principally interesting from a policy perspective. It can be used during the various phases of a cycle, both during the identification and planning of an intervention and during implementation, monitoring and evaluation. The insertion of a gender dimension into management systems is not only necessary for achieving proposed policy objectives in the field of 'gender', but also, by extension, for achieving all policy objectives. The achievement of "Literacy for All", for example, can only happen if girls also become literate. The *budget cycle framework* is interesting because it makes it possible to identify at what level the distortion (usually to the advantage of men) is located precisely and therefore where an adaptation or an additional intervention is needed. Imagine, for example, that there is a great disparity in the literacy levels of girls and boys - the problem might be found at different levels:

- At the level of degree of schooling (*outcomes*): the provision of schooling is gender-responsive, but girls do not make use of it.
- The level of the provision of schooling (*outputs*): schools are too far away, there are no women teachers, no separate toilets for girls.
- The level of the financial and human *inputs*: the budget and staff provided are not sufficient.
- At the transition from degree of schooling to the final literacy (changeover from *outcomes* to *Impact*). Girls do take part, but their educational participation does not result in the same degree of literacy as that of boys. For example, it could be that girls, because of the time and task allocation described above, have no time to spend on homework or that parents motivate their daughters less to perform well. Perhaps girls are less motivated because of the limited opportunities to go on to secondary and tertiary education or they do not participate at all on a regular basis in education, etc.

Once the specific problem has been identified, it is also possible to work out the appropriate remedial intervention, with its attendant budget.

c) *Gender-responsive budget call circular*

In some countries (including Pakistan<sup>51</sup>), experiments are being conducted on making the budget call circular gender-responsive, in which the Ministry of Finance/Budget gives instructions to the line ministries to present the first budget estimates and justify them. Integrating a gender dimension into the circular appears to be an effective way of making the content of the budget proposals by the line ministries and the underlying budgetary processes more gender-responsive. The circular stimulates such things as:

- The use of instruments/approaches for *gender budgeting* and *gender mainstreaming* in the line ministries (e.g., the gender test: see 5.4);
- The integration of gender-specific indicators<sup>52</sup> at different levels of the policy/programmes of a line ministry (especially if people work with results-oriented systems - this is actually the application of Elson's *Budget Cycle Framework*: see 5.2);
- The monitoring of these gender-specific indicators and the integration of a gender dimension in budgetary monitoring, audit and evaluation;
- Drawing up a 'gender-responsive budget statement'. This is a kind of declaration whereby various ministries give an account of their efforts in the field of gender equality *ex-post*. It gives an overview of the findings that can be distilled from the gender budget analyses and of the efforts (and attendant budgets) that will be made to correct any distortions. In some countries (for example, in France, *le jaune budgétaire*<sup>53</sup>) this is part of the *regular budget document*.

Experiments with the gender-responsive budget call circular have shown that building up capacity within the line ministries is necessary for being able to apply the guidelines of the circular. This investment in the underlying apparatus of gender mainstreaming/gender budgeting must of course also be provided budgetarily (see first category of Budlender/Sharp: see 5.1). At the same time, it seems important that the application of the guidelines by the line ministries be monitored by the Ministry of Finance/Budget, which also necessitates the requisite capacity increase and resources at that level.

d) *Gender-aware policy appraisal*

This embraces an appraisal of the degree of gender-sensitivity in the policy/new policy proposals at sector level. The gender-aware policy appraisal is used *ex ante*, before the budgeting phase. In spite of the fact that the focus here is not on the budgets themselves,

51 See Mahbub, N. and Budlender, D., *Gender Responsive Budgeting in Pakistan: Experience and lessons learned*.

52 See Esplen, E., with Bell, E., *Gender and Indicators. Supporting Resources Collection* (Essex: Bridge, 2007) for more detailed information about gender-specific indicators.

53 See Philippe-Raynaud, F., (2002), 'The Yellow Budget Paper and Gender Equality in France', in UNIFEM, *Gender Budget Initiatives. Strategies, concepts and experiences* (New York: UNIFEM, 2002), pp. 136-140.

this appraisal is nevertheless essential because a budget can at most only be as gender-responsive as the policy behind it. The inverse does not necessarily apply: a gender-responsive policy will not automatically be translated into a gender-responsive budget. This requires additional screening and if we want to know who the ultimate beneficiaries of the policy and its attendant budgets are, an analysis will have to be done *ex-post* via, for example, a fiscal incidence analysis (see 5.5. and 5.6).

The objective of the gender-aware policy appraisal is to find out to what extent the policy in a predetermined sector (and the relevant budgets) will have an effect on women and men and to what extent the existing inequalities will be reduced or increased in a particular policy area. Specific questions that will be asked during this appraisal include such things as:

- What are the existing inequalities in the sector? Are there gender-specific needs, limitations and opportunities? Women and men are not homogenous groups and, if relevant and possible, further disaggregation would be best here into such classifications as age, socio-economic background, region, native/not native.
- What is the expected impact of the policy and/or programme proposal concerned on these inequalities, or on the gender-specific needs, limitations and opportunities?
- Does the policy and/or programme proposal concerned provide for tackling these inequalities, gender-specific needs, limitations and opportunities?
- Is it possible to reformulate the policy and/or programme proposal? In other words, is it possible to add specific policy measures, sub-programmes or activities, so that the policy and/or programme becomes more gender-responsive?
- Are there sufficient resources to finance these (remedial) measures, sub-programmes and activities?

The application of this instrument requires understanding of the pending gender issues within a particular sector, and preferably integrates qualitative and quantitative data<sup>54</sup>. In other words, it is important to have thorough knowledge of the relevant factors that explain a gender gap in results in a predetermined sector in order to analyse on this basis what the possible impact might be of a new policy proposal on these factors. If this knowledge and these data are not available, then it would be best to invest in their acquisition first. Such an investment in the underlying institutional apparatus is good for sustainability but nevertheless requires proper long-term investment, for which sufficient financial resources must be allocated (see first category of Budlender and Sharp: see 5.1).

---

54 These quantitative data are then, for example, collected via a disaggregated fiscal incidence analysis (see 5.5).

**INSERT: EXAMPLE OF POSSIBLE APPLICATION OF  
A GENDER-RESPONSIVE POLICY APPRAISAL TO THE NEW LAND POLICY IN RWANDA**

A gender-responsive policy appraisal applied to the new policy (and Law) on land reform and use in Rwanda should, for example, be able to show that the planned aggregation of small plots of land for the purpose of improving land management and productivity will possibly give rise to a fall in land possession by female single-parent families. Whilst this is probably not the effect intended by the Rwandan government (other passages in the Law explicitly state that gender discrimination is not permitted), a genderblind effect of the policy ensures that in the end the result will probably be a sharpening of the unequal access/control over land.

At the moment, female heads of families in Rwanda are over-represented in the category of small-scale poor farmers with lower productivity. Whilst the redistribution of land from farmers with lower productivity levels to farmers with higher productivity levels might at first sight appear to be efficient, a gender-responsive analysis of the underlying causes of the existing differences in productivity could be illuminating and suggest other additional policy measures. Research shows that the lower productivity figures of women farmers are due, among other things, to their more limited access to and control over agricultural inputs such as fertilizers, pesticides, credit and farm labour from outside (day labourers). Moreover, women have to combine their productive labour with unpaid reproductive labour (care economy), which makes it impossible for them to compete on an equal footing with their male counterparts in the productive world. Ignoring these underlying causes and applying the agricultural policy in a genderblind way will logically lead to a sharpening of inequality. The gender-aware policy appraisal (gender test) suggests instead that complementary activities and the pertinent budgets should be provided to correct the unequal playing field for female and male farmers. For example, one might think of micro-financing programmes specifically geared to women, ensuring access for women to agricultural inputs, providing interventions to lighten the burden of reproductive activities (labour-saving activities such as water-pumps, paraffin stoves – i.e., investments that anticipate practical gender needs) or which attempt to redistribute the reproductive burden (via such things as awareness-raising campaigns, strengthening the negotiating position of women – i.e., activities that anticipate gender needs).

e) *Gender-disaggregated benefit incidence analysis*

The intention is to check who the ultimate beneficiaries are of government expenditure and, in particular, whether there are significant differences between the female and male populations. In the case of individualised transfer expenditure, this analysis is relatively simple<sup>55</sup>, while this is much less the case for the provision of public services and goods for the population as a whole. This therefore requires a three-step methodology whereby i) data are collected on the unit cost of the provisions, ii) the use thereof for women and men. The incidence of public expenditure on women and men respectively will then be calculated in the third step by multiplying the unit cost by the number of units used by women and men respectively.

Incidence analysis will mainly be applied in practice in order to check how public expenditure is effectively spread out over different income groups. One of the well-known observations in this respect is the existence of a so-called Mattheüs Effect, whereby there is evidence that high-income groups benefit from public expenditure to a relatively higher degree, while fiscal policy actually tries to achieve the opposite (redistributing) effect. Research in the developing countries into the effects of expenditure on education and health care now increasingly includes a gender component. For example, the collection of information on public expenditure on education (disaggregated over different levels of education) and information on the degree of participation of boys and girls has shown that in Pakistan the government invests less than half in educating girls than boys (26 rupees per girl and 56 rupees per boy).

In the United Kingdom, the *UK Women's Budget Group* carried out a disaggregated fiscal incidence analysis of the New Deal (ND) employment programmes<sup>56</sup>. From the analysis it appeared that fewer resources went to women than to men through the specific man/woman composition of the three different target groups of the ND programmes and the pertinent distribution of funds. More specifically, 57% of the funds were oriented towards the category of 'young unemployed', while 23% and 8% were deployed respectively for 'long-term unemployed' and 'single parents'. The participation of women in the various groups was very unequal: although they made up 95% of the 'single parents' target group, they were much under-represented in those target groups for which the most resources were deployed (respectively, 27% and 16% of the categories 'young unemployed' and 'long-term unemployed'. From this analysis it appeared that the government unwittingly and unintentionally directed the employment programme resources mainly towards men through the distribution of the funds over the various target groups and the very unequal participation of women and men in those various sub-categories. Possible interventions to

55 Nor is it necessarily so in individualised transfer expenditure that the beneficiary on paper is also the effective beneficiary. In this case it is also important to collect individualised data at household level in order to gain insight into a possible redistribution of individualised transfer expenditure with regard to the household. This analysis is of course necessary in the case of non-individualised transfer expenditure according to households.

56 See Rake, K., 'Into the Mainstream? Why Gender Audit is an essential tool for policymakers'; *New Economy* 7 (2000), pp. 107-110.



correct the distortion might be stimulating the participation of women in the other sub-groups and/or redistributing budgetary resources to the category of 'single parents'.

In Belgium too, a kind of fiscal incidence analysis was carried out on a number of employment measures, more particularly, the one introduced to reduce social charges<sup>57</sup>. From this investigation it appears that some of these measures (Maribel, employment agreements, Royal Decree 230 and 495) have led to a sharpening of the existing sectorial segregation. This result is of course at odds with the objectives of the measures and sharpens the existing labour market inequalities between women and men. However, for anyone who has any insight into and knowledge of the gender and labour market problem, these effects are far from surprising. They confirm the non-neutral (and often pernicious) effect of so-called 'neutral' measures on individuals who have different 'COIN' because of the existing gender system. In order to avoid such effects in the future *and* on the contrary to develop policy measures that promote efficiency, effectiveness and gender equality, it is essential to subject new policy measures (in all domains) *ex-ante* to a *gender-aware policy appraisal and make adjustments where necessary* (see 5.4).

#### f) Gender-disaggregated revenue incidence analysis

The purpose is to check how different ways of government revenue acquisition generate different effects on women and men. Possible examples of such an analysis might be:

- Comparison of the differential effect on the incomes of women and men in the system of progressive income tax versus the system of indirect tax (including VAT);
  - Examination of possible gender-specific impact of imposing uniform user fees<sup>58</sup>;
  - Analysis of the effects of tax reforms on the incomes of women and men.
- 
- vérification de l'éventuel impact sexospécifique du prélèvement de frais d'utilisation uniformes<sup>59</sup> ;
  - analyse des effets des réformes fiscales sur le revenu des femmes et des hommes.

In Belgium, the Ministry of Finance investigated what the effects of the 2000 direct income tax reform were on women and men<sup>59</sup>. The findings were, among other things, that women mainly benefit from measures that help the lowest income groups (e.g., lowering the fiscal burden on low wages), that lowering the average tax assessment rate and the progressivity of income tax mostly benefited men and that tax allowances for private life insurance were mostly claimed by men.

57 See Federal Ministry of Employment and Labour, Equal Opportunities Directorate, *De federale maatregelen ter vermindering van de sociale bijdragen vanuit het oogpunt van gelijke kansen tussen mannen en vrouwen* [The federal measures to reduce social contributions from the viewpoint of equal opportunities between men and women] (Brussels: Federaal Ministerie van Tewerkstelling en Arbeid, Directie Gelijke Kansen, 2000).

58 See Vandemoortele, J., 'Shortcuts to Public Service Provision? User Fees and Narrow Targeting', in UNIFEM, *Gender Budget Initiatives. Strategies, concepts and experiences* (New York: UNIFEM, 2002), pp. 56-61.

59 See Valenduc, C., 'La réforme de l'impôt des personnes physiques: ses effets sur l'imposition des salaires, l'incitation à l'emploi et sur la distribution des revenus', *Bulletin de Documentation No.3* (Brussels: Ministry of Finance, 2002), pp. 145-204. Cecchini, Cornet en Holvoet, *Gendergevoelig budgetteren*. Summary report of the 'gender budgeting' project within the framework of the 'Gender Mainstreaming' project set up by the federal policy level.



In addition to a focus on direct income effects, the analysis could also be extended to include indirect effects<sup>60</sup>. Such indirect effects might be found in the area of allocating production factors (decisions concerning the labour market participation of women and men taken within the household), long-term welfare effects (pensions, social security, for example), and decision-making power within the household (insofar as this relates to the incomes that women and men bring in to the household budget). One of the interesting findings, for example, is that the transition from a tax system in which the couple is taxed according to a system whereby both partners are taxed separately often leads to a rise in the participation of women in paid work. Although taxing the partners as a couple often makes it 'unprofitable' for the partner with the lowest income (still very often the woman) to participate in paid work (certainly the case if they have to pay for childcare), this effect can be mitigated if the individuals are taxed separately. This participation of women in paid work can in the short term lead to greater influence in taking (important) decisions within the household (which can have an effect on the wellbeing of the various members of the household if both parents have different preferences<sup>61</sup>) and it has long-term effects with regard to pensions.

## **6. The government initiative in Belgium: possible actors involved, role and instruments: a few suggestions.**

The Law on *gender mainstreaming* of January 2007 provides for the application of *gender budgeting* within the Belgian Federal Government. From the practice and experience in other countries an overview is given in the table below of the possible actors involved, their roles and instruments that might be used in *gender budgeting* in Belgium. *Gender budgeting* logically requires the commitment of those involved in the budgetary process (preparation, implementation, conclusion, financial and performance-audit) on the one hand and those involved in promoting gender equality on the other hand. The multitude and variety of the actors involved implies that a substantial investment be made in coordination and 'customised' capacity organisation.

60 See Himmelweit, S., 'Making visible the hidden economy: the case for gender-impact analysis of economic policy'; *Feminist Economics*, 8 (2002a), 49-70; Himmelweit, S., 'Tools for Budget Impact Analysis', in UNIFEM, *Gender Budget Initiatives. Strategies, concepts and experiences* (New York: UNIFEM, 2002), pp. 62-69.

61 See, among others, Phipps, S. and Burton, P. S., 'What is Mine is Yours? The Influence of Male and Female Incomes on Patterns of Household Expenditure'; *Economica* 65 (1998), 599-613. Haddad, L., Hoddinott, J., and Alderman, H., *Intrahousehold Resource Allocation in Developing Countries. Models, Methods and Policy* (Baltimore and London: The Johns Hopkins University Press, 1997).

**Table 3: Actors, roles and instruments: some suggestions for het Belgian initiative (not exhaustive)**

ACTORS	FUNCTION	INTEGRATION GENDER DIMENSION
Ministry of Finances	<ul style="list-style-type: none"> <li>• budgetary circular</li> <li>• control of the budget proposals (+ report)</li> </ul>	<ul style="list-style-type: none"> <li>• gender sensitive budgetary circular (instructions to line ministries to render budget proposals as gender sensitive as possible)</li> </ul>
Inspectors of Finances	<ul style="list-style-type: none"> <li>• advices (in order to improve the efficiency and effectiveness)</li> </ul>	<ul style="list-style-type: none"> <li>• control on the application of instructions + suggestions for improvement</li> </ul>
Federal Public Service (FPS) Budget and Management control	<ul style="list-style-type: none"> <li>• implementation of the budget (revenues/expenses)</li> <li>• closure (final account)</li> </ul>	<ul style="list-style-type: none"> <li>• elaboration gender annex (gender-aware budget statement)</li> </ul>
Line ministries (FPSs)	<ul style="list-style-type: none"> <li>• preparation budget proposals on the basis of the sector policy</li> </ul>	<ul style="list-style-type: none"> <li>• gender sensitive budget proposals on the basis of gender sensitive sector policy via application of for example: <ul style="list-style-type: none"> <li>- gender test/ policy test</li> <li>- disaggregated needs analysis</li> <li>- identification indicators</li> </ul> </li> </ul>
Inclusive gender focal points ( <i>gender mainstreaming</i> -Public servants)		<ul style="list-style-type: none"> <li>• subcontract ex-post gender budget analysis studies <ul style="list-style-type: none"> <li>- disaggregated incidence analysis of expenses in the sector</li> <li>- disaggregated incidence analysis of public revenues</li> </ul> </li> <li>• contribution to gender annex</li> </ul>
Parliament Supported by the auditor's office	<ul style="list-style-type: none"> <li>• discussion budget</li> <li>• budget approval</li> </ul>	<ul style="list-style-type: none"> <li>• monitor application of the Law on GM/GB</li> <li>• formulate advices</li> </ul>
+ eventual independent studies of universities, civil society	<ul style="list-style-type: none"> <li>• external control</li> </ul>	<ul style="list-style-type: none"> <li>• ex-post gender budget analysis (performance auditing)</li> <li>• disaggregated fiscal incidence analysis</li> </ul>
NIS (National Institute of Statistics)	<ul style="list-style-type: none"> <li>• delivery of statistics</li> </ul>	<ul style="list-style-type: none"> <li>• sex disaggregated statistics</li> <li>• statistics concerning specific gender indicators</li> <li>• time budget studies</li> </ul>
Institutional 'gender' apparatus	<ul style="list-style-type: none"> <li>• monitor/promotion gender equality</li> </ul>	<ul style="list-style-type: none"> <li>• elaboration Law on GM/GB (+operational directives)</li> <li>• capacity building (+ advice) different actors</li> <li>• monitor application Law (link parliament/auditor's office)</li> <li>• supplementary ex-post gender budget analysis studies (concertation NIS, line ministries (FPSs), budget, etc.)</li> </ul>

## 7. Conclusion

Since 2000, *gender budgeting* has been increasingly propagated as a strategy for promoting gender equality. *Gender budgeting* embraces the systematic integration of the gender dimension throughout the various phases of the budget cycle. It involves an analysis of the impact of fiscal and budgetary policy on women and men and on their underlying gender roles, and the integration of mechanisms in the budgetary process that will correct *and* prevent any distortions. *Gender budgeting* is an integral part of a *gender mainstreaming* strategy and is potentially capable of remedying a number of difficulties inherent in a *gender mainstreaming* strategy, not the least of which being the difficult translation of 'horizontal' into structures that are largely organized vertically. The problem of transversality can be conveniently surrounded by grafting a gender dimension on to a fiscal and budgetary policy, which is inherently transversal in itself.

The increasing interest in *gender budgeting* is bound up with a number of current reforms in the public sector, particularly in budgetary systems. The notions of 'good administration', 'transparency', 'efficiency', 'effectiveness' and 'accountability' are high on the agenda and the evolution from input budgeting to more results-oriented budgeting should make a contribution to this. *Gender budgeting* closely resembles these reforms: by adding a gender dimension to results-oriented budgeting, the principle of 'gender equality' will be brought in, but actually only 'results' can be achieved in consequence. After all, it is an illusion to assume that the policy can achieve the objectives set without taking account of the fact that women and men have different needs, limitations and opportunities.

Gender-budgeting initiatives are widely spread and a short look through them reveals an enormous diversity in the objectives, political location, scope, budget-cycle phase on which the initiative is focused, instruments and approaches. This diversity is hardly so surprising; after all, the individual characteristics of a country's fiscal *and* budgetary policy ensure that there is no uniform blueprint for *gender-responsive budgeting*. This implies that *gender budgeting* always requires the will, space and resources to experiment, which is not a condition that is immediately available to administrations and ministries. On the other hand, it is precisely the high content of 'experiment' that will ensure that the ownership of the various parties concerned over the initiative will increase. The absence of 'uniformity' does not on the other hand imply that we cannot learn from existing or earlier initiatives. In spite of the fact that efforts are being made by UNIFEM to collect practical experiences and disseminate them (see [www.gender-budgets.org](http://www.gender-budgets.org)), there is still a need for analysis and the systematic review of success factors, critical ingredients and impediments.

Finally, it is essential to nurture realistic expectations: *gender budgeting* is not a *deus ex machina* that automatically leads to more equality between women and men in terms of final impact. But it is a promising way of ensuring more effective, appropriate *and* especially gender-responsive public service provision. In essence, this means that *gender budgeting* helps to bring about the redistributing function inherent in fiscal and budgetary policy and disallows the government's promises of 'gender equality' and 'emancipation' to disappear in endless discussion.

# Implementing *Gender-Aware Budgeting* in Morocco

**Mohamed Chafiki**

*Director of Studies and Financial Forecasts,  
Ministry of Finances and Privatisation, Morocco*

## **1. Introduction**

Integrating the gender approach into the process of preparing and implementing the budget is one of a number of undertakings and reforms in Morocco over the last few years to strengthen the principles of equality and fairness. This approach was reaffirmed by the National Human Development Initiative (NHDI), which puts emphasis on habilitating the various categories of the population as a strategic axis for achieving the objectives of human development in the country. The *gender budgeting* initiative relies on analytical tools and a specific approach for evaluating the impact of government policies on women and men, boys and girls, as well as on indicators for measuring gender-aware activities already deployed or in process of construction.

The *gender budgeting* programme in Morocco has reached a stage where the actions taken in several department engaged on *genderising* their budgets are beginning to have an effect on the whole budget process, on the definition of objectives and on the elaboration of programmes and performance indicators. *Gender budgeting* in fact aims to tighten the links between the resources being allocated and the achievement of the desired objectives for economic and social development, measured by performance indicators. The objective of this communication is to review the main points of implementing the *gender budgeting* process, to present achievements and the first effects on the populations and to measure the disparities to be rectified and the challenges to be faced in order to make gender equality a reality in Morocco.

## **2. Implementation process and prior conditions**

In Morocco, results-oriented budget reform is stimulating a new culture in the management of public finances and is based on performance and the evaluation of results. This reform has presented an opportunity and a strategic point of entry for *gender-aware budgeting* (GAB). The GAB process adopts a participative and progressive approach supported by the Prime-

minister's framework letters, which call upon all ministerial departments to integrate the gender dimension into all development policies. The implementation of instruments enabling the institutionalisation of *gender-aware budgeting* and the increasing support of the departments demonstrate the importance that this approach is assuming in Morocco.

#### a) Gender budgeting process

In 2002, with the support of the World Bank, the Ministry of Finance and Privatisation carried out a preliminary study on the "Methodological feasibility of gender and childhood budget accounts in Morocco". The desire for change then filtered through and was strengthened by the initiative organised by the Ministry of Finance with the support of UNIFEM, thanks to financing from the Belgian Government, on "Strengthening national capacities for *genderising* the budget".

#### *Cornerstones of GAB: budget reform*

The integration of the gender approach into drawing up, implementing and evaluating the budget comes within the framework of the structural reforms undertaken by Morocco. The results-oriented budget reform launched in 2002 is based on two fundamentals: the regulatory framework for better legibility of the budget and possibilities of decentralization with genuine opportunities for partnerships and the integration of the gender dimension into the elaboration of the budget. Moreover, performance indicators taking account of the gender dimension are gradually being put in place. These indicators enable the monitoring and evaluation of development projects and programmes. They can be classified into several types, such as indicators of objectives, product resources or impact.

#### *Major phases of the GAB*

The gender budgeting project covers two major phases. The first (2003-2004) enabled the awareness-raising of the key departments (Finance, Education, Health, Agriculture and Planning) and the elaboration of working tools – a manual on GAB for the budget technicians and the planning of a practical guide for parliamentarians and the NGO's. With this manual, the appropriation of the GAB by the ministerial departments is starting and it will have substantive form at the second phase (2005-2008), thanks to the institutionalisation of the elaboration of the gender report accompanying the finance Law since 2005.

This second phase also aims at the integration of gender into the Prime-minister's letters of orientation for preparing the finance Law, the refining of the poverty charter in a gender perspective, taking account of the local dimension by assisting targeted ministerial departments and the training-awareness-raising of parliamentarians and the NGO's.

#### *Partner ministerial departments*

Certain ministries have been considered as priorities at an initial stage of implementation: the Ministry of Finance and Privatisation, the Ministry of Health, that of National Education and that of Agriculture, of Rural Development and of Maritime Fishing. In 2007, the experiment was widened to 17 ministerial departments who have since been participating in preparing the gender report that accompanies the 2008 finance Law. Since 2007, two pilot ministerial departments have been assisted by the Ministry of Finance in developing

the integration of the gender dimension into budget planning and programming down to local level. This assistance covers the strengthening of the capacities of executives at central and decentralised levels, the formulation and programming of actions in accordance with the gender approach, the development of gender-aware indicators and finally better input of gender-aware data by the information systems.

b) Gender-budgeting instruments put in place

*Manual on the integration of the gender dimension in drawing up the budget*

A training manual on *gender-aware budgeting* was published in 2007 to strengthen the capacities of persons responsible for budgets and planning in each ministerial department in the field budgeting *gender* analysis.

[http://www.finances.gov.ma/depf/dpeg\\_action/genre/autres.html](http://www.finances.gov.ma/depf/dpeg_action/genre/autres.html)

*Guide to budget reform integrating the gender dimension*

The publication of the guide to the results-oriented and gender-aware budget reforms aims to provide parliamentarians and NGO's with the tools to fulfill their roles in the budget process and to make them aware of the current budget reforms which will favour the logic of results while integrating the gender approach into the conception, implementation and monitoring of the State budget.

[http://www.finances.gov.ma/depf/dpeg\\_action/genre/autres.html](http://www.finances.gov.ma/depf/dpeg_action/genre/autres.html)

*Drawing up the Gender Report accompanying the Finance Law since 2005.*

The gender report is a pedagogic and advocative tool designed to arouse and illuminate debate and dialogue on the policies being pursued and their impact on the populations, thus promoting the development of a culture of evaluation and performance measuring in government policies. After having been created with four pilot departments in 2005 and twelve in 2006, the 2008 gender report included six new departments, bringing their total number to 17. The six new departments that adopted the gender dimension into drawing up their budgets are the following: The Ministries of Foreign Affairs, Modernisation of Public Sectors, Professional Training, Crafts and the Social Economy, the Secretariat of State for Youth and the programmes of the National Human Development Initiative (NHDI)<sup>62</sup>.

[http://www.finances.gov.ma/depf/dpeg\\_action/genre/rapports.html](http://www.finances.gov.ma/depf/dpeg_action/genre/rapports.html)

*Strengthening of political dialogue and commitment by the civil society*

The gender report accompanying the finance Law was officially presented to Parliament in 2006. The parliamentary debates and the verbal questions on the budget project show increasing interest by members of Parliament in gender-aware budgeting. Moreover, the integration of the gender approach into the National Human Development Initiative is also a sign of political maturity on the gender question within the framework of a national

<sup>62</sup> The other Departments which integrated the approach are: The Ministries of Justice, National Education, Health, Agriculture, Habitat, Equipment and Transport, Employment, Energy and Mines, and the State Secretariats for Water, Literacy and Non-Formal Education and Education for Women, for the Family and the Handicapped.

programme with strategic impact. Morocco's civil society is also engaged in promoting GAB. By way of example, women's associations are piloting GAB initiatives at local level, organising training and awareness-raising sessions for local elected representatives, agents in charge of planning and budgeting at local level and associations for women's rights and for development.

#### *Refinement of the information system*

Progress has been made towards better *genderisation* of data through an exhaustive and *genderised* review of the national information system published in 2008. This first exhaustive collection of gender-aware statistics in Morocco presents an inventory of the data available at the moment. It constitutes an essential element for working out, monitoring and evaluating any policy aimed at the promotion of equality between the sexes, both at sectorial level and at the level of the geographic targeting of the needs of the populations.

[http://www.finances.gov.ma/depf/dpeg\\_action/genre/autres.html](http://www.finances.gov.ma/depf/dpeg_action/genre/autres.html)

Moreover, a pilot survey was conducted at local council level for the implementation of a community gender-aware monitoring system (Country Based Monitoring System CBMS). The CBMS system was put in place in the municipality of Essaouira and the rural district of Bouaboub. A study on estimating the costs of implementing the Millennium Objects for *Genderised* Development in Morocco was carried out in order to define the scope of the investments remaining to be deployed in order to achieve the objectives set.

### **3. First positive results of taking gender into account in budgets**

Since the implementation of the *gender budgeting* process, there has been increasing uptake of the approach. This can be seen through several aspects, of which notably advances in institutional and sectorial plans. At sectorial level, the first impacts are very positive, particularly in the domains of development of rural women, education and literacy and access to basic infrastructures.

#### **a) Advances in the institutionalisation of *gender budgeting***

The institutionalisation of *gender-aware budgeting* was strengthened with the official presentation of the gender report accompanying the finance Law to parliament in 2006. This report aroused a debate in Parliament and was the subject of verbal questions, which is an indication of the interest in the uptake of the process by parliamentarians. Since 2006, for the preparation of the finance Law, the Prime-minister's letters of orientation call upon the sectorial departments to include the gender approach in preparing their budgets. These advances were backed up by the Prime-minister's circular of 8 March 2007 which calls upon all ministerial departments to integrate the gender dimension into all development policies.

#### **b) Advances in the legal field**

In the legal and legislative fields, great strides have been made in relation to strengthening the democratic process and the fight against inequalities and discrimination based on sex and gender. This was given concrete form by the major reforms promoting equality between

the sexes and the strengthening of women's rights, while harmonizing its legal provisions with those of the international conventions currently in force, notably the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW 1993), the Pact on Civil and Political Rights (1979) or the International Convention on the Political Rights of Women (1977). In this respect, a sizeable group of texts and laws were amended, in particular the family code, the nationality code, the labour code, the electoral Law, the civil status Law and the commercial code. For the family code, the amendments implemented advocate changing conjugal relations from the obedience model to that of consultation by instituting the reciprocity of rights and duties between the spouses (abolition of "Wilaya" in marriage, equality between women and men regarding the age of marriage, set at 18 years, submission of polygamy to the authorization of a judge and to legal conditions that make it difficult, etc.).

The revision of the labour code has made it possible to introduce amendments relating to the rights of women concerning the consecration of the principle of non-discrimination, thus reference to sexual harassment in the workplace, henceforth considered as serious misconduct, or the extension of maternity leave to 14 weeks instead of 12.

With regard to commercial Law, and within the framework of the commitments by the State of Morocco to establish the principle of equality between the sexes in all the laws and regulations, proceedings were instigated to abolish any provisions that deprived married women from undertaking commercial activities without the consent of her husband (see Art. 17 of the Commercial Code).

Promulgated in April 2007, the new nationality code constitutes the last innovation in Moroccan legislation. This new reform allows Moroccan mothers to exercise in full a fundamental right regarding the transfer of nationality to her children on an equal footing with their father. On the other hand, this reform complies fully with the norms of international Law and non-discrimination legislation.

The Department of Justice also instituted a gender unit at the official launch of the "Gender Site" for better access to information on the situation of women in the legal system, as well as the preparation of a plan of action to integrate the gender approach into the legal system. Aware of the necessity to integrate the gender dimension into the preparation of their policies, the executives of the prison administration have planned a number of objectives and actions and have recorded the performance indicators and target values over the period 2005-2008<sup>63</sup>. These actions aim principally at improving the living and accommodation conditions of prisoners, the safety of penitentiary establishments, rehabilitation into working life, as well as the modernisation of administrative management.

#### 4. Specific examples

##### a) Support for rural women

The rural environment suffers from greater poverty, which results in a high level of illiteracy, high maternal and infant mortality rates and poor access to the basic infrastructures.

<sup>63</sup> See the 2008 Gender Report.



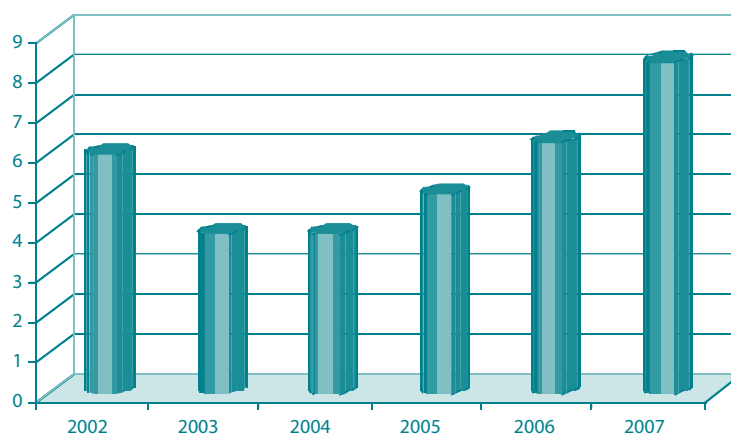
Agriculture is the main economic activity of rural women, with more than 92% of the working women combining work with looking after children; more than 32% of women working in the rural environment are younger than 19, compared to 11.1% in the urban environment. Rural women are mainly engaged in rearing animals. Several constraints prevent rural women from participating in economic activities and enhancing their knowledge and skills – in particular, the burden of household tasks, the difficulty of accessing a source of finance, the rarity and/or high cost of raw materials and the lack of outlets for products. What is more, only 21.4% of rural women engage in activities that generate revenues.

Since the 1980s, the authorities have been aware of the necessity to target women in rural development policies. Thus, an agency for the socio-economic promotion of rural women was set up in 1984 to help rural women through the construction of special programmes, the promotion of cooperatives and raising the awareness of women with regard to economic and social activities. At the end of the 1990s, the Ministry of Agriculture and Rural Development adopted a new approach based on integrating the gender approach, to replace the approach based on the integration of women in development. In 2002, the Minister for the Promotion of Rural Women issued an orientation note enshrining the gender approach. A budget line specifically for the socio-economic promotion of rural women was provided from 2002 to assist in the implementation of the orientation note. The year 2005 saw a remarkable step forward with the creation of a gender unit within the Ministry of Agriculture and Rural Development. Programmes specifically devoted to women were put into operation in this context. These include in particular the 'organisation of rural women' programme and 'revenue-generating projects' (RGP). The purpose of the organisation of rural women is to improve the standard of living of rural women through better know-how, greater technical skills, higher income and the promotion of organisation and collective work among rural women. The 'small revenue-generating projects' programme is designed to improve the socio-economic conditions of rural women.

The global budget allocated to the Ministry of Agriculture and Rural Development was raised in 2007 to about 4.9 billion dirhams. The budget expenditure on women's activities for 2007 was raised to 8.3 million dirhams, compared to 6.3 million dirhams in 2006.

**Graph: Evolution of the amount allocated to the organisation of women at the Ministry of Agriculture**

(in millions of dirhams)



#### b) Education and literacy

Since its implementation in 2000-2001, the national education and training charter has integrated the elimination of disparities between the sexes in basic education and has put the emphasis on encouraging girls in the rural environment to attend school, rectifying the difficulties that continue to hamper their schooling. Overall, the indicators for the spread of schooling have improved remarkably. The numbers of pupils in primary, secondary and college education, both public and private, reached 6.2 million in 2006-2007, compared to 5.4 million in 2000-2001, or an average annual rate of increase of 2%.

The number of infants in pre-school education reached 705,753 in 2006-2007, or a rate of school attendance of 59.7% nationally and 51% for girls. In the rural environment, only 45.6% of children have access to pre-school education and girls lag behind considerably (28.5%). In fact, between 2000 and 2003, the average proportion of girls aged 4 to 5 attending pre-school was about 36.5% nationally – 46% in the urban environment and only 21.1% in the rural environment. The levels of school attendance among pupils aged 6-11 saw an average increase of 9% between 2000-2001 and 2006-2007, growing overall from 85% to 94% and from 80.6% to 91.6% for girls. In the rural environment, this rate increased overall from 76.7% to 92.6% and from 70.4% to 88.7% for girls during the same period. With regard to college education, the level of school attendance of children aged 12-14 reached 74.5% and 67.8% for girls in 2006-2007, compared to 60.3% and 52.7% respectively in 2000-2001. The average proportion of girls compared to the overall numbers in this category of school attendance between 2001-2004 reached nearly 44% nationally, 37.6% in the rural environment and 47.15% in the rural environment. The level of school attendance of children aged 15 to 17 saw a nett improvement, going from 37.2% globally in 2000-2001 to 48.1% in 2006-2007 and from 32.2% to 43.4% for girls. In spite of its high level, the rate of illiteracy saw a remarkable drop, going from 48% of the population in 1998 to 38.5% in 2006.

With regard to literacy, four complementary and diversified programmes have been implemented – the general programme, the public operators programme, the associations programme and the commercial enterprise programme. The number of beneficiaries at these literacy courses rose from 286,425 in 2002-2003 to 655,478 in 2005-2006, reaching more than 660,000 in 2006-2007. The level of participation of women at these courses approached 80% in 2005-2006. The level of illiteracy in 2006 was estimated at 38.45% for the population aged 10 and over, or 31.38% among men compared to 46.8% among women. With regard to adult literacy, nearly 2 million people benefited from this programme between 2002 and 2006. In 2006, nearly 675,000 people registered for this programme, of which 80% were women.

#### c) Access to basic infrastructures

Drinking water: The implementation of the programme for communal drinking water supplies for rural populations (PAGER) made it possible to increase the level of access to drinking water in the rural environment, which increased from 48% in 2001 to nearly 92% in 2007. This produced positive impacts on the global population and on women in terms of a reduction in the time spent on looking for water. According to the World Bank's report on the evaluation of the PAGER, produced in 2003, the programme made it possible to create more

than 500,000 working days annually, cases of diarrhoea among children under five fell by 24% between 1994 and 2000 and water-fetching duties were reduced by 50 to 90%, which enabled women to spend more time on revenue-generating activities and girls to attend school (their level of school attendance rose from 30% in 1997/98 to 51% in 2001/02).

The acceleration of the rural electrification process, through the launch of the PERG in 1996, together with other projects for giving wider access to energy, has enabled a new lease of socio-economic life through the creation or strengthening of revenue-generating opportunities, as well as an improvement in the living conditions of households. With regard to the improvement in living conditions, rural electrification has brought about developments in people's homes that have resulted in a drop of more than 40% of the total number of rooms constructed of compacted clay<sup>64</sup>, the equipping of homes with devices essential to the well-being of the family and an improvement in daily hygiene. At individual level, access to energy in all its forms has had positive effects on the populations of douars concerned, for example through:

- Limiting the exodus from the countryside. People increasingly prefer to develop revenue-generating activities in their own douars.
- Increasing the number of children attending school with improved educational results thanks to the provision of electricity at night. On the other hand, the provision of energy has made it possible to improve the school attendance of rural girls, who now have to spend less time looking for wood.
- A reduction in the workload of women and consequently an improvement in their comfort and the development of revenue-generating activities thanks to a saving in time and energy previously devoted to collecting wood and fuels.
- An improvement in the functioning of health centres. In fact, medications are being better preserved, health centres can have access to certain medical materials and childbirths at night are proceeding with fewer problems.

The Ministry of Equipment and Transport launched the first national programme for rural roads in 1995 in order to improve the level of accessibility. In view of the great need to open up to outside influences still found in the various provinces of the country, the authorities decided to pursue this opening-up of the rural environment through the launch of the second national programme for rural roads (PNRR-2) in 2005.

The decreed objective was to raise the level of accessibility of the rural populations to the road network from 54% in 2005 to 80% in 2015. The acceleration in the pace of constructing rural roads has had positive impacts on the living conditions of women and young girls in the countryside, particularly as regards health, school attendance, employment and social relations.

---

64 According to the "Study on the impact of Rural Electrification", UN, 1999.

- Better access to health-care centres: The percentage of women receiving prenatal care in the countryside rose from 27.7% to 48% between 1996 and 2004 and the number of childbirths under medical supervision doubled, rising to 36% in 2004<sup>65</sup>.
- More free time: The construction of rural roads has made the price of butane more affordable and its introduction has reduced or even done away with wood-collecting duties altogether. This has given them more free time for other productive tasks.
- New employment opportunities: the rural roads have stimulated the creation of farm co-operatives which have started up more or less everywhere after the roads were given a tarmac surface. The municipal programmes have encouraged women to go and work in these co-operatives, which in turn have increased their income.
- Significant improvement in the attendance of girls at primary schools: this level of attendance has risen steeply, reaching 88.7% in 2006-2007 compared to 35.6% in 1994-1995<sup>66</sup>. This rise is also the result of the construction of new schools and canteens facilitated by the construction of rural roads.
- Improvement in social relations: The development of rural transport services has enabled women to go more often to the souks and moussems, and to visit parents living in towns or neighbouring villages.

## 5. Prospects

Thanks to the implementation of prerequisites and several instruments, the BSG in Morocco has embraced the budget reforms which have been instituted. This has been followed up by a gradual take-up by the ministerial departments in parallel with their support for the process of results-oriented budget reform.

Several challenges remain to be faced. The consolidation of the BSG in Morocco requires the strengthening of political commitment by the government, widened support both from the ministerial departments and parliamentarians and actors from the civil society, as well as the requisite taking into account of the gender dimension in the reshaping of the organic Law on finances. At ministerial department level, it is necessary to pursue training initially and to strengthen the focal points of gender with a view to disseminating the gender dimension more widely, which goes beyond the focal points alone. It is also important to speed up the current *genderisation* process in local budgets, a dimension that cannot be overlooked if the expected objectives of local development are to be achieved. The refinement of statistics by integrating the gender dimension is essential for improving decision-making, refining the diagnostics and monitoring the implementation and impacts of policies. It must be applied at all levels (household surveys, time-budget surveys, tax matters, participation in elections, etc.). Finally, a prospect opens up on the exchange of experiences at international level in order to adopt the best practices and collaborate on the refinement of the instruments (statistics, indicators, documentation, etc.), which might make it possible to institutionalise training, research and communication on the theme of *gender-aware budgeting*. In this respect, a project for creating a *Gender Budgeting Institute* in Morocco is on the agenda for improving research, documentation and training in this field. This institute would have regional empowerment for the Arab world, the *francophonie* and Africa.

<sup>65</sup> Survey on the population and family health 2004-2005, Ministry of Health.

<sup>66</sup> National Education Department

# Gender budgeting and its implementation at the Belgian federal level

**Marijke Weewauters**

*Advisor, Institute for the equality of women and men*

## 1. Introduction

*Gender budgeting* is an analysis from the gender perspective of all forms of government spending and public revenues, and gives an overview of the resulting direct and indirect consequences for women and men. *Gender budgeting* is actually a specific form of performance-oriented budgeting.

## 2. History

In 2002 a '*gender budgeting*' trial project was elaborated following the pattern of the federal 'gender mainstreaming' project. This project concentrated on *gender budgeting* of the income side. A committee of experts was set up in the Federal Government Finance Department., its task being to draw up a report on the direct and indirect discriminations in the application of income tax and advance corporate tax, and the problems associated therewith. The objective of the analysis, as described in the report, was "to arrive at perfect neutrality in personal income tax and corporate tax with regard to the person receiving income and the person's choice of existence". The implemented tax reform removed certain discriminations linked to gender, but many tax provisions, however legal and regulatory, still appeared to conflict with the principle of equality between women and men.

The report of this committee points out direct discriminations between men and women, differences and injustices between spouses, between partners and de facto families and between single persons, and measures that appear to have a differentiated impact depending on sex, such as tax allowances for childcare costs, the tax credit for low incomes and the Fund for Alimony Claims.

This study is a good example of analysis relating to *gender budgeting*.

In 2002, a brochure was subsequently published for the general public, which illustrated in detail what *gender budgeting* is.

### 3. General Legal provisions on gender mainstreaming

Art. 2, §1 of the Law of 13 January 2007 provides that the gender dimension be integrated into budget preparations.

Art. 2, §2 provides for drawing up a gender note for every drafting of general expenditure budgets, in which the credits assigned to actions for the equality between men and women will be set out for all departments, State departments with separate management, public enterprises and public benefit institutions.<sup>67</sup>

### 4. Specific legal provision on interpolating equal opportunities in budgets

In the 2009 budget circular, reference is made to the principle of *gender budgeting* and its legal obligation. However, it is only mentioned that in 2008 the focus will mainly be on awareness-raising and training the actors involved. There is a request in the circular that every FGD (Federal Government Department) already define the credits that might be considered for an *ex-ante* gender analysis concerning the expenditure and an *ex-post* analysis concerning the non-fiscal revenues.

In 2008, the administrative draft of the gender note will be negotiated with the various parties so that it should be ready for application in 2009 when the 2010 budget is being drawn up. In the circular for drawing up the 2010 budget, specific mention will be made of the commitment to the principle of *gender budgeting*. This also means in practice that in 2009 every FGD will already have to apply a gender analysis.

<sup>67</sup> The gender mainstreaming principle will be emphasised each time in the circulars relating to drawing up the budget, which are sent to all federal institutions.

#### 5. Support and specific analysis of the application of the principle of *gender budgeting*

The Institute has drawn up a draft gender note on '*gender budgeting*' in collaboration with the FGD budgets and administrative control *and* with the cabinet of the equal opportunities minister. This note has already been tested once by the network of equal opportunities officials.

In May 2008, the Institute for the Equality of Women and Men presented a project to the European Commission for subsidising a coaching system on *gender budgeting*. The intention is that all federal institutions will be coached bilaterally, so that by May 2009 they will be able to apply the principle of *gender budgeting*.

In 2010, the Institute will evaluate the completed gender notes and the integration of the principle of *ex-post* evaluation of the revenues. These evaluations will be discussed bilaterally with the FGDs concerned.

In 2011, each FGD will carry out an effect-analysis of the gender notes. Thus, an evaluation of the gender analyses mentioned in 2009 and of the application thereof in 2010 - these will be reported in the obligatory reports.





# Gender mainstreaming in the preparation and definition of policies

4

# The Law of 12 January 2007 and its actual application : what methods, techniques and instruments can be used to integrate the gender dimension into the various policy phases?

**Marjolein Paantjens**

MA, Vrije Universiteit Brussel

## 1. Introduction

*Gender mainstreaming* is a term that everyone is going to come across in his or her policy preparation work. This is because, with the arrival of the Law of 12 January 2007, *gender mainstreaming* – or the integration of the gender dimension – is obligatory for all the federal policy lines, measures and budget proposals, for the purpose of preventing or correcting inequalities between men and women<sup>68</sup>. But what does *gender mainstreaming* actually mean? What does the Law of 12 January 2007 say about it exactly? And how can this be applied in practice in the various policy phases? The aim of this contribution is to provide an answer to these questions, so that it will become clear to everyone how *gender mainstreaming* will be deployed in the policy cycle, and more specifically in policy preparation. The ‘how?’ question cannot, of course, be answered without first going into the ‘why?’ question more deeply. Applying *gender mainstreaming* ‘because the Law says so’ is perhaps not the best motivation. This is why the background to *gender mainstreaming* will be outlined first in this contribution. Where does this concept come from, and why is it important that everyone will actually be putting *gender mainstreaming* into effect? First and foremost, we will explain the term *gender mainstreaming* itself. What does this new strategy involve exactly, and why is it important to apply it in all phases of the policy process? Below, a number of central points of the Law of 12 January 2007 will be briefly explained. What, according to this Law, is supposed to happen exactly under *gender mainstreaming*? After this general introduction we will present the policy cycle. For each phase we will describe what it looks like, what steps will be taken and how gender questions might be involved. In addition, we will discuss the various instruments that might be deployed in the relevant phases. Although it is important for the success of *gender mainstreaming* that the strategy is applied throughout the entire policy cycle, the focus in

<sup>68</sup> Belgisch Staatsblad [Belgian Official Gazette], ‘Law on monitoring the application of the resolutions of the World Women’s Conference held in Beijing in 1995 and on the integration of the gender dimension throughout all the federal policy lines, 12 January 2007. Publication: 2007-02-13

this text will be on policy preparation. As we shall see, this is an extremely important phase for *gender mainstreaming*. In the fourth section the focus will therefore be on the specific instruments that must be deployed during policy preparation.

## 2. What is *gender mainstreaming* in theory?

*Gender mainstreaming* originates in the development collaboration and has already been in existence since the 1980's. However, it was not until the World Women's Conference of the United Nations in 1995 that *gender mainstreaming* was officially embraced by different States and international organizations<sup>69</sup>. The European Union then issued a directive on *gender mainstreaming*, and in Belgium the first Law in which *gender mainstreaming* was the issue dates from 6 March 1996<sup>70</sup>. The purpose of *gender mainstreaming* is to promote gender equality and to integrate a gender perspective into general policy. However, although women and men are equal before the Law, this legal equality does not appear to be sufficient to achieve gender equality in practice. Think for example of the disparity in pay levels or the under-representation of women in high positions in both the government and in industry. Gender equality in practice should mean equal visibility, emancipation and the participation of both sexes in both public and private life. It is important to realise that gender equality is the opposite of gender inequality and not gender difference<sup>71</sup>. Gender inequality implies that one sex has an advantage over the other sex; that one sex is inferior or subordinate to the other sex, or that there is discrimination on the grounds of sex. Gender inequality therefore does not mean that 'women must become men', but that women are given the same opportunities and possibilities as men, and that they do not always have to abide by the masculine norm for this. Finally, gender equality concerns new standards for both women and men, which benefit both men and women<sup>72</sup>.

The definition of *gender mainstreaming* most often used is that of the Council of Europe, but there are many variations in circulation. *Gender mainstreaming* is: "the reorganisation, 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 actors normally involved in policy-making. "This definition of *gender mainstreaming* clearly shows what the aim of the strategy is, where it has to be applied and who has to do this. A gender perspective must be integrated throughout policy, at all levels and in all phases. The actors are all those people who are normally involved in policymaking<sup>73</sup>. The definition also shows how *gender mainstreaming* is an improvement over the shortcomings of the normal equal opportunities

69 Hafner-Burton, E., Pollack, M. A., (2002) 'Gender mainstreaming and global governance'; *Feminist Legal Studies*, 10(3) 285-98.

70 Belgisch Staatsblad, 'Law of 6 March 1996 on monitoring the application of the resolutions of the World Women's Conference held in Beijing from 4 to 15 September 1995'.

71 Council of Europe (2004) *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*, Directorate General of Human Rights.

72 Meier P. (2006) 'Implementing gender equality: gendermainstreaming or the gap between theory and practice'; in Hellsten S.K., Holli A. M. en Daskalova K. (ed.), *Women's Citizenship and Political Rights*, New York, Palgrave.

73 Council of Europe (2004) *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*, Strasbourg, p.12.

policy. In fact, *gender mainstreaming* means that gender equality is part of regular policy and no longer limited to particular issues. This accords with the idea that society and various policy areas are riddled with gender inequality. This structural inequality cannot be tackled merely by bringing specific problems to light. However, *gender mainstreaming* works horizontally. It implies a broader and more extensive definition of gender equality, which does justice to differences and diversity. By reorganising the policy process in such a way that account is taken everywhere of gender ratios, it is possible to bring the structural nature of gender inequality under discussion<sup>74</sup>.

*Gender mainstreaming* comprises many elements, and can focus on many different processes. However, the most important focus of *gender mainstreaming* is on changing policy. There is good reason for this. Most government policies are about people, directly or indirectly. So, in principle we can say that they always concern women and men. This is usually ignored when regular policy is being formulated, and everything is couched in neutral terms that more often than not are based on the masculine norm. Of course attention is explicitly paid to gender in equal opportunities policy, but this is not enough. This is precisely because regular policy is often genderblind or biased. While policymakers assume that the work they do is gender-neutral, research has shown that relevant gender differences are not recognised in regular policy and that unconscious assumptions tend to benefit existing unequal gender ratios<sup>75</sup>. While policymakers assume that the work they do is gender-neutral, research has shown that relevant gender differences are not recognised in regular policy and that unconscious assumptions tend to benefit existing unequal gender ratios<sup>76</sup>.

#### EXAMPLE 1

*People planning to immigrate to The Netherlands – for example in relation to family formation – must undertake a so-called ‘citizenship exam’ in their country of origin<sup>77</sup>. However, during the development of this measure there was little concern about the fact that many women in the countries to which this measure applied were illiterate. After all, in some countries girls still don’t go to school and therefore don’t learn to read and write. This spoils their chances of passing the exam.*

Policy has an impact on social inequalities. Inequalities can unwittingly be strengthened and repeated through genderblind or gender-insensitive policy<sup>78</sup>. The fact that no account is taken of the socio-economic reality of men and women in that daily policy can lead to the policy affecting men and women differently. Policy could unintentionally have disadvantageous or

74 *idem*

75 Roggeband C., Verloo M. (2006) ‘Evaluating gender impact assessment in The Netherlands (1994-2004): a political process approach’, *Policy & Politics*, 34(4), 617-34

76 However, this does not mean that specific measures will no longer be necessary in addition to implementing *gender mainstreaming*. *Gender mainstreaming* does not exclude the use of supplementary measures, such as positive action.

77 Since 15 March 2006, migrants who want to reside in The Netherlands for the purpose of marriage and relationship must take the basic citizenship exam. For more info: [www.ind.nl](http://www.ind.nl)

78 Verloo M (2000) *Gendermainstreaming: practice and prospects*, Council of Europe, Strasbourg.

different results for women and men. *Gender mainstreaming* is important because it does justice to the differences in the conditions of life of men and women. So this is not only important for women, but benefits all citizens. When policy succeeds in taking account of the differences in lifestyles, it is also better able to reach more people. So, although *gender mainstreaming* involves an investment in time and resources, it is especially a strategy for improving the quality of policymaking, since it works better for more people<sup>79</sup>.

As we have already said, the aim of *gender mainstreaming* is to bring about a change in the policymaking (process). A distinction can be made into roughly three kinds of change<sup>80</sup>:

a) A change in concepts: gender equality becomes more broadly defined<sup>81</sup>.

Equality is more than equality before the Law. Equality is conceived more broadly. The equal opportunities policy must not be limited to typical 'women's issues', since gender equality is relevant in numerous domains of society. Specific equal opportunities policy is indeed needed, but is not enough. After all, gender equality affects many other policy areas. This is why it is necessary to integrate a gender perspective into all policy areas.

b) Incorporating a gender perspective and objectives into the *mainstream* political agenda<sup>82</sup>.

Reference must be made in all policy areas to gender issues and it must be possible to indicate to what extent a certain measure has a different effect on the situations of men and women. Gender equality must therefore be part of the objectives of regular policymaking as well. When it appears that certain policy measures have a different effect, extra measures might be taken, for example. In other words, regular policy must also strive towards effects that are more equal as regards gender.

c) Changes in institutional and organisational culture: policy processes, policy mechanisms and policymakers<sup>83</sup>.

A number of institutional changes are needed in order to allow *gender mainstreaming* to function. To start with, the policy process must be changed in such a way that the people who normally make policy will take account of a gender perspective, and include gender equality as an aim in their work. Secondly, the so-called vertical policy mechanisms (top-down policy) have to change. After all, gender cuts across all policymaking. In other words, *gender mainstreaming* works horizontally, across all policy areas. Collaboration between different levels and departments is essential for this purpose. Thirdly, new policy instruments will be deployed which integrate gender into policy and make it possible to measure the progress being made. Finally, experts in the field of equal opportunities and actors from the social mid-field are involved in the development of policy by those civil servants normally engaged in this activity<sup>84</sup>.

79 Ministry of Social Affairs and Employment, '*Gendermainstreaming. Een strategie voor kwaliteitsverbetering*' [A strategy for improving quality], (The Hague, June 2001).

80 These are based on an article by Emmanuela Lombardo. Emmanuela Lombardo (2005) 'Integrating or setting the agenda? *Gender mainstreaming* in the European Constitution-making process', *Social Politics: International Studies in Gender, State & Society*, 12(3), 412-432.

81 *idem*

82 Lombardo E. o.c., 7-9.

83 *idem*

84 *idem*

### 3. What is *gender mainstreaming* according to the Law of 12 January 2007?

The Law of 12 January 2007 can easily be consulted as a whole in the *Belgisch Staatsblad* (Belgian Official Gazette). This section will only highlight a number of main points from the Law. This summary is therefore not complete, but contains the central elements that are important for anyone engaged in devising and implementing policy. The Law of 12 January 2007 serves to replace the Law of 6 March 1996, which has already been discussed above<sup>85</sup>. This Law supervised the implementation of the so-called 'Action Platform' of the 1995 UN World Women's Conference in Beijing, which included *gender mainstreaming*. Belgium was one of the first countries to formalise these commitments with the Law of 6 March 1996.

The Law of 12 January 2007 lists (among other things) the following steps and instruments that must lead to the integration of the gender dimension into federal policy:

- Breaking down statistics according to sex and developing gender indicators,
- Ex-ante evaluation report: Gender test,
- Gender notes when drafting the expenditure budget,
- Interim report and final report on the policy implemented,
- Gender dimension in management plans, management contracts, strategic planning,
- Taking equality into account in tenders and the allocation of subsidies.

Who has to abide by this Law? Who has to implement *gender mainstreaming*? The idea behind *gender mainstreaming* is that this will be implemented by everyone, at all stages of policymaking. Anyone involved in federal policy, whether preparing or implementing it, whether in the decision-making or policy implementation, must abide by this Law. This might involve policymaking staff, federal trustees (mandataries), ministers, State secretaries, strategic departments, and so on. When anyone applies *gender mainstreaming* in that part of policy preparation or implementation for which he or she is responsible, care can be taken to ensure that the policy is gender-responsive and that it will not give rise to any undesirable inequalities regarding gender. *Gender mainstreaming* must moreover be applied everywhere. This means both in external policy covering the citizens and within the internal policy of the government, the administrations themselves. The term 'external policy' can be taken to mean anything from legislative and regulatory projects to information brochures. As far as internal policy is concerned, a watchful eye can be cast on management plans, management contracts, subsidies and government contracts. When allocating subsidies to certain organisations, their performance regarding equal opportunities might be taken into consideration as well, for example.

<sup>85</sup> Belgian Official Gazette, [The Law of 12/1/2007], and IEWM website, [www.iewm.fgov.be](http://www.iewm.fgov.be)

#### 4. Conditions for mainstreaming in policy practice

In the previous sections we were able to see what *gender mainstreaming* is, what its objectives are, why it is important, and what the Law of 12 January 2007 has to say about it. In this section we will be looking at the practice of the policymakers. After that, we will be looking at when in the policy cycle *gender mainstreaming* can be applied and how. But in this section we will first consider on a number of preconditions that must be met if the implementation of *gender mainstreaming* is going to be successful<sup>86</sup>. These are:

- Commitment at the top
- Clear objectives
- Resources and instruments
- Support from gender experts
- Responsibility for gender mainstreaming/internal structure.

To start with, it must be clear that the people involved in making and implementing policy at the top take *gender mainstreaming* seriously. A good example of this is the 'Charter on Gender Mainstreaming' (23/1/2007), which was signed by the political parties in Belgium. With it, the parties make their commitment clear. That commitment applies not only to the political leaders, but certainly to the top echelons of the civil service as well. If a manager does not agree with it, it is difficult for the staff under him/her to fulfil their legal obligations. In fact, time and money must be invested, and support from the top is essential for this.

Lack of explicit, clear objectives is a potential danger for *gender mainstreaming*. After all, that would threaten the project changing into an empty promise, a nice buzzword, but no content. Since *gender mainstreaming* must be implemented everywhere and by everyone in regular policy, people might get the impression that no separate objectives are needed any more. *Gender mainstreaming* per se would become the aim, instead of achieving more gender equality. The danger of 'everyone's responsibility is no-one's responsibility' lies in waiting too. So, if *gender mainstreaming* is to achieve success, clear objectives are necessary. This is the only way by which the effectiveness of *gender mainstreaming* can be measured. Moreover, explicit objectives known to everyone can contribute to more awareness and support within the ministries and government departments concerned.

Of course, not a single measure would ever get off the ground without resources and instruments. The aim of *gender mainstreaming* is focussed on integrating a gender perspective into normal policy, which will moreover be implemented by all members of the policymaking staff who are also normally involved in that policy. That does not therefore mean that no extra resources are needed. *Gender mainstreaming* means improvement and change, and there

<sup>86</sup> Ministry of Social Affairs and Employment (2001) *Gendermainstreaming. Een strategie voor kwaliteitsverbetering* [A strategy for improving quality], The Hague and Council of Europe (2004) *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*, Directorate General of Human Rights.

is always a price to be paid for that. However, society will also benefit if the policy is better and more effective, because it will better reach more people. These necessary funds must be released and instruments must be supplied: you can't row without oars. An example of an investment in time and resources was provided by the Minister of Pensions, who decided in 2005 to send all the staff from the strategic Pensions section on a two-day gender training course. That would subsequently enable all staff members to integrate a gender perspective into all dossiers.

In certain difficult cases it might happen that there is not sufficient gender expertise in house to guarantee the integration of a gender perspective. The executive civil servants do have the feeling that gender should be able to play a role, but they don't really know how to research this or how to include it when drafting policy. For this reason, the Institute for the Equality of Women and Men (IEWM) has a databank at its disposal, which includes all the gender expertise within the federal government. This enables all policy staff to find out quickly and easily where they have to turn to for specific gender expertise in a particular policy area. Another possibility for getting in gender expertise is to look for gender expertise within universities and consultancies. Because in spite of the fact that everyone is either a man or a woman, and knows lots of men and women, this does not mean that everyone automatically has an understanding of gender issues! The use of gender expertise is therefore essential for the good progress of *gender mainstreaming*.

It is also important that it is clear to everyone who is responsible for *gender mainstreaming* within his or her department, and how the internal *gender mainstreaming* structure is organised. Without an executive and without a structure it is difficult to get things regulated. For this reason the lines of responsibility must be clear to everyone, including such things as who the contact person is and who bears the ultimate responsibility. It is possible that some sections and departments already have working groups, steering committees or consultative committees for gender equality and *gender mainstreaming*, who can assist with finding the right information, experts or organising and implementing initiatives in the field of gender equality.

### **5. How will mainstreaming be done during the various policy phases?**

We will go over the various policy phases in this section. In each case, there will first be a short outline of what the relevant phase implies and how *gender mainstreaming* can play a role here. In section 5, we go on to describe in more detail the instruments and methods mentioned from the first two phases of the policy cycle – policy preparation. To start with, we have to look



at what the policy cycle is and what its various phases are. The various phases in the policy cycle are divided into four steps:

- Analysis of the policy problem,
- Drafting policy strategy,
- Implementing and monitoring the intended policy,
- Evaluating the policy implemented.

In the first phase, policy staff tries to set out the policy problem clearly. They check to see for whom the policy is intended, what differences and inequalities (if any) there are between men and women and what the causes and consequences are. In order to do this, it is essential to have good information. So information about the subject will have to be gathered and analysed first. To do this from a gender perspective, one of the first steps here is to check whether gender-segregated statistics exist. It is also important to check whether there is any relevant research in the field of gender and the subject concerned. It might occasionally be necessary to have further research done, or to process the statistics in such a way as to produce a better view of the man-woman ratios. What also happens in this first phase is taking requirement soundings, which will give people a view of the gender aspects at play in the target group. Asking questions of relevant interest groups is also part of this phase – for example, a migrant women's organization. Another element in the analysis phase is the creation of a 3R analysis, which is discussed in detail in the next section. After a clear view of the policy problem has been obtained and all the requisite information analysed, recommendations will be drawn up, which must be integrated into the policy strategy in the second policy phase.

In the second phase the idea is to draw up a policy plan or strategy. General and specific objectives will be formulated here. It is important to integrate the conclusions from the first phase into them. For this reason it is advisable to take account of gender as well when drawing up policy objectives, target figures and indicators. Specific gender indicators must be drawn up in order to gain understanding of the relationships between women and men. When allocating resources for the policy that has been drawn up, a *gender budgeting* analysis can be carried out. And finally, it is obligatory for all draft parliamentary bills and regulatory projects to undergo a so-called gender test.

In the third phase, the policy that has been drawn up will be implemented. It is important to monitor the policy also during implementation, so that any unintended effects can be corrected in time. It is also important to disseminate gender awareness among any external partners who have a role to play in implementing policy. Training people involved in policy implementation can be useful, so that they too can integrate a gender perspective.

**EXAMPLE 2**

*In the external communication policy, such as the distribution of information brochures, a careful watch can be kept for gender neutrality. For example, by not using sex-stereotyping visual material.*

Finally, in the fourth phase the policy that has been implemented will be evaluated. Here too, account must again be taken of gender. However, once the policy cycle has gone through from a gender perspective this will not be a problem. After all, gender indicators were drawn up, which can be used to assess the effects of the policy also in terms of gender. In this phase too, a 3R analysis can be done again, and the target groups questioned. The results of this phase will subsequently be included again in the first phase of the next policy cycle.

When we go through the above-mentioned phases, *gender mainstreaming* seems to be quite a tough job. But fortunately, there are quite a number of different instruments and methods with which attention to gender can be integrated into policy. Many of these instruments can be deployed generally, and are not bound up with a particular policy phase. Thus, it can be useful in all phases to call in expertise, as well as making use of gender-segregated statistics and measuring instruments. The table below sets out all the above-mentioned instruments and methods in a row. This makes it clear at a glance where people can deploy different instruments.

Instruments	Phase 1	Phase 2	Phase 3	Phase 4
3R	X			X
Questioning/requirement survey	X		X	X
Expertise	X	X	X	X
Gender budgeting	X	X	X	X
Gender test		X		
Gender-responsive monitoring			X	
Statistics and indicators	X	X	X	X
Training	X	X	X	X

**Table 1: *Gender mainstreaming* instruments in the various policy phases**

Another way of looking at these instruments is by dividing them into different types. Thus, some instruments will be more analytical in nature, and others geared more towards information. The instruments for *gender mainstreaming* can be divided into five categories<sup>87</sup>. To begin with, there are organisational instruments. In other words: the way in which *gender mainstreaming* is organised within the administration or within the organisation. One might think here of a procedure for reporting on the *gender mainstreaming* policy which has been implemented (e.g.,

<sup>87</sup> Ministry of Social Affairs and Employment (2001) *Gendermainstreaming. Een strategie voor kwaliteitsverbetering* [A strategy for improving quality], The Hague.

the gender note from the Law of 12 January 2007), or the division of responsibility for *gender mainstreaming*. Secondly, there are the so-called analytical instruments, which are mainly important in policy preparation and evaluation. It is a matter here of statistics and indicators that make it possible to carry out gender analyses. But the gender test too, for example, is an analytical instrument. Thirdly, there are consultative and communicative instruments. In this respect it is, for example, a matter of participation discussions for interest groups, requirement soundings for the target group, interviews with 'clients' of the policy, and so on. Fourthly, there are educational instruments geared to training civil servants and enlarging their knowledge. These are gender training courses, workshops, and so on. Finally, there are coercive measures, such as the Law and regulations. The Law of 12 January 2007 is of course one such example here.

## 6. How can mainstreaming be done during policy preparation?

The first two phases in the policy cycle can be seen together as policy preparation. These are the analysis phase, in which the policy problem is examined and defined, and the drafting phase, in which the policy is drafted, objectives formulated and policy plans elaborated. Policy preparation is extremely important when it comes to mainstreaming. Not only is the problem defined here – which is a decisive factor for attention to gender relationships – but also the objectives and indicators are drawn up, which too are of essential importance to the integration of a gender perspective. Moreover, *gender mainstreaming* in these phases ensures that policy staff can already take account of the consequences of the policy regarding gender relationships during preparation of the policy. Good instruments are crucial for actually integrating a gender perspective into the problem definition and policy plans and for taking account of the future consequences of the intended policy<sup>88</sup>.

The instruments already cited briefly in the discussion of the policy cycle and which will be discussed in more detail in this section, are, in order of sequence:

- Gender-segregated statistics,
- Gender-responsive indicators,
- 3R analysis framework,
- Gender expertise,
- Quicksan and gender test.

### *Statistics*

Good data relating to (difference in) the situations of women and men, and gender relationships, are an absolutely necessary starting point for *gender mainstreaming*. The problem that often arises with regard to statistics is not only that available statistics often make no distinction in sex, but also that the data themselves might have a gender bias. Good statistics therefore comprise data that are relevant to both women and men and which are split up according to sex and other factors. To start with, people can put their own statistics under the microscope

<sup>88</sup> This same thing of course applies to the other phases of the policy cycle, but, as we have said, we are focussing here mainly on policy preparation.

and look to see whether they can be split up according to women and men, or whether they already are so. Sometimes it is not possible to split up the statistics because no account was taken of gender when the data were being collected. It can therefore be necessary to gather new statistics. Once segregated statistics are available, they can be checked to see whether there are differences between men and women in them. It is important in this regard not only to look for differences between women and men, but also for any links to other factors. Thus, for example, it might be that there are no differences for women and men up to a certain age, but there might well be at a later age. Or perhaps differences only become visible if people also look at education levels or family situations. And thus there are still a number of indicators in which gender can play a role in each of them: ethnicity, age, children or no children, and so on.

### EXAMPLE 3

*In many policy areas – housing policy, for example – it is usual to speak of target groups such as: families, people on low incomes, risk groups, the elderly, people with special needs, and so on. Splitting up according to sex is seldom done, actually. This means that gender can play a role. For example, women more often have relatively lower incomes, live more often below the poverty line, constitute the largest portion of single parents, and on average live longer than men. At first sight, neutral categories could thus indicate differences between men and women. So it might be necessary to take account of this when developing policies.*

### Indicators

An indicator serves to make theoretical or abstract concepts measurable. A gender indicator serves to highlight gender-related changes for this. By monitoring changes in indicators, statements can be made on changes in the situations of men and women. For example, in order to measure gender equality at a university, it is not enough to count up the number of male and female professors. The term 'gender equality at university' will have to be made measurable, and indicators drawn up. For example, the number of female professors over the number of female students in comparison with the number of male professors over the number of male students.

### 3R analysis framework

This analysis framework is intended to highlight the gender ratios of a certain target group. "3R" stands for Representation, Resources and Reality. The term 'representation' describes the potential target group. What does this group look like? And how are men and women divided over this group? We also have to check what the effective target group is, which the policy is trying to reach. For example, who is going to benefit from certain measures? What is the ratio of the target group reached to the potential target group? Are more men or women reached proportionately? The term 'resource' is used to look at the resources deployed. Here, we look

at how the resources are divided between women and men. The most common are financial resources, but space or training courses are also resources. Is more being invested in certain groups than in others? If so, is this due to their over-representation in the target group, or is there a disproportionate investment of resources? For example, if we take a museum or exhibition room, we could check how many men and women have space to exhibit, how long their work will be allowed to hang, and how much is being invested in promoting their exhibitions<sup>89</sup>. Of course, this will all be compared with the ratios of men and women in the potential target group found under 'representation'. Finally, we will dwell a little on the current situation. This question concerns the underlying norms and values that lead to the results found previously. What impact do the conditions of life of men and women, or certain gender roles, have on the policy being implemented?

#### EXAMPLE 4

*A potential target group for policy might be: young entrepreneurs. So we can look into who these might be. Are there differences between men and women? Does one group benefit more from the policy than another? For example, an evaluation of a policy for supporting entrepreneurship has shown that 85% of the applications came from men, whilst figures show that 30% of self-employed entrepreneurs are women. Finally, we can check to see what the impact of lifestyles and gender roles is on the policy. Are the brochures and the information provision on the policy gender-stereotypical, making them less immediately appealing to women than men? Is support being mainly provided in largely male-occupied business sectors?*

#### Expertise

Expertise is an instrument that could be applicable in all phases. It is an essential element of *gender mainstreaming*. The requisite gender expertise is essential in policy preparation as well. Expertise can be internal or come from outside. Internally we might think of:

- Appointing a *gender mainstreaming* official,
- The Institute for the Equality of Women and Men (IEWM),
- Organising workshops or training courses for the in-house civil servants,
- Including gender expertise as a criterion when recruiting and selecting, which will bring in gender expertise to the organisation,
- Consulting the interdepartmental knowledge bank, expertise bank.
- Expertise from outside can be used by:
  - Inviting experts for workshops, training courses, conferences/meetings,
  - Including gender expertise in requests for advice,
  - Deploying experts specifically in certain phases of the policy cycle,
  - Including a gender expert in support and/or advisory committees.

<sup>89</sup> Council of Europe (2004) Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices, Directorate General of Human Rights.

**EXAMPLE 5**

*A problematic case has come to light, in which it is suspected that gender aspects are involved. The responsible officials are at a bit of a loss to know what to do. In that case it could be highly productive to organise a workshop on the case concerned, in which a gender expert on this subject will set to work together with the responsible officials. By brainstorming on the subject in a group in this way, not only will the gender aspects of the case be explored, but the expertise of the officials will also be increased, so that they too in their other cases will have a better idea of how they can carry out a gender analysis and how they can integrate a gender dimension into their daily work.*

**Quickscan and gender test**

For all legislative and regulatory projects it is compulsory under the Law to carry out a so-called gender test. A number of measures have been issued for this, but for all the remaining policy we have to look into the possible gender effects. An initial step to check this is to carry out a so-called 'quicksan'. A quickscan is based on the information available and on internal or external expertise. It is a matter of estimating the short and long-term effects of the intended policy. Are there reasons to suspect that there are major gender effects? If so, then a detailed gender test must be carried out.

The gender test is obligatory for all regulatory and legislative projects. This gender test will be elaborated by analogy with the sustainable development test (DOEB). The gender test is intended to screen policy proposals to be able to estimate whether there are different impacts or undesirable effects on women and men, so that these disparities can be dealt with before the proposal is adopted and implemented. It is important to check whether the interests of men and women have been considered equally and protected by the proposal. A gender test can be carried out by the civil servants normally involved in policy development, but can also be given to external actors, who, because of their knowledge, might perhaps make a better estimate regarding certain subjects. However, a certain level of knowledge of gender issues is required in both cases.

## 7. Conclusion

*Gender mainstreaming* implies that everyone must take account of gender in all policy areas and everyone involved in federal policymaking integrates the gender dimension. This is not only necessary because the Law says so. Because, in spite of the apparent neutrality of regular policy, this policy is often genderblind and perpetuates or strengthens disproportionate gender ratios. *Gender mainstreaming* will ultimately lead to better quality in policymaking, which will benefit both women and men, because account will be taken throughout the policy process of gender ratios and efforts will be made towards gender equality.

In this text we have, in relation to the Law of 12 January 2007, examined what the preconditions, objectives and possible instruments are for a successful *gender mainstreaming* process. Some instruments can be deployed in all phases of the policy cycle. In this respect we might think about deploying gender expertise, applying *gender budgeting*, collecting gender statistics and drawing up indicators. In policy preparation, a very important phase for implementing *gender mainstreaming*, there are moreover a number of specific instruments. It is very important, in addition to the use of expertise, good statistics and indicators, to have the 3R analysis and the gender test which is obligatory for legislative and regulatory projects.

*Gender mainstreaming* seems perhaps an enormous task, and indeed demands time and resources. But if everyone in his or her daily work, in that part of the policy for which he or she is responsible, tries to integrate the gender dimension consistently, the policy will ultimately be more efficient and of greater quality. This will ultimately benefit society as a whole.

# Practical examples of *Gender Mainstreaming* from The Netherlands

**Marion Meesters**

*Consultant, Bureau Meesters and Oudejans*

## 1. Introduction

This article describes a number of practical examples of the application of instruments for *gender mainstreaming* in The Netherlands. This is done from the viewpoint of the Visitation Committee on Emancipation, which assessed the situation regarding *gender mainstreaming* within the Dutch Government between 2004 and 2007. In this article we go more deeply into the policy-preparation phase and a number of examples are presented, classified by type of instrument. This classification is based on the *gender mainstreaming* manual, which is based on the *Kabinetsstandpunt Gender Mainstreaming* (2001<sup>90</sup>) (Cabinet Viewpoint on Gender Mainstreaming). The Dutch *gender mainstreaming* policy and the role of the Visitation Committee are described in more detail in another article 2.

## 2. The visitation committee

In the most important policy document on the field of *gender mainstreaming* – i.e., the *Kabinetsstandpunt Gender Mainstreaming* published in 2001 (see next paragraph) – it was stated that a visitation committee would be operational in the period 2003-2007 to examine the claims of the various departments. The committee was finally installed in September 2004. The committee comprised nine members, including two with an advisory competence.

The task of the committee was as follows:

- a. To test the integration of the man/woman perspective in the design of policy and its implementation;

<sup>90</sup> Ministry of Social Affairs and Employment (2001) *Gender Mainstreaming, een strategie voor kwaliteitsverbetering* [*Gender Mainstreaming, a strategy for quality improvement*], The Hague.



- b. To provide the responsible persons in the government with insight into the improvement possibilities and to indicate which policy domains require extra attention as a matter of priority;
- c. To highlight good examples and make them available for persons in the government;
- d. To provide insight into the general progress of gender mainstreaming implementation and, if necessary, to make proposals to the coordinating government person for its adjustment.

All ministries (except the Ministry of General Affairs) are subject to thoroughgoing research and this process has provided many examples.

### **3. Gender Mainstreaming in The Netherlands**

Gender Mainstreaming has already been a topic of discussion in The Netherlands since the 1990's, even if it was not referred to as such. At that time, this type of policy was referred to as 'aspect policy', where the intention was that the aspect of 'emancipation' would always be included in general policy.

With regard to the world conference in Beijing in 1995, work was done in The Netherlands to make *gender mainstreaming* policy more explicit, and that ultimately led to the *Kabinetsstandpunt Gender Mainstreaming* (2001). Much attention was paid in this document to the organisational aspects of *gender mainstreaming*, both departmentally and interdepartmentally. Furthermore, a series of adequate instruments was included and the role of the coordinating government person elaborated. Finally, there were discussions on what the role of the so-called 'outer layer' might be. This 'outer layer' covers such things as advisory bodies, women's organizations, research institutes, etc. The existing Gender Mainstreaming Manual was adapted on the basis of the *Kabinetsstandpunt*, so that the ministries could set to work immediately on embedding *gender mainstreaming* in the organisation and in the policy process. The manual consists of two parts:

- Part 1: Preconditions and structure
- Part 2: The process

In this contribution, we go into more detail on the policy process. The Gender Mainstreaming Manual covers the following six phases:

- Policy preparation
- Policy development
- Policy specification
- Policy implementation
- Evaluation
- Feedback and reconsideration

Different instruments are included for each of these phases, which can be applied to promote or implement *gender mainstreaming*. For the policy-preparation phase, these are:

- Training courses and workshops
- (Digital) discussions with internal and external parties involved

- Checklists, Quickscans
- Research and analysis, particularly the Emancipation-Effect Report (EER)
- General policy framework

A number of examples are described below of a number of instruments that can be used in the policy-preparation phase.

#### 4. Digital discussions: Inventorying workshops

##### *Introduction*

In the course of 2005 and at the beginning of 2006 the Visitation Committee held so-called inventorying workshops with nearly all the ministries. The purpose of the workshops was to highlight the emancipation aspects of a number of general policy dossiers per department. After all, general policy can have different consequences for women and men, which are not always explored beforehand. In addition, various other relevant differences were examined, such as those between ethnic groups. In this instrument it is primarily a question of a quickscan: an initial analysis to highlight relevant gender aspects. For a detailed analysis, other instruments are more suitable (particularly the Emancipation-Effect Report).

The Visitation Committee has published the instrument used in the form of a report<sup>91</sup>.

##### *Subjects*

Not all subjects or dossiers are suitable for analysis with this method. The following criteria can be used in this selection process:

- It must be a matter of general policy and therefore not specifically emancipation policy.
- It must not be a matter of wide-ranging policy areas, but of more concrete policy or measures (e.g., not 'policy on the elderly', but certainly a review of the pension legislation).
- It must in principle not be about cases that were already the subject of a (detailed) gender analysis.

Some information has to be collected about a selected subject, so that those who will be participating in the inventorying workshop can be prepared<sup>92</sup>. The Visitation Committee has decided to deal with two or three subjects per daily period. More time might be devoted to a particular subject, but less time is not recommended. In total, some 64 different policy subjects are being dealt with.

##### *Participants*

There are three categories of participants in the inventorying workshops: policy staff involved in the subject to be analysed, staff who are in the workshop because of their expertise with gender matters and external gender experts. The presence of one or more executives could be significant in increasing the likelihood of the results being put into effect. Between four

91 Visitation Committee on Emancipation (2007) *Een beetje beter is niet goed genoeg* [A little bit better is not good enough]. Emancipation policy and gender mainstreaming with the National Government. Final report on visitations in 2005-2006, The Hague.

92 Checklists are included in the publication about this instrument. Visitatiecommissie Emancipatie, (2007) *Instrument Inventarisatieworkshop VCE*, The Hague.

and eight officials (public servants) and the same number of external experts took part in the inventorying workshops that the Visitation Committee held. In total, 120 civil servants and 100 different external experts worked together in the workshops.

#### *Working method*

The working method is based on a meeting in a so-called 'acceleration chamber', a room provided with a computer system with which people can work (anonymously): the participants can provide input displayed on screen in the form of text, tables and/or graphics. In this regard the system partly makes use of computer-operated questionnaires, and partly the opportunity to discuss verbally the results being displayed on screen. Working with such a system requires an expert process guide, as well as a reporter for the verbal parts.

The content of the workshop per subject looks like this:

a) Via digital questionnaire:

- Do you see m/f differences in the social practice of this subject?
- Describe those differences
- In your opinion, is account taken of those differences in policy?
- What consequences do you think that has?
- the same questions for other differences (ethnicity, age, etc.)

b) Space to read and discuss the results

c) Via digital input:

- What would you advise the minister with regard to this subject?

d) Subsequent discussion

There is an alternation between discussion on the computer and verbal discussion: at two points in the program there is therefore room for verbal discussion of the answers typed in.

#### *Why is this a good example?*

Firstly, this is a way to collect relevant gender aspects in a short time, and therefore very efficient. The results are not by definition exhaustive, and their level of detail is limited, but it is a good start to see whether further gender analyses are needed. Sometimes the results are already sufficient reason in themselves to make adaptations in a policy proposal.

A second advantage is that it is a good way to promote the gender awareness of policy officials, and thus their gender knowledge as well. In the inventorying workshops organised by the Visitation Committee, new and crucial insights have come to light on various occasions.

Thirdly, this working method has the advantage that contacts are created between external gender experts and policy staff. This also makes it easier for people to find each other afterwards. This can lead to further exchanges of knowledge – even on other subjects, whether related or not.

## 5. Checklist: 'SZW-toets' (Social Affairs & Employment test)

### *Introduction*

The SZW-test, developed by and for use within the Dutch Ministry of Social Affairs and Employment (SZW), is a phased plan for systematic development of policy and legislation. In this sense the SZW test is an aid to preparing and realizing policy and legislation and regulations, and serves as an instrument for improving the quality thereof. The SZW test does not give any extra criteria or points for attention, but systemizes the already-existing considerations and checklists relevant to the question of which policy might have to be implemented and what legislation and regulations might be required. One of the considerations that the ministry considers relevant to new policy and legislation and regulations is emancipation and man/woman differences.

### *Gender aspects in the SZW test*

There are seven headings in the test and gender is included as an aspect in three of them.

#### a) Problem analysis and policy design

The following questions are included in a series of questions and points for attention:

- Take account in the analysis of all the target groups for SZW policy.
- Take account in the analysis of possible differences between men and women.
- Describe the target group; to what group must the policy apply?
- Check whether a distinction has to be made between men and women, age, handicap, ethnicity, being an employee or an employer, etc. in order to achieve the desired goal.
- Look at the relationship to (SZW) emancipation and integration objectives.

#### b) Effects and problems

A number of tests are listed under 'Points for Attention' that must be addressed, such as the Environmental-Effect reporting and the Test for Administrative Problems. This section also lists the Emancipation-Effect Report. A concise description is given, together with a reference to the location of the instrument. Under 'Harmonisation' there is a statement that contact with the Emancipation Directorate must be made with regard to Emancipation-Effect Report.

#### c) Information, monitoring and evaluation

It is advisable to check whether, in the analysis of information requirements, attention must be paid to such things as emancipation objectives. Under the heading 'Harmonisation' it is also stated that if the provision of information covers other aspects that lie in the domain of other (policy-) directorates – e.g. emancipation objectives – the relevant directorate must be involved in setting up that information provision.

### *Why is this a good example?*

Although the test does not include a lot of gender questions, this instrument can nevertheless be very effective. In fact, all of the new policy must be tested with this instrument. This is a standard procedure. For this reason, all the staff involved in policy must attend a two-day course. Because gender mainstreaming is of central importance in this instrument, the course automatically promotes the staff's expertise in the field of emancipation. The implementation

will have to show to what extent this actually works, but the conditions are present by themselves to point out gender aspects.

## 6. Emancipation-Effect Report on *Levensloop regeling* (Career arrangement)

### Introduction

The *Levensloopregeling* is intended to facilitate staff in financing longer periods of unpaid holiday. It is a provision for saving up money and/or time to finance (longer) holiday periods. Thus it will be possible to use the arrangement to finance time off for parenthood (usually unpaid). In the case of long-term leave of absence for childcare or educational reasons it is not a question of a right, which does not arise with this arrangement anyway. If an employer so permits, an employee will however be able to take such leave. Finally, the arrangement is also expressly intended to be able to save up for financing early retirement (pre-pension). For the sake of clarity: no new entitlement to leave of absence/holiday arises, but employees can save up to span a period of unpaid holiday (whether entitlement to it exists or not).

### Survey question

At the request of the *Tweede Kamer* (House of Commons/Chamber of Representatives), the then Minister of Social Affairs and Employment ordered an Emancipation-Effect Report to be produced. This was carried out by the *Sociaal en Cultureel Planbureau*<sup>93</sup>. The survey question was as follows: What does the Career Arrangement mean for the participation in work and economic independence of women, the participation of men in childcare and the relationship between women and men as regards the division of paid and unpaid work with regard to housework?

### Survey set-up

The survey set-up largely followed the format of the (revised) EER<sup>94</sup>:

- Analysis of policy resolutions and defining the area of research;
- Reconstruction and assessment of the most important assumptions that underlie the policy resolutions;
- Analysis of the expected take-up of the Career Arrangement by different categories of staff;
- Analysis and assessment of the effects of this take-up on participation in work, economic independence, participation in care, m/f ratio regarding paid and unpaid work.

In order to be able to carry out the survey, use was made of the literature and data already available. No new material has thus been collected.

### Results

The first thing to be noted is that – given the current financial and time budgets of different categories of staff, particularly the higher-income groups – men, parents and couples without children living at home are potential users of the arrangement. In this sense, the arrangement

93 Keuzenkamp, S., (ed.) (2004) *Een EER voor de Levensloopregeling*, Sociaal en Cultureel Planbureau [Social and Cultural Planning Office], The Hague.

94 Meesters, M., Oudejans, A., (2005) *Handleiding Emancipatie-effectrapportage* [Manual on Emancipation-Effect reporting], Ministry of Social Affairs and Employment, The Hague

will bring about unequal effects. Women will use the Career Arrangement more often for financing leave for parenthood and/or home care, and men more often for early retirement. Higher income groups will use the arrangement more often than lower income groups, whereby Turkish and Moroccan households in particular seem to be at a disadvantage. Single parents do need time off, but generally have too little time or money to save. Childless couples and single persons have more financial reserves than couples with children and will therefore be more likely to use the arrangement for financing care leave or early retirement.

#### *Emancipation effects*

In view of the foregoing, the following emancipation effects are to be expected:

- Under the Career Arrangement women will not be working more hours. They will at most opt to finance part-time holiday and thus postpone the structural transfer to part-time work for a while. It is possible that a small group of women will not give up work after the arrival of children, thanks to the possibility of financing parental leave of absence (particularly through temporary shortening of parental leave). It is also possible that somewhat fewer women will give up work to undertake long-term volunteer aid. If the participation of older women in work increases over the coming years, that will mainly be a consequence of other factors (autonomous growth and the abolition of fiscally attractive voluntary redundancy schemes).
- The effects on the economic independence of women will also be limited in consequence of this. These will increase only very slightly as a consequence of the Career Arrangement.
- The participation in care will not be increased (permanently) by the Career Arrangement. It might well be that the temporary shortening of parental leave would encourage men to make use of parental leave. After all, it is especially the unpaid aspect of this which impedes them from taking up this leave of absence. It is possible that a limited number of men will also use the Career Arrangement to finance long-term care leave if they are confronted by a fellow human being with a long-term illness. In both cases however, the effect on the time that men spend in their working lives on care tasks is temporary.
- In view of the foregoing, it is unlikely that the Career Arrangement will result in a more equal division in the paid and unpaid work in households between women and men.

The significance of the Career Arrangement is all in all greater for possibilities for early retirement (particularly among higher income groups) than for combining work with home care. The measure hardly brings the Cabinet's emancipation objectives any closer to realisation.

#### *Why is this a good example?*

The example makes it clear that Emancipation-Effect reporting is necessary with these kinds of arrangements. The SZW ministry initially did not want an Emancipation-Effect Report to be produced, because it would be a matter of emancipation policy here and the EER is an instrument for testing general policy. However, the EER has made it clear that what is seen as emancipation policy does not always have to be that way. The Career Arrangement has no notable effects. Another reason to title this as a 'good' example is that it has contributed to people's knowledge of gender effects and it has raised gender awareness among the officials involved.

*And why on earth not?*

This Emancipation-Effect reporting has not led to modifications to policy. In spite of the fact that the arrangement will not have any effect on emancipation, which was actually the intention, the arrangement has been proceeding without change. This is partly due to the fact that the survey was conducted at a late stage (only after the Chamber of Representatives had emphatically asked for it) and changes in the regulations were no longer considered opportune. So this has taught us that emancipation tests of any kind must also be conducted at a much earlier stage.

## **7. Emancipation-Effect Report on Marital Property Rights**

### *Introduction*

The reason for the Emancipation-Effect report on Marital Property Rights<sup>95</sup> was the fact that the government was at the time investigating the possibility and desirability of changing the legal basis system relating to marital property rights, including in regard to dealing with the parliamentary bill on registered partnerships. In the proposals for the changes to the Law, it was specified that a system of community of property would continue to exist, but this would be limited to the goods brought in and accumulated during the marriage. Previous possessions, together with gifts and inheritances would no longer be automatically counted in. The contributions during the marriage are those which are generated by means of *arbeidsinspanning* (work effort). It was furthermore proposed to bring forward the time when the marriage ends to the time of the petition for divorce, to limit the recoverability of debts and to instigate a general obligation to exchange information between the spouses.

### *Survey question*

The survey question was as follows: what foreseen and unforeseen effects might result from this amendment for the legal position of the wife? This question is answered with the UN Treaty on Women's Rights as the testing framework. The survey question is therefore globally elaborated further as follows:

- Does the existing/intended arrangement discriminate directly or indirectly against women?
- Does the existing/intended arrangement contribute to an improvement in the position of women?
- Does the existing/intended arrangement contain harmful gender stereotypes?

### *Results*

The report states that the formulations in the bill are indeed gender-neutral, but that it seems to be mainly geared to formal equality. However, formal equality and material equality are two different things. This is not elaborated in the bill.

Another point is that formal ownership does exist during the marriage, but the partner who at that time undertakes mainly care work (at home) cannot validate any concrete claims at that time. The caring partner is dependent on the way the other partner disposes of this property.

---

95 Holtmaat, R., et al. (2001) *Emancipatie-effectrapportage wijziging basisstelsel huwelijksvermogensrecht* [Emancipation-Effect report on changing the basic system for marital property rights], Wichman, C., Institute, Amsterdam.

Moreover, the joint property is subject to all their debts in common, even though the caring partner might have had no part in incurring those debts. The fact that unpaid (home-) care work contributes to the earning capacity of the household is neglected and does not lead to an autonomously subjective right to a share in the marital property.

So, the following recommendations are made:

- Remunerate the contribution in the form of unpaid care work as a contribution to the couple's joint property.
- Adapt the control of the joint property (administrative arrangement) in such a way that both partners have equal rights to dispose of that property during the period of the marriage as well.

*Why is this a good example?*

This Emancipation-Effect Report was undertaken in time (before there were political commitments), although the people involved would have preferred it to be done somewhat earlier<sup>96</sup>. However, there was still sufficient opportunity to process the results of the survey into the final bill.

There was also sufficient support from the higher echelons of the civil service for this Emancipation-Effect Report. This contributed to ensuring that the process progressed well. There was good cooperation between civil servants and researchers.

Another important reason for presenting this EER as a good example is the fact that one section of the arrangement has actually been changed as a result of the survey: control over the joint property during the marriage, whereby the caring partner is given more control compared with the original bill.

All in all this EER proceeded well and has, from an emancipation viewpoint, produced an improvement to the original bill.

## **8. Emancipation-Effect Report on changes to the taxation system**

### *Introduction*

In 1996 a process was set in motion to review the taxation system in The Netherlands. The policy foundations for this new system are set out in the *Verkenning Belastingstelsel van de 21<sup>e</sup> eeuw* (Exploration of the Taxation System of the 21<sup>st</sup> Century)<sup>97</sup>. The alternatives for changes outlined in this document were such that they would have consequences for the (mutual) positions of women and men. The most obvious example was the replacement of the option to transfer the basic deduction for the pay and income tax between partners in a household by a tax rebate to be paid out individually. This could be considered as a milestone, which should

<sup>96</sup> Hupe, P., van der Meer, F-B., Steijn, B., (2002) *Doorwerking van Emancipatie-effectrapportages in beleidsprocessen* [The Effect of Emancipation-Effect reports in policy processes], Erasmus University, Rotterdam.

<sup>97</sup> Dierx, J. R., Grift, Y. K, Schippers, J. J., (1999) *Emancipatie-effectrapportage Verkenning Belastingstelsel van de 21<sup>e</sup> Eeuw* [Emancipation-Effect Report, Exploration of the Taxation System of the 21st Century] University of Utrecht, Utrecht.



contribute greatly to the further individualisation of the taxation system (at the expense of the 'breadwinner' principle, which is not so favourable from an emancipation point of view). Other proposals were the lowering of the marginal tax rates among broader tax bases and a change from labour-cost allowance to labour allowance/labour deduction.

#### *Survey question*

The global survey question in this EER was: To what extent do the policy alternatives listed in the planned review contribute to or impede the achievement of the emancipation policy objectives? The researchers made recommendations regarding future policy choices on the basis of this, and suggested new alternatives.

This is elaborated in more detail with the aid of the testing framework adopted. The first criterion is the current emancipation policy adopted by the government. One of the most important objectives of this emancipation policy was the re-distribution of paid and unpaid work. In particular, the economic independence of women and the share of men in (home) care work must be increased. The question is, to what extent can the changes in the taxation system contribute to this?

The second criterion is the principle of equality and equal treatment.

#### *Results*

The EER produced the following results:

- The non-transferable individual tax rebate is valued very positively. Under the old system, the non-working partner could transfer the basic tax-free allowance to the working partner, which greatly promoted the breadwinner model (husband works and wife stays at home). The researchers did however plead to make this tax-free allowance dependent on availability for the labour market.
- The plan to adopt a bottom limit of 70% of the legal minimum wage for the labour allowance (an allowance given to people carrying out paid work) is assessed negatively. This impedes (part-time) work by women in the lowest income groups due to poverty: it costs more to go to work than not to.
- The researchers plead strongly for the introduction of a combination allowance: those who combine paid work with looking after children should be given an extra allowance. This would stimulate the participation in work of women with children.
- The researchers note that the proposals in the Exploration are mainly based on the single wage-earner at minimum level, whilst they should be based more on the 'twice three-quarters' model: partners who both work and who both care for the children.
- Finally, it is noted that the treatment of the costs of childcare is unsatisfactory. In particular, this impedes women in the lower income groups from going to work.

#### *Why is this a good example?*

This Emancipation-Effect Report was produced in time, still leaving enough opportunity to use the results. Furthermore, it is extremely important that this EER has made (the need for) attention to emancipation issues in the Finance Department more obvious. It has had a positive effect on the attitudes of civil servants. The EER has moreover facilitated interaction with the Chamber of Representatives.

Last but not least, two recommendations from the EER have been embodied in the final new taxation system, which are extremely positive from an emancipation viewpoint:

- The introduction of the combination tax allowance: people who undertake paid work and look after children are given an allowance, which stimulates participation in work by women;
- The minimum percentage for the legal minimum wage to be taken into consideration for the labour allowance has been lowered from 70% to 50%. This stimulates the participation in work of women from the lower income groups, because they get an allowance sooner.

Taking all this into consideration, it can be said that the Emancipation-Effect Report has had a positive effect on support for emancipation on tax legislation in The Netherlands.

## 9. Conclusion

In this article we have covered various review instruments that can be used in the policy-preparation phase. These are not the only instruments: in the course of time numerous 'quickscans', fast tests and other aids have been used. The instruments we have discussed here have in common that they are well described. The inventorying workshop instrument and the EER instrument are even available in the form of manuals. They can easily and simply be applied or adapted to people's own needs. However, the success rate of an instrument depends not only on the quality of the instrument, but on all sorts of other factors: application at the appropriate time, commitment from the top, cooperation by officials and other civil servants, the availability of a budget, finding the right experts, etc. These more general conditions for *gender mainstreaming* always apply.

# Gender mainstreaming in Sweden

**Catharina Alpkvist**  
Consultant, AlpkvistAB

## 1. Introduction

So far gender equality never has existed anywhere in the world. Nowhere do women and men have the same power to shape society and their own lives. This means that when working with *gender mainstreaming* we are now building a society that is totally new, inviting and ever so exiting for some of us – and most probably threatening and hard to understand for others. Gender equality is an issue that challenges traditional attitudes, highly personal values and also the established power hierarchies found in all organisations. That is why it is a good idea for anyone who is in charge of this idea, to be very well prepared.

In Sweden the history of conscious gender equality started quite a long time ago. During the 19th century it began with the struggle for women's suffrage and the achievement of formal equality with men. But today – a century later – it is also a question of implementing new strategies designed to ensure equal opportunities for women and men in practice and in everyday life. This new strategy is called *gender mainstreaming*.

*Gender mainstreaming* is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels.

The concept of *gender mainstreaming* was first proposed at the 1985 Third World Conference on Women in Nairobi. The idea has been developed in the United Nations development community. The idea was formally featured in 1995 at the Fourth World Conference on Women in Beijing. Most definitions conform to the UN Economic and Social Council formally defined concept:

'Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and

programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.’

The Council of Europe has a crucial role to play in promoting gender equality in its member states, for example by defining common principles and standards to promote the full participation of women and men in society. *Gender mainstreaming* is one of these strategies.

The Council of Europe’s Group of specialists on mainstreaming agreed on the following definition: “*Gender mainstreaming* is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making.”

*Gender mainstreaming* cannot replace specific policies which aim to redress situations resulting from gender inequality. Specific gender equality policies and *gender mainstreaming* are dual and complementary strategies and must go hand in hand to reach the goal of gender equality.

In Sweden it started in June 1994 with the bill: ‘Sharing power, sharing responsibility’<sup>98</sup>. *Gender mainstreaming* was to be the new approach and the new strategy for the gender equality policy area. March 2006 saw the arrival of a new government bill: ‘Power to shape society and your own life: Towards new gender equality policy objectives’<sup>99</sup>. Here are the political ambitions expressed as the national gender equality policy objectives.

In Sweden, there is a broad political agreement on gender equality policy in general and on the need for all central government activities to be informed by an equality perspective. This task is prescribed in a range of policy documents, action plans and appropriation directions. And it is not confined to the usual gender equality issues: that women and men should have the same chance to advance in their careers, that there should be no unjustified pay differentials, or that both sexes should be represented at all levels in an organisation etc. These relate to staff policy and are dealt with under the Equal Opportunities Act. Here, the aim is to mainstream gender into core activities, which is a completely different matter.

This article will give two examples of what happened in Sweden during the time between<sup>100</sup> and shortly after<sup>101</sup> the introduction of these bills, and the political decisions and governmental

98 1994 SOU ‘Shared power, shared responsibility’ (Delad makt – delat ansvar, Govt Bill 1993/94:147).

99 2006 SOU The power to shape society and your own life: Towards new gender equality policy objectives’ (Makt att forma samhället och sitt eget liv – nya mål i jämställdhetspolitiken, Govt Bill 2005/06:155).

100 The JAMKOM project, within the framework of the Programme Group of the Swedish Association of Local Authorities (SALA) 1995-1998. The JAMKOM programme was led by Gertrud Åström, national gender mainstreaming expert.

101 Gender Mainstreaming Support (JämStöd) was a Swedish committee of inquiry that worked for two years (2004-2006) under a government mandate to provide information about gender mainstreaming and to develop practical methods and models for mainstreaming gender into central government activities. The committee was led by Ann Boman, management consultant and gender expert.

initiatives that were a result of it. It will give you some examples of good practice and new methods that have been and so far are used in Sweden in order to achieve equality between the sexes by *gender mainstreaming*. You will also find some good examples on how some regional and local institutions in Sweden successfully have worked in order to apply a gender equality perspective throughout the operation, wherever decisions are made and wherever activities are undertaken.

First of all *gender mainstreaming* is about operational development. When the way operational decisions affect women and men is analysed at a deeper level, the conditions are created for improving procedures and priorities. This is why it is so important for the person at the top to become involved in the work. The top managers in the public administrations are quite clearly essential to the process. The active participation of top management is a decisive factor if *gender mainstreaming* is to succeed. As the person in command, you can give the gender equality strategist a fully-fledged mandate to take action. When you demand results and reports, things happen in the organisation. When you give an issue priority and allocate the necessary time and resources for the work involved, you are nearing your goal. Managers who show no interest in the work, or remain passive, severely hamper the development process. On the other hand managers who understand that *gender mainstreaming* will further improve the quality of the activities that are required are the prerequisite of progress!

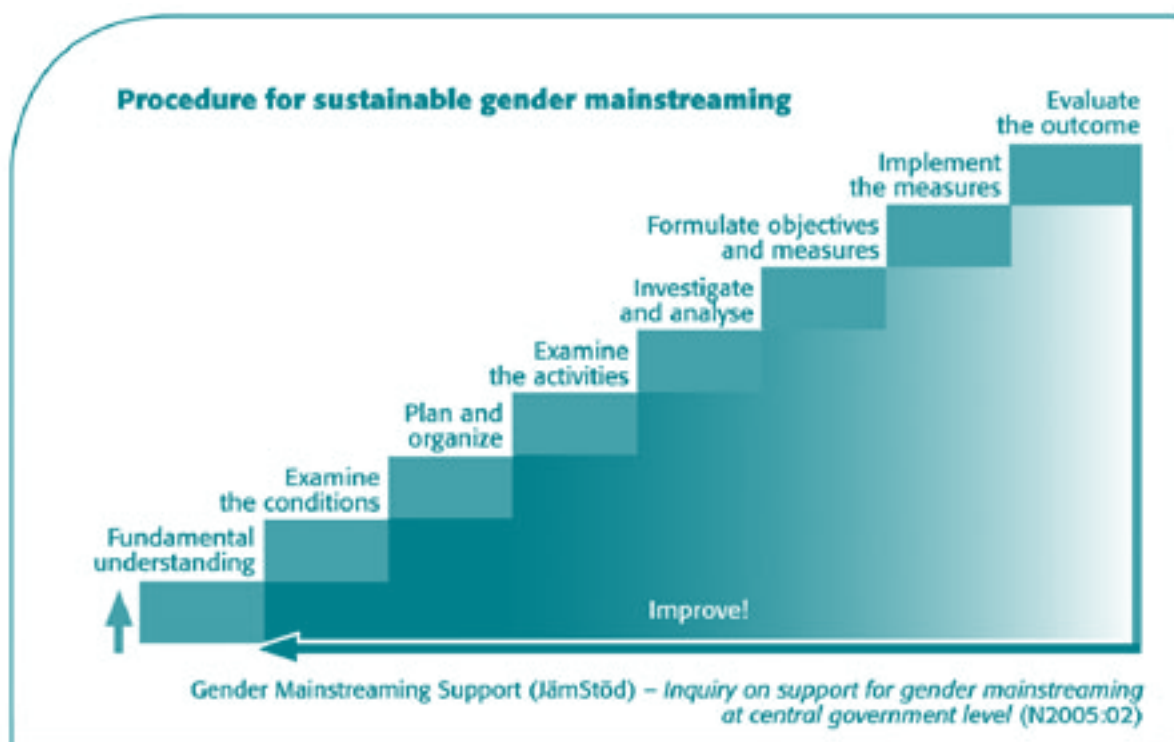
Secondly gender experts are certainly needed in the challenge of *gender mainstreaming* as in all other kind of progressive alterations. Development work as a whole represents a challenge – and this is certainly true of *gender mainstreaming*! It requires courage, resources and stamina – and of course skill. This is why training plays such an important part in the gender operation equality process, at many different levels.

## 2. The working model

The Procedure for Sustainable Gender Mainstreaming, or 'The Ladder'<sup>102</sup>, outlines both the various steps in the *gender mainstreaming* process. What has found on the basis of this model, must be done if the work is to have a lasting impact on the operation concerned. The Ladder is followed by a presentation of methods and models from steps one to eight.

---

102 The method has been developed by JämStöd, the Swedish Gender Mainstreaming Support Committee, and is described in the Gender Mainstreaming Manual (Metodbok för jämställdhetsintegrering, SOU 2007:15).



The first step of the ladder, basic understanding of gender equality, is fundamental to all levels and all people that are important in the process of *gender mainstreaming*. As an example, Östergötland County Administrative Board<sup>103</sup> was in 2004 responsible for *gender mainstreaming* training at four key workplaces in the county of Östergötland, one of which is the Östsam Regional Development Council<sup>104</sup>. Three training sessions at four hours each for all key personal at the office made a big difference in the understanding of the importance of *gender mainstreaming*.

After the training sessions it is time to use the completed gender equality analyses to produce an Action Plan for Gender Mainstreaming. It is based on the field of activities that are relevant by formulating the ordinary objectives within the organisation in a gender-specific way. A yearly evaluation of such an Action Plan that also contains activities, indicators and measures in order to create a more gender-equal organisation will enable us to determine whether the measures enhance gender equality are sustainable and satisfactory in the long run.

<sup>103</sup> The County Administrative Board is the national government representative office in the county of Östergötland and as such constitutes an important link between people and municipalities on the one hand, and the government and central authorities on the other. [http://www.e.lst.se/e/Om\\_Lansstyrelsen/in\\_english/](http://www.e.lst.se/e/Om_Lansstyrelsen/in_english/)

<sup>104</sup> Read more on the homepage [www.operationequality.se/training/Trainingdays](http://www.operationequality.se/training/Trainingdays) at the Östsam Regional Development Council.

### 3. The 3R-method<sup>105</sup>

In 1995, the Government allocated funds to the Swedish Association of Local Authorities in order to stimulate the development of mainstreaming a gender perspective in local policy processes. A two-year programme was launched, JAMKOM, with the aim of examining how a committee or board can work systematically for gender equality in its own field of operation. In order to put mainstreaming into operation, JAMKOM tried out a method, the 3R method, the main purpose of which is to systematise a gender equality analysis. Its primary testing ground has been in municipal operations. A final report on the programme was presented to the Government in February 1998.

### 4. The 4R-method<sup>106</sup>

This method is used to aid the survey and analysis of a given operation from a gender equality perspective. It provides a general picture of how the operation is run and financed at the present time and of what changes are required to meet the differing needs of women and men.

The survey seeks to answer the question: Who gets what, and on what terms? (1R+2R)

The analysis answers the question: How can we improve matters? (3R+4R)

The idea is that the gender patterns you detect will form the basis for a discussion with those running the operation. How can we formulate a vision and new objectives for our work when we look at the operation from a gender equality perspective? What has to be changed if we are to achieve the objectives?

At the end of this article there are two examples on how the 4R-method has been used in order to gender mainstream the activities on some different topics on regional and local level in the public administration in Sweden.

Work using the 4R-method can provide:

- information on the distribution of women and men in the various parts of the organisation and at all levels,
- information on how resources are allocated to women and men,
- an idea of the gender patterns that exist in the organisation, and their impact,
- a plan for remedying shortcomings.

<sup>105</sup> You can read more about the 3R method in the pamphlet *Jämställdhetsverkstan. Om Jämtegrering och 3R metoden i svenska kommuner* ('The equality workshop. Gender mainstreaming and the 3R method in Swedish municipalities'), published by the Swedish Association of Local Authorities.

<sup>106</sup> JämStöd has transformed the 3R method into the 4R Method. Read more in Gender Mainstreaming Manual – a book of practical methods from the Swedish Gender Mainstreaming Committee, SOU 2007:15

### *Step 1. R1 Representation – surveying gender representation*

In the first step, R1, you select a specific activity and the target groups to be measured. Begin by answering the question: how many women/girls and how many men/boys? The responses are supposed to provide a picture of the gender distribution at all levels of the decision-making process and the various parts of the operation, e.g. among decision-makers, staff, users, entrepreneurs, job applicants etc.

#### a) Who makes the decisions?

To answer the general question of how many women and how many men, you must first determine who the actors in the decision making process are. Here, the aim is to determine the extent to which women and men are represented in the decision making process. Look at the formal and informal decision making processes. Both must be examined to pinpoint where real decision making powers lie.

#### b) Who implements decisions?

This is where you describe where the decisions are implemented – in what bodies, at what levels and by which individuals. This could be people working in a local government department, in an association or in a company. It could also apply to job centre staff or treatment centre staff. What is the gender distribution of the selected groups?

#### c) The target group – who is the user/client?

What is the target group of the activity? It is important to be aware of the gender patterns in the county. Who are these women and men? How are they represented in various public and private arenas, companies, professions?

### *Step 2. R2 Resources – examining the allocation of resources*

R2 answers the question: How are our common resources – money, scope, time – distributed between women and men? The answers show how resources in the activity are allocated by gender. Who gets what? Examples of factors you can study are:

#### a) Time

What items, and what aspects, are allowed to take up time at meetings and in the processing, preparation and investigation of an issue?

- Who is allowed to take up time – as speakers, for example?
- Who is affected by the issues that take time?
- Can you see any gender-related patterns in what and who is given priority with respect to time?

#### b) Space

How is the public arena used by women and men? How, for example, is access to sports premises, land for new businesses, classrooms at training courses *et cetera* allocated?

#### c) Money

What is the allocation of direct payments – not just salaries, but other types of support as



well, such as loans and grants, operational costs (including costs for time and space in the shape of staff and premises)?

d) Information

- What information is important for an active participant in the project or the activity?
- Who receives important information? Who learns what, and when? How are different groups given information, and when? Is this done early in the process or late, and in what format?
- How many meetings are different groups invited to? What gender patterns can you see in the groups? Are some groups allowed to take part in more meetings than others? What is the representation of women and men in the 'important' groups?

e) Development work

What development work is undertaken in the project/activity, for instance in the form of training, trade fairs, study visits, investigations or project planning?

*Step 3. R3 Realia – analysing conditions*

R3 answers the question: What are the reasons for the gender distribution of representation and resource allocation? On what terms are women and men able to influence the design and use of the activity concerned?

Representation and resources are about quantity. Who has access to what? 'Realia' are the quantitative substance of an activity. The idea is that patterns will become clear through a survey of the first two Rs – patterns that will then lead on to questions about why things are the way they are. Here, we focus on the operation or activity itself, i.e. the content of the services produced. What is the reality, and does it match present objectives? The question is then: who gets what, and on what terms?

a) What is the situation in our operation?

- What gender patterns do we see?
- Whose needs are being met?
- Can you see whether the activity has been designed on the basis of a norm that favours one gender ahead of the other?
- Are women's and men's interests, opportunities and wishes met to an equal degree?

b) How does the activity deal with gender equality issues?

- Does the activity proceed on the basis of the user's/client's gender?
- Do women and men, as individuals and groups, encounter differing demands and expectations linked to stereotyped ideas of gender?
- What is the 'gender contract' in the activity? By 'gender contract' we mean the prevailing norms and values that lead to some tasks being defined as 'female' and others as 'male'.

With respect to the realia – the norms governing the activity – there are no simple factors that can be measured. An analytical approach and an open discussion are needed. This should be based on a familiarity with gender equality and gender, and perhaps on further

research that illustrates why the operation is the way it is, e.g. in terms of power relationships between the sexes.

*Step 4. R4 Realisation – formulating new objectives and measures*

R4 answers the question: What shape should the operation take if it is to achieve gender equality? Describe your vision of an operation adapted to the needs of both women and men.

When you have performed the analysis and answered the questions in R1–R3, it is time to decide whether the operation must change to live up to the gender equality policy objectives. Here, you can formulate a fresh vision for the activity – a vision based on the needs of women as well as men.

a) Vision

Try to express how the operation is to be run and what it must achieve if it is to be gender-equal.

b) New objectives and measures

- Examine current objectives for the activity. Are they sufficient, or do you need to draw up new ones based on the gender patterns identified in the analysis?
- Decide what measures are necessary to adjust distorted gender patterns.
- Decide a completion date for achievement of the objectives.

c) Follow-up

- Decide how the results of the measures are to be measured in relation to the new objectives.

What indicators or key ratios are to be used to follow up the activity?

- Decide when, and in what way, evaluation and follow-up are to take place.

**5. Example 1: Swedish Social Insurance Agency Östergötland, Sweden <sup>107</sup> (from 2006)**

The Action Plan of Gender Mainstreaming is one way of moving towards such heightened awareness. Section 11 of the Prohibition of Discrimination Act (2003:307) states: "Discrimination that is associated with ethnic origin, religion or other belief, or sexual orientation, is prohibited in connection with the social insurance system and connected benefit systems."

The Social Insurance Agency has a duty to ensure that everyone, regardless of gender, is treated professionally and given service and support appropriate to their needs and circumstances. The Social Insurance Agency, as the government authority responsible for social insurance, must guarantee that the individual will encounter legally consistent and uniform application of public insurance systems. Those of us who work at the Social Insurance Agency must keep

in mind that just like everyone else we are affected by prevailing norms and values about women and men, and we must be aware how these can impact on our application of social insurance.

The Action Plan is one way of moving towards such heightened awareness.

#### *R1 Representation – surveying gender representation*

##### *a) Who makes the decisions?*

80% of the employees at the Swedish Social Insurance Agency in Östergötland are women.

##### *b) The target group – who is the user/client?*

A vast majority of the persons that are reported sick for a longer time than one month are women (about 60-40).

#### *R2. Resources – examining the allocation of resources for persons that are reported sick for a longer time than one month:*

Who gets what?

<u>1st quarter of the year -06</u>	<u>Women</u>	<u>Men</u>
Mapping before decision	309 days	261 days
First important meeting	516 days	472 days
Rehabilitation plan	403 days	383 days

#### *R2. Resources – examining the allocation of resources concerning the benefit of assistance for disabled persons of both sexes:*

Who gets what?

- More men than women were awarded assistance,
- More boys than girls were awarded assistance,
- Men were awarded more hours of assistance than women,
- Boys were awarded more hours of assistance than girls,
- Men get a higher amount of compensation per hour than women,
- Boys get a higher amount of compensation per hour than girls.

#### *R3 Realia – analysing conditions*

What is the situation in our operation? How does the activity deal with gender equality issues? The Swedish Social Insurance Agency analysed the figures according to R1 and R2 and compared the results to the Swedish Gender Objectives.

*R4 Realisation – formulating new objectives and measures*

So the Swedish Social Insurance Agency Östergötland, Sweden set up new targets for their own work: According to the Action Plan of Gender Mainstreaming there is only one way of moving ahead! This is wrong! From now on man is the norm! We are going to treat women as we today treat men! We are going to treat girls as we today treat boys! Three years from now there are to be no differences between women and men, boys and girls!

**6. Example 2: City of Gothenburg, Kortedala School<sup>108</sup>***Background*

We believe that girls have a need for special assistance that is equal to that of boys. However, the types of assistance boys and girls need may differ.

*Purpose and problem*

The aim was to see to it that girls' and boys' needs for special assistance are met based on their needs. How do different actors deal with assistance from the perspective of equality? By 'equality' we mean that each individual's need is to be met based on the objectives stated in the Education Act, regardless of sex. Are more boys than girls granted extra assistance in classes 1-5 in the Kortedala schools in the spring 2000? Are the girls' needs for extra assistance treated in a different way than to the boys' needs? How can we draw up a model which creates more equal conditions for assistance to both boys and girls who are in need of special assistance?

*R1 Representation*

*The director of Children & Youth Services was a man. The Children and Youth Services executive committee consists of, besides the director, seven women and three men.*

*Of the class teachers of the 56 classes, 4 are men and 52 are women.*

*Of the 1024 pupils covered by these responses, 490 are girls and 534 are boys.*

*R2 Resources*

13.1% of the girls of all pupils receive assistance of some type

27.9% of all girls receive assistance of some type

23.8% of the boys of all pupils receive assistance of some type

45.0% of all boys receive assistance of some type

*Results Divided by Class:*

In classes 1-2 there were 240 girls and 239 boys. 21.7% (26 % of the costs) of the girls and 31.4% (74 % of the costs) of the boys received special assistance

In class 3 there were 69 girls and 57 boys. 17% (38.8% of the costs) of the girls and 83% (61.2% of the costs) of the boys received special assistance.

In class 4 there were 76 girls and 81 boys. 27.6% (26% of the costs) of the girls and 42% (74% of the costs) of the boys received special assistance.

In class 5 there were 94 girls and 138 boys. 12.8% (27% of the costs) of the girls and 27.5 % (73% of the costs) of the boys received special assistance.

### *R3 Realia*

An individual teacher or a teaching team feel that a pupil needs assistance. The teacher talks to the parents and the pupil about how (s)he sees the pupil's needs, during an assessment talk. The pupil's needs are then discussed at a pupil welfare committee meeting. The pupil's welfare committee then forms the grounds for a decision on assistance locally in the school, or an application for extra resources from the director of operations. A decision concerning extra costs is made by the director after consulting with a municipal operation officer and a profit centre director. The assistance is intended for an individual and it is the individual who is burdened by the problem.

The vision is that everyone, boys and girls, are to have the conditions for achieving the school's objectives. This means that everyone, both boys and girls, are to be given the best prerequisites for learning to read, write and master the four rules of arithmetic.

Seen against the background of the results of the survey, the conclusion is that boys, to a greater extent than girls, enjoy more special assistance. When you look upon the difference in assistance to girls and boys, such as in the form of a pupil assistant it is necessary to find out:

– Does an educator look for assistance for the pupil who disturbs the class or for the pupil who has a learning impairment?

Many of the forms of assistance are based on removing the problem, i.e., taking the pupil out of the classroom. The only assistance that was equally distributed among boys and girls was speech therapy. Our theory is that this is understandable. A speech impairment is a tangible problem and, therefore, it seems to be easier to meet the pupil's need for help. The feeling is that the school has a perspective on assistance that is too short-term and deals with the need for assistance as a survival strategy and not on the basis of the pupils' long-term needs.

### *R4 Realisation – formulating new objectives and measures<sup>109</sup>*

It is our opinion that educators and school leaders need better tools for measuring when the need for special assistance is relevant. The assessment should be based on knowledge of both the child's individual situation and the situation in the group, with the purpose of increasing knowledge of special assistance for both girls and boys.

109 The Kortedala Project is originally an example of the 3R-method. But since the project leaders in the Kortedala Project formulated new objectives based on the new knowledge learned by the 3R-method it is the author of this article that has translated these objectives to R4. This is done after the Kortedala project was completed and only in order to show the advantages of a fourth R in the method.

## **7. The final step**

When going back to the Ladder the seventh and final step is about evaluating the outcome of an operation or activity from a gender perspective.

Follow-up – Have we achieved our objectives? What were the results of our work? How do we assess the quality of what we did?

Evaluation – What lessons can we learn? How do we make positive changes last? What can we learn from changes for the worse? What is the next step?

Disseminate results – How do we disseminate the outcome and the lessons learned throughout the organisation? How do we make the outcome sustainable?

And how do we celebrate our successes?

# Gender Test

**Nicolas Bailly**

*Attaché, Institute for the equality of women and men*

**Art. 3**, paragraph 2 of the Law of 12 January 2007 states that: “for every project concerning a legislative or regulatory bill, the minister shall draw up a report evaluating the impact of the project on the respective situations of women and men.”

**Art. 2** of the Law of 12 January 2007 lays down that the government must ensure “the integration of the gender dimension in all the policies, measures, budget preparations or actions that it takes, in order to prevent or correct any inequalities between women and men.” To do this, the Law of 12 January 2007 provides for the establishment of an appraisal (known as a ‘gender test’) designed to evaluate the potential impact of any draft legislative or regulatory bill on the respective situations of women and men. The objective of this gender test is therefore to take account of the gender dimension when drawing up a policy measure (*ex-ante* analysis). This work carried out upstream of the adoption of the measure, will be based on an analysis of disaggregated statistics and on thorough knowledge of the ‘target groups’ affected by the planned policy measure.

In concrete terms, this test will take the form of a questionnaire which will have to be answered by the person responsible for defining the policy measure. This questionnaire will be appended to the dossier sent to the decision-making body.





# Institutionalisation of *gender mainstreaming* in the functioning of administrations

5

# Making a success of *gender mainstreaming*: a multi-dimensional challenge

**Cornet Annie**

*Professor, EgiD-Hec- University*

## 1. Introduction

Implementing *gender mainstreaming* in the projects of a department or organisation is an operation that requires time and resources, and which is far from simple because it still often goes against customary practices and representations. This article aims to identify the success factors of such a policy. We will structure our proposal around six factors for success<sup>110</sup> :

- 1 Going beyond statistics categorised by gender to produce an analysis in terms of gender,
- 2 Convincing people,
- 3 Integrating *gender mainstreaming* at each stage in the process of decision-making and political action,
- 4 Involving different categories of players and parties directly concerned,
- 5 Mobilising an assembly of resources,
- 6 Acting multidimensionally: on individuals, on structures, on society.

It is not a question of proposing a recipe that will guarantee the success of all projects and campaigns linked to gender mainstreaming, but of indicating areas for reflection, a toolbox to be used to best advantage in accordance with everyone's contexts and realities.

## 2. Going beyond statistics categorised by gender to produce an analysis in terms of gender

Carrying out *gender mainstreaming* projects requires having disaggregated data available, but that goes well beyond using the sex variable as an independent variable. It is a matter of using these disaggregated data and sex-differentiated analysis to attack the sources of inequalities between women and men, i.e.:

---

<sup>110</sup> This text is largely inspired by the Gender Mainstreaming Manual for public services, created for the Institute for the Equality of Women and Men, 2005-2006, final report July 2006, with Dieu, A.M., in collaboration with Amazone (Els FLOUR).

- Feminine and masculine stereotypes;
- Roles customarily assigned to the sexes;
- The inequality of women and men in their access to resources, to decision-making, to equitable participation in the benefits of a government policy;
- The positioning of women and men in hierarchical strata (hierarchisation).

Each culture and society defines feminine and masculine characteristics and roles in association with the biological differences between men and women, and constructs representations that have more or less value according to their feminine or masculine nature. These social constructions determine the behaviour and attitudes perceived as “normal” and “natural” for men and women. The inequalities are constructed around the stereotypes and representations. Any *gender mainstreaming* project will therefore have to make people understand the weight of these representations in situations of inequality and the importance of challenging them, in particular through information, awareness-raising and training.

### 3. Convincing people

One of the first things to do in a *gender mainstreaming* project is to convince all the parties directly involved of the necessity to conduct campaigns and look at the problems encountered in government policies with an eye towards gender. Various arguments can be put forward to justify the investments granted for integrating *gender mainstreaming* into the policies being developed by the federal departments:

- A concern for the equality of women and men,
- A concern for regulatory matters,
- A logic of efficiency and effectiveness,
- A logic of good governance and modernisation of the civil service.

#### *A concern for the equality of women and men*

The notion of equality between women and men assumes that every citizen is not only able to enjoy equal rights but also equal conditions for fulfilling their entire potential and ambitions participating in society (equal opportunities). It is accepted that political actions should proceed in the direction of effectively substantiating this fundamental value. The concern for equality between men and women is therefore part and parcel of the democratic and egalitarian principles of our society. It is also a response to ethical concerns and the responsibility of society.

#### *Respect for the Law and compliance with international directives*

There are various pieces of legislation designed to regulate the equality of rights and facts between the sexes: international, European, national and regional legislation. In Belgium, the Law of 12 January 2007 states that the gender dimension will be integrated into the management plans, administration contracts and any other strategic planning instrument in all government departments. This Law obliges the departments:

- To define the gender indicators making it possible to measure the process of integrating the gender dimension and achieving the strategic objectives;
- To append a gender note to every draft general expenditure budget detailing the grants allocated to campaigns promoting equality between men and women for each department, State department with separate management, State enterprise and public organisation;
- To draw up a report evaluating the impact of the project on the respective situations of women and men for every project concerning a legislative or regulatory bill;
- To make sure that all the statistics they produce, collect and order in their field of action are differentiated according to sex and that gender indicators are drawn up;
- To make sure that equal opportunities are taken into account in calls for tenders and in the granting of subsidies.

Reminding people about the legal constraints could be a spur to action, although we should be aware that that might not be sufficient to arouse the genuine involvement of the parties concerned.

#### *A concern for efficiency and effectiveness ('business case')*

It should be pointed out that *gender mainstreaming* is a response to concerns for the effectiveness (fulfilling one's missions better) and efficiency (using one's resources better) of government departments.

#### *Effectiveness*

Gender mainstreaming is an effective tool for improving the services offered to users because it makes it possible to better identify and thus meet the expectations of citizens that it acknowledges in their specificities (living conditions and realities of women and men). Thus, whatever the problem or theme being tackled, the expected impact of an action plan generally concerns a highly specific public (adult immigrants, parents of children attending school, new migrants, secondary school pupils, AIDS victims, illiterates, football supporters, etc.). If we want to optimise the effectiveness of a plan of action, it is crucial to carry out a 'gender' analysis on the theme and the public envisaged:

- Situations specific to men/boys and to women/girls;
- Relationships of power and dependence between the sexes;
- Different needs;
- Inequality situations;
- The weight of stereotypes and gender-oriented roles.

If such an analysis is not done, we risk resorting to methods or developing activities which, sometimes without our noticing it, will not only exclude varying proportions of women but also men, in certain cases. The final impact of the plan of action will necessarily be weakened.

#### *Efficiency*

While the effectiveness of an action plan is linked to its impact, efficiency is a function of 'productivity' and thus of the utilisation of resources. An assessment of the efficiency of a plan of action evaluates the results obtained in comparison with the expenses incurred and the resources utilised. In this perspective, the integration of gender should enable:

- Better utilisation of the skills of men and women, and thus optimum utilisation of the available resources;
- Improvement in collaboration and the exchange of skills and knowledge;
- An increase in the quality of decision-making through a greater variety of perspectives and a more detailed critical analysis.

*A concern for good governance and modernisation of the civil service.*

The principles of good governance include increased transparency in political decision-making processes (criteria, actors, priorities, etc.) and regarding their impacts. The political actors are thus likely to have to face up to their commitments and responsibilities with regard to a society that is more egalitarian for women and men. Good governance also envisages greater involvement by the civil society in the management of the State and envisages an objective of participation and involvement by the various actors in the decision-making processes: political actors as well as civil servants and representatives of the needs of target-groups (associative sectors, etc.) and thus also the associations that defend the principles of equality between the sexes. This also meets the objective of greater involvement and participation by both sexes in the decision-making process.

The modernisation of the civil service envisages the development results-oriented management (ROM) and the importance of obtaining a quality certification (CAF – *Common Assessment Framework*<sup>111</sup>). One might reasonably assume that concerns for equality between women and men will be integrated into these tools and that indicators regarding that equality will be produced by the administrations.

#### **4. Integrating gender mainstreaming at each stage of the decision-making process and political action**

*Gender mainstreaming* is a global and structured approach that aims to act preventively on inequalities between women and men; it affects all government policies and actions and must not be confined to occasional projects. It concerns all the fields of political action and therefore not only matters that can be personalized and social, and must be capable of finding its place in all stages of the decision-making process and political action: from diagnostic to evaluation, passing through drawing up strategic plans and implementation.

The methodologies deployed in the *gender mainstreaming* manuals plead for a sequential approach that follows the traditional stages of formulating and implementing policies. The fact of following each of these stages is *de facto* one of the best ways of achieving reliable results. However, the fact of having neglected a gender aspect at one or other of the stages does not prevent these concerns from being included in the rest of the process, in particular for the purpose of seeing whether or not corrections and adjustments should be made to the choices offered and the actions undertaken.

<sup>111</sup> <http://publicquality.be/>

## 5. Involving the parties directly concerned

All categories of actors (from civil servants to political representatives, and including the partners in public action) have the opportunity to act for the reduction and prevention of inequalities between the sexes. The success of a *gender mainstreaming* project thus goes through a process of mobilisation and involvement of the various actors concerned. It is not enough to have a minister and a department responsible for equality. Action is needed which is collective, transversal and preventive, pursued by everyone in the whole of the process. *Gender mainstreaming* concerns all the actors in decision-making and government action:

- The political men and women (parliamentarians, senators, ministers, secretaries of State) and the strategic units and/or member of political cabinets;
- The SPF management teams, semi-public bodies and public enterprises;
- The hierarchical line;
- The statutory and contractual functionaries responsible for implementing policies;
- The services and departments responsible for implementation support (internal communications, training, compiling and analysing statistics, human resource management, internal evaluation units, etc.);
- Trade unions and workers' representatives;
- The partners with whom the civil service collaborates for all or some of its missions (associations, university teams, consultancy or study agencies).

To make a success of a gender mainstreaming project requires identifying those actors, raising their awareness of the importance of taking gender into account, and also getting them to make reports on how gender was encountered in their work.

## 6. Mobilising an assembly of resources

A *gender mainstreaming* project requires mobilising an assembly of financial and human resources and fast and easy access to tools and resources: sex-differentiated (disaggregated) statistics and gender indicators, studies combining the themes of action and gender, lists and contact details of experts (male and female) capable of illuminating the theme from the gender angle, information about documentation centres, access to good practices, check-lists that make it possible to verify that concerns about equality between women and men have been integrated into the projects and campaigns being conducted.

There are several resources that can be mobilised to integrate *gender mainstreaming*:

- Sex-differentiated statistics enabling disparities between the sexes to be identified;
- Quantitative and qualitative indicators enabling the situations of women and men to be compared in space and time;
- The consultation of methodological experts (gender mainstreaming) and of content, including the Institute for the Equality of women and men;
- Existing studies as well as new research or complements to existing research;
- The mobilisation of external partners: user-groups, representatives of associations, social partners, etc.

Web sites and intranets should enable easy, visible and fast access to these resources. Thus, on the intranet the research should make it possible to find the following quickly by typing in “gender” and/or “equality of women and men”:

- An explanation of what *gender mainstreaming* is;
- The reasons why the service or department would like to conduct campaigns on this theme;
- Advice on pursuing such an approach;
- Tools;
- The contact details of internal resource people;
- Links to find resource persons;
- Documentation with, in particular, a link to the Institute for the Equality of Women and Men and the Equal Opportunities Council;
- A page presenting the campaigns conducted within an administration and department on the theme of equality between women and men.

If the intranet or internet site contains glossaries, directories and fact sheets, we must make sure that there is a “*Gender Mainstreaming*” heading explaining what it is all about, as well as a “gender and ... (area of activity) page explaining why we still have to think in terms of equality between women and men. Better still would be that, in each theme covered by the site, we show how to take the equality of women and men into account. Then we would really be into mainstreaming. Occasional collaboration with experts or the Institute for the Equality of Women and Men might be envisaged to do this work. One might also envisage that, apart from the information available on the site, information linked to the equality of women and men could be provided in a specific leaflet, distributed to all the staff.

Belgique – gouvernemental	Language
<i>Institut pour l'égalité des femmes et des hommes</i> [Institute for the Equality of women and men] The Institute for the Equality of Women and Men (created in 2002) is the federal public institution with a mandate to guarantee and promote the equality of women and men, and to combat any form of discrimination and inequality based on sex. <a href="http://www.iefh.fgov.be">www.iefh.fgov.be</a>	Fr/Nl
<i>Conseil de l'Égalité des Chances entre Hommes et Femmes</i> [Council for Equal Opportunities for Men and Women] The Council for Equal Opportunities for Men and Women is a federal advisory body, created by Royal Decree on 15 February 1993. The Council is conceived as an instrument for the purpose of achieving equality <i>de facto</i> between men and women and eliminating direct and indirect discrimination. <a href="http://www.conseildelegalite.be">www.conseildelegalite.be</a>	Fr/Nl
<i>Egalité des Chances Communauté Française</i> [Equal Opportunities, French Community] The principal task of the Equal Opportunities Directorate is to promote and encourage a dynamic of Equal Opportunities in matters that come under the jurisdiction of the French Community. Moreover, it supports and informs the associative sector and functions as a location for resources. <a href="http://www.egalite.cfwb.be">www.egalite.cfwb.be</a>	Fr
<i>Conseil wallon pour l'Égalité entre les femmes et les hommes</i> [Walloon Council for the Equality of Women and Men] The Walloon Region's Council for the Equality of Women and Men is a regional advisory body, created in 2003. The Council's missions are to formulate advice and recommendations on any question relating to equality between men and women, to propose the means to be deployed to accomplish that mission, to provide advice on regulatory measures, monitor the problem of equality between men and women at other levels of power. <a href="http://www.cesrw.be">www.cesrw.be</a>	Fr

<p><i>Gelijke Kansen Vlaanderen</i> [Equal Opportunities, Flanders]</p> <p>This unit prepares, implements and evaluates the equal opportunities policy in Flanders, under the responsibility of the Minister for Equal Opportunities. It fights against discrimination, creates plans of action, conducts and monitors specific projects.</p> <p><a href="http://www.gelijkekansen.vlaanderen.be">www.gelijkekansen.vlaanderen.be</a></p>	NI
---	----

Belgium – non governmental	Langue
<p>Amazone</p> <p>Resource centre for the equality of women/men (created in 1995): Accommodates various women's associations, has a documentation centre specialising in equality policies, functions as a meeting and conference centre. The site offers <i>Digma</i>, the database of instruments for <i>gender mainstreaming</i> (see 'Infothèque, Bases de données')</p> <p><a href="http://www.amazone.be">www.amazone.be</a></p>	Fr/NL (En)
<p>Université des Femmes – Bibliothèque Léonie La Fontaine</p> <p>The Women's University develops and disseminates feminist knowledge accessible to men and women. Their Léonie La Fontaine library has a large collection of works, reviews, articles and memoirs concerning women, gender and feminist studies, which can be accessed via an on-line catalogue.</p> <p><a href="http://www.universitedesfemmes.be/">www.universitedesfemmes.be/</a></p>	Fr
<p>RoSa is the Flemish counterpart of the Léonie La Fontaine library. Its library is accessible via an on-line catalogue (English/Dutch) and the centre offers a press review and files on its site.</p> <p><a href="http://www.rosadoc.be">www.rosadoc.be</a></p>	NI (Fr, En)
<p>Sophia</p> <p>Sophia is the Belgian coordination network for feminist studies. Its aim is to promote and develop feminist research and teaching and on women in Belgium, and to network the people and associations concerned. Its site offers, among others, a research and teaching database.</p> <p><a href="http://www.sophia.be">www.sophia.be</a></p>	NI/Fr
<p><i>Conseil des Femmes Francophones de Belgique</i> [Council of French-speaking Women in Belgium]</p> <p>Made up of some fifty women's organisations as well as individual members, the Council of French-speaking Women in Belgium (CFFB) is a pluralist organisation for continuing education, which undertakes to promote the rights and interests of women and women's associations.</p> <p><a href="http://www.cffb.be">www.cffb.be</a></p>	Fr
<p><i>Nederlandstalige Vrouwenraad</i> [Dutch-speaking Women's Council]</p> <p>The Council of Dutch-speaking Women oversees numerous women's associations in Flanders. Its aim is to inform, organise consultation and dialogue and undertake lobbying in the interests of women.</p> <p><a href="http://www.vrouwenraad.be">www.vrouwenraad.be</a></p>	NI

The theme of equality of women and men should also appear regularly in the various internal information documents: internal journals, newsletters, but avoiding making them into a special edition! To act in the spirit of gender mainstreaming, it seems more effective to work with the editorial teams of these media so that each number contains information, experiences, testimonies and links relating to equality with regard to the theme being broached.



## 7. Acting multidimensional

Finally, the success of a *gender mainstreaming* project requires people to act multidimensionally, thus simultaneously:

- On individuals (men AND women) with a view to changing behaviour, attitudes, values and representations;
- On structures (ways of organising work, managing human resources, culture and financial resources).

### *Acting on individuals: information, awareness-raising and training*

Even though experts are associated in the process, the hierarchical line, the actors managing the plan of action and the associate partners must be aware of the importance of including gender in their priorities and must have at their disposal shared knowledge on the subject of social relationships of gender. The actors involved in the process might have different levels of awareness of the importance and necessity of investigating the differentiated impacts of a policy on women and on men, of fighting sexual stereotypes and situations of inequality. Some of them are indifferent, others are against it, others think that it is impossible to act at this level because it is largely outside their field of competence and action, many are sceptical as to the usefulness of such an approach. Awareness-raising, information and training are therefore essential.

### *Information and awareness-raising*

One of the first levels is information and awareness-raising, which aims to show the interest in including concerns about the equality of women and men in the various campaigns conducted in public services. We must get common agreement on the reasons behind the campaign/ action and the objectives to be achieved. Moreover, we have to inform people about the means to be deployed and the resources that can be relied on, about the internal and external practices that might be a source of inspiration, about the results achieved and their impact in terms of improving the effectiveness of public services and efficiency (better utilisation of resources).

Information and awareness-raising must act at the level of representations and stereotypes in order to induce the collaborators to revise their attitudes (scepticism, suspicion, fear) and their behaviour. This risks being difficult because it is a matter of upsetting certitudes, ways of living and thinking. Examples from practice, testimonies, good practices with presentation of the successes can help to convince people. To do this, several media can be used: folders, articles in internal journals, information sessions, intranet, formal or informal verbal communications via the hierarchical line in particular. These media must draw the attention of the actors to the strategic commitments undertaken by the directorate in terms of the equality of women and men and to the importance of including this concern in concrete actions. That often means that people have to be shown that, contrary to received ideas, situations of inequality between women and men do exist, that everybody – man or woman – takes part in reproducing sex-oriented stereotypes and that the living conditions and responsibilities of women and men require specific ways of looking at them.

### *Training*

Information and awareness-raising are important, but not enough. Training courses on gender must be included in the training programme proposed to the collaborators. The Institute for the Equality of Women and Men proposes just such training courses. Resource centres like Amazone or the Women's University can also orient themselves towards the existing supply of training or potential trainers.

There are three approaches to training:

- A gender training course that explains the concept of gender, male-female inequalities, phenomena of separation and the positioning of women and men in hierarchical strata (hierarchisation). It is also a matter of leading the participants to question their representations, stereotypes and attitudes, the view they have of men and women, their degree of adherence to the principle of equality and their degree of perception of unequal situations. This state of awareness goes through a cognitive dimension (knowledge), an affective dimension (feelings and emotions, attitudes) and a conative dimension (moving into action).
- A training course in *gender mainstreaming* that explains how to implement such an approach. The content here is methodological.
- Specific training on certain themes linked to gender:
  - E.g.: gender and public finances
  - E.g.: gender and health
  - E.g.: gender and development.

A more ambitious programme but nonetheless coherent with the approach is to evaluate the whole of one's range of training from the gender angle: content, target public, trainers, pedagogic tools and cases, training process.

### *Acting on internal structures*

Installing an external mainstreaming approach would suppose being in line, internally, with the principles one is attempting to inject into one's projects and policies. The management must therefore make sure that the organisation of work (the structures) and the organisational culture do not enter into conflict with the equality of women and men. If an SPF, service, department or organisation wants to promote the equality of women and men, it must question what is going on in that organisation. In fact, it is difficult to plead for campaigns to promote equality if the structures that conduct them are themselves unequalitarian, if they reproduce sexual stereotypes, if they take part in the creation of inequalities. With a view to coherence, it might be useful in the management committee to enquire into various points relating to the organization of work and the policies of the GRH.

### *Taking a look at the organisation of work*

The gender-oriented division of jobs and positions still exists in many services and departments of the civil service. With a view to coherence, it would be interesting to enquire into the impact that this homogeneity of the staff might have on the representations and the actions implemented. A greater mix of the sexes in these jobs and positions would no doubt make it possible to break the sexual stereotypes, as well as to better understand the realities,

constraints and living conditions of either sex, to improve people's understanding of the effect of gender on the needs of the target publics, on the type of action to undertake, on points that deserve special attention at the time of evaluation. The under-representation of women in positions of power and responsibility (vertical segregation or glass ceiling) risks influencing the practices of the administration. Conversely, one might hope that if the number of women who have responsible positions increases, the awareness of equality in the agenda of government policies should improve.

One of the characteristics of the civil service is the considerable mobility of the staff: geographic mobility, change of service, department or SPF. All too often that mobility occurs without a transfer being organized within the section the agent is leaving of that person's expertise and a follow-up of his files, especially if it is a question of activities perceived as being irregular and occasional, which is often the case with questions relating to equality. The effect of that is that the expertise acquired on the subject of equality between women and men, as well as the network which has been set up, is often 'lost' and that any new action is constructed without any transfer of skills. It would be interesting to be able to organise a transfer of the gender expertise if there is mobility of the internal staff so as to be able to ensure a follow-up of the files and make sure that traces remain of the actions undertaken, the results gathered and the contacts already made in the past. The integration of gender in the actions of the various functionaries and partners of the civil service would suppose that this dimension be taken into account in the quality certification processes (CAF-Common Assessment Framework).

#### *Enhancing the integration of equality into the management of human resources*

The objective is not to produce a guide for a non-sexist policy of human resources management. However, it is essential that the integration of gender into the actions of civil servants be clearly formulated and enhanced in:

- The objectives to be achieved;
- The description of the tasks and positions;
- The identification of the skills acquired or to be acquired;
- The evaluation of the personnel (accountability).

We have already highlighted the importance of including taking account of the gender aspect and thus of the concerns about the equality of women and men in the objectives of projects to be implemented. This point must also be included in the individual objectives put in place in consultation with the hierarchical superior. For some people, it will be a matter of a transversal objective, but for others it might be a specific objective, linked for example to a key role to be played in a plan of action or an activity to be instigated on the equality of women and men.

The description of the tasks and positions must:

- On the one hand include the transversal concerns on the matter of equality;
- On the other hand, avoid sexual stereotypes and take account of the constraints and living conditions of either sex and thus their family and social responsibilities – of course, so long as a form of conciliation is possible with the requirements of the service.

The description and classification of the job positions must be careful to recognise and give due value the skills and demands of the position which are often forgotten or neglected in positions largely filled by women.

The civil service has started making skill appraisals. It would be interesting, for the sake of coherence, if these skill appraisals could make it possible to identify and give due value to the expertise acquired on the subject of equality between men and women. Such expertise could be linked to people's career histories (previous employers and or positions), to projects on which the person has worked, to networks, to training courses pursued. A precise identification of these skills would enable greater efficiency in the management of human resources. It would in particular make it possible to identify quickly those persons who could be assigned to a permanent or temporary plan of action linked to equality, but also to put in place a real system for sharing skills, knowledge and expertise.

The staff assessment must be able to take account of the investment of staff in thematic projects that make it possible to advance the cause of equality between women and men. It is a matter of rewarding the taking of initiatives, joining networks, creating tools and good practices, disseminating expertise and knowledge, taking account of the constraints and living conditions linked to sex-based division of family and parental roles. Conversely, if people demonstrate sexist behaviour, if they have implemented actions that reinforce inequalities or if they participate in the devaluation of one of the sexes, attention should be drawn to such behaviour.

#### *Networking expertise*

Several structures and organisation entrust the *gender mainstreaming* dossier to one person in each department who is identified as a relay-person; this person serves as an intermediary between people who have questions relating to gender and the internal and external resources. These relay-persons must join networks for the purpose of exchanging their expertise, problems and solutions. The Institute for the Equality of Women and Men and the diversity department of the P&O (Personnel & Organisation) have set up such networks. That presupposes that these activities – networking and participation in dialogues and seminars that enable people to keep up to date on what is happening on this theme – are clearly integrated and given due value in the tasks and working hours of the civil servant concerned.

Thanks to the new technologies, and the development of intranets in particular, certain networks are trying to structure themselves into practice communities. Practice communities include people who want to learn from each other. They are defined by their field of intervention, linked to the professional practice of their members, and inspired by shared values and common interests. The practice communities aim to be a tool for managing knowledge, whether it be capitalising on it, transferring it, exchanging it or updating it. They start from the notion that knowledge only makes sense in precise organizational contexts and in the exchange of it. They are part of the trend towards organisational learning (learning enterprise).

## 8. Conclusions

The objective of this text was to identify the factors for success of any *gender mainstreaming* project. We have highlighted the importance acting both on individuals (changing behaviour, attitudes, stereotypes and representations) and on the structures – particularly human resource management policies – in order to recognise and give due value to the time spent on such projects.

The integration of gender into the policies and political actions requires a pro-active approach, supported by the management team and the hierarchical line and linked to the missions and objectives of the service or department. It is not only essential to convince people, but also to give them the means to act. It also seems essential to highlight the benefits of such a policy, both for women and for men.

So long as *gender mainstreaming* is not perceived as an accessory, taking second place to other priorities, it has every chance of succeeding.

# The Equality and Gender Unit in Andalusia

LIKaDI S.L.

## 1. Presentation

When we speak about gender equality units we are referring to the development of public equality policies and the role that the State (governments) has to play to ensure the equality of women and men in the access to and control of resources (education, employment, financial resources, social and political participation). This presupposes a recognition of the existing democratic deficit and a precise commitment to implement the Plan of Action of the Beijing Platform (1995) adopted at the Fourth UN World Women's Conference. Today, the principle of equal opportunities for women and men is recognised as one of the key objectives in the democratic societies and as a pertinent indicator of development (see Northern European countries).

The public equality policies can be developed in two ways:

- a) Specific policies – i.e., the different measures designed to reduce existing inequalities, and the resulting discrimination on the grounds of gender. These policies are generally developed by bodies that specialise in equality matters (Women's Institutes, General Directorates, etc.) and which are systematically and exclusively responsible for the application of equality policies.
- b) Transversal policies which have a systemic character and aim to produce structural changes that affect the sub-systems in the social system. Transversal policies imply co-responsibility – i.e., that all government departments must be aware of it and must get down to promoting and guaranteeing gender equality in society (including through the use of resources). Taking gender questions into account is not only an obligation for the equality organisation, but also for all the administrative institutions of the State. They also involve relations between departments and between the public areas of action. The work of coordination, joint reflexion and mutual recognition between the various administrations and the equality organisation is essential for the implementation of efficient transversal policies.

Finally, they involve results – i.e., showing the real impact in the reduction of distortions and the production of equal or equivalent benefits for both genders, men and women.

#### *Instruments for gender mainstreaming*

*Gender mainstreaming* is one of many national and supranational policies; it is obligatory in projects financed by the structural funds and occupies an important place in the economic and social policies of the European Union and its member States. The development of the normative context and recommendations in favour of integrating gender into policies have induced governments to commit themselves along this path. Nevertheless, this commitment is not enough: it must be based (particularly at the initial phase) on expertise and specific advice on the practical means of implementing this approach. Various experiments and structures, of varying degrees of complexity, have been put in place, tested and realised: transversal committees, focal agents, transversal plans of action, strategic plans and gender equality units. These pilot actions and structures have been strengthened by the approval of Spanish organic Law 3/2007 on the effective equality of women and men, adopted at central State level and the adoption of equality laws by the Autonomous Communities (territorial division in Spain), like that of Andalusia (Law 12/2007).

A comparative analysis of the instruments provided by these different laws shows that these structures are generally institutional mechanisms that aim to increase the effectiveness of government equality policies and share a common aim to propel, advise and assist the government players in integrating a gender analysis into all government policies. One of the first pilot experiments of this type is without doubt Andalusia's 'Gender Equality Unit'.

## **2. The Equality and Gender Unit in Andalusia**

The Andalusian government has developed a number of measures which, comprising positive actions and specific promotion programmes for women, make it possible to overcome and eliminate the structural barriers that still today hold back the entire participation of Andalusian women in the various domains of society. These measures are opening up a new era in which the equality of opportunities between women and men is becoming a transversal policy of the Andalusian government.

The Andalusian government has been developing transversal measures for years now in order to integrate gender into different sectors such as the environment, education, agriculture and culture, and thus aims to put the principle of *gender mainstreaming* and equality into practice in the activities of all the administrative sectors of the Andalusian government. It was in the context of the Andalusian Integrated Operational Programme (2000-2006) that Technical Assistance, 'equality and gender unit', was established as a measure in programming structural funds (Axe 9.2). In this respect, the Unit constitutes an innovative project and a pioneering experiment for analysing and evaluating the integration of the gender perspective in the measures and actions of this programme. Although the Unit was originally more in the nature of an observatory of equality for the Structural Funds, the European dynamic and the priority



given to *gender mainstreaming* has given the Unit a wider and more structural mission and vision, now positioning it as an instrument for implementing this strategy in all the general policies of the Andalusian government. This project, developed by the Andalusian Institute for Women<sup>112</sup> and the Regional Ministry of Economy and Finance<sup>113</sup> has given the Andalusian administration a stable support and advice structure for instigating and consolidating the process for integrating *gender mainstreaming* into this autonomous Community.

The equality and gender unit has created methods and strategies – as an experimental project, as a pilot experiment in which various formulas are tested – to provide management centres (administrations) with knowledge and practical tools for incorporating the gender dimension into the development of government policies. The equality and gender unit is not a physical structure with an institutional character, but a technical assistance project designed to experiment and find a model for establishing the gender strategy in the government of Andalusia. The equality and gender unit is a structure with three levels of intervention:

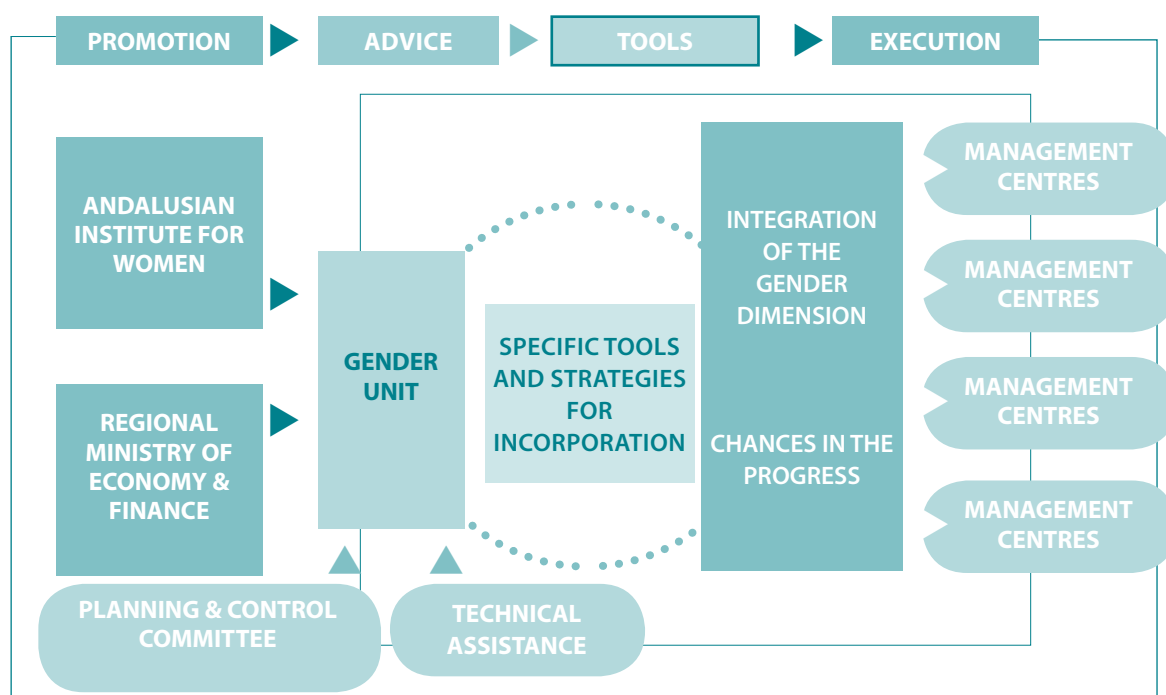
- a) Promotional level – developed by both guiding organisations, the Andalusian Institute for Women and the general directorate for European funds of the Regional Ministry of Economy and Finance, with the mission of promoting and managing the establishment of the *gender mainstreaming* strategy.
- b) Consultation level – developed by the Unit itself through a technical assistance department which, by means of technical training and the tools it develops itself, helps in implementing the *gender mainstreaming* strategy.
- c) Execution level – developed by the Andalusian government's management centres, whose mission is to integrate the gender dimension by making the necessary changes to the processes of administrative work.

<sup>112</sup> Organisation responsible for equality opportunities policies in Andalusia.

<sup>113</sup> General Directorate of European Funds.



Graphic 1



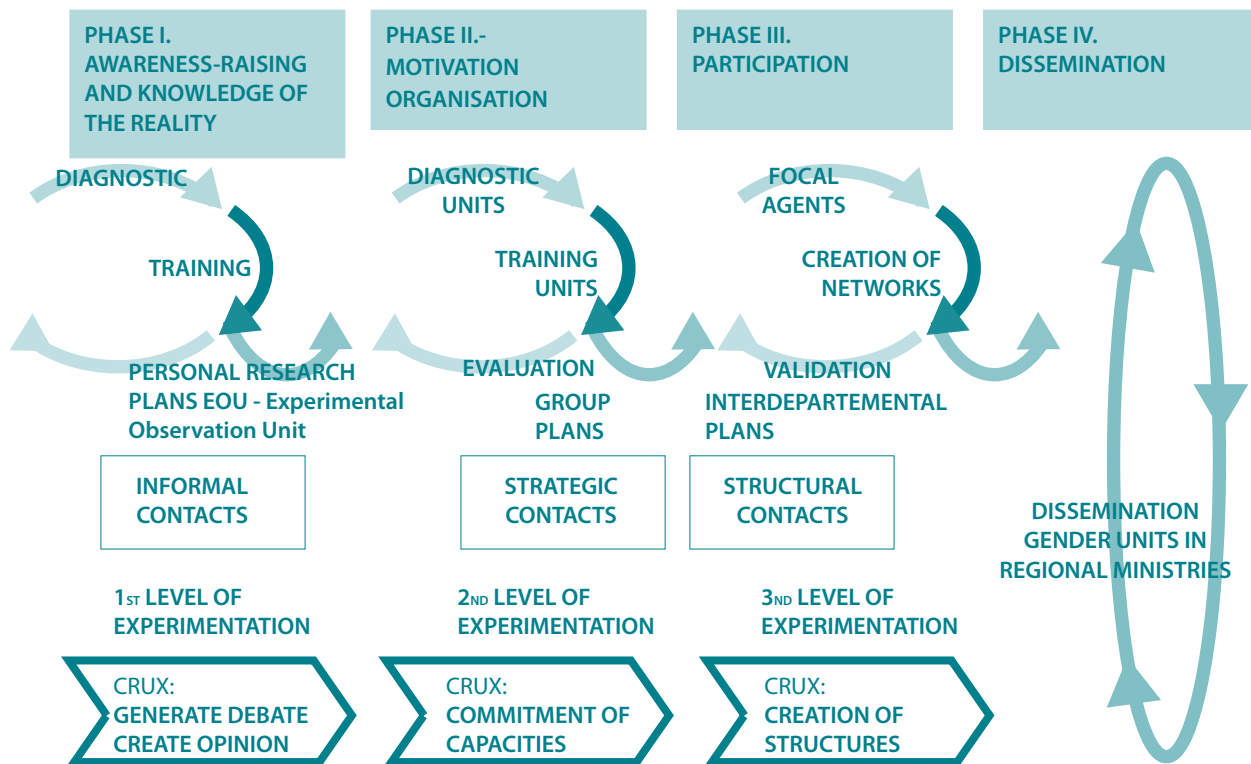
The fundamental objectives of the Unit since its creation have been:

- a) To identify the necessities and potentialities of the management centres of the Andalusian government's administration for equal opportunities between women and men.
- b) To offer specialist advice on gender equality to those management centres.
- c) To provide the requisite training on gender equality for the staff of those centres.
- d) To validate a model for establishing the *gender mainstreaming* strategy in the Government of Andalusia.

### 3. The establishment model: from trials to systemisation

The concept of *gender mainstreaming* was designed as a strategy for inculcating the principle of equality between women and men in the management centre of the public authorities through the application and incorporation of the gender perspective or gender analysis, in order to ensure the analysis and evaluation of the effects of policies and to introduce the requisite corrective elements to progress towards effective equality between women and men. The intervention logic of the experiment conducted by the Andalusian Government was delimited by three principal characteristics. Co-responsibility, or the acknowledgement that effective equality for women is a duty for the whole of society and, in this particular case, the whole public administration. This shared responsibility directs the intervention towards a proactive and intentional process that questions administrative neutrality in relation to equality as a management model. To be transformed, this model requires the application of new know-how in order to change the working procedures and tools. The definition, functions and tasks of the gender equality unit were formulated in a model in four phases. This model is not a closed, linear procedure, since it is possible to superimpose one phase on another over a period of time.

Graphic 2



#### a) Phase 1: Awareness-raising and knowledge of reality

The objective of this phase is to detect the degree of integration of the principle of equality between women and men in the Andalusian Government and make the staff of the administration aware of the necessity to act in a planned and proactive manner to put that principle into practice, by getting away from apparently neutral interventions. It is important to highlight the differences and inequalities of gender which still exist between women and men, as well as the existence of gender prejudices.

The crux of this phase is to generate a state of opinion favorable to equality by debating the results of the diagnostic which has been undertaken. The objective was to bring together a core of trained and highly-committed people in favour of equality, so that they could become a driving-force for extending the strategy. This first phase is now being directed towards motivated professionals coming from various professional categories and hierarchical levels. This multidisciplinary group made it possible to test the integration of the gender dimension in different realities and themes. Participation in this phase was purely voluntary.

#### Procedure

1º. - Selection of a random but representative sample from the management centres of the Operational Programme.

2º- Research-diagnostic, whose purpose was to find out:

- The composition of the teams by sex in each management centre: The situations and positions held by women and men.
- The level of integration or the absence of the principle of equality between women and men in the management of the policies they develop.

3°- Basic technical training (40 hours) for the purpose of:

- Detecting internal resistance, raising awareness and mobilising.
- Showing the importance of taking the equality of women and men into account as an element of quality in public policy and in the services offered to citizens.
- Creating a *critical mass* needed to facilitate the introduction of the strategy of mainstreaming into the administrative organisation.

4°- Strategies for implementing *gender mainstreaming* in working practices

- Individual work plans, linked to training and developed over varying periods of time (one month – one year) and differing content (modification of language, disaggregation of data according to sex, modification of forms, etc.).
- The configuration of working and research groups (multidisciplinary, voluntary and advised by Technical Assistance) who, on a specific study topic (integration of the gender dimension into information systems, into the process of a project evaluation, etc.), have drawn up documents in which they describe the working process followed and make proposals for including the gender dimension in the topic of research.
- The Experimental Observation Unit (EOU), made up of all the staff of an administrative unit. This EOU is an experiment for analysis and reflection on the activities of a department to identify the most appropriate procedure for integrating the gender dimension.

#### *Principal results*

- Committed debate on the need for active intervention by the administration to overcome the gender inequalities identified in the diagnostic.
- Drawing up a tools test, in particular drawing up several basic manuals.
- Constitution of a core of trained and committed people to promote equality and the implementation of a *gender mainstreaming* strategy.
- Detection of cases of resistance gender prejudices.

#### b)Phase 2: Motivation and organisation

In this second phase, the work is centred on the involvement and motivation at the level of the structures and management units themselves. It was a matter of going beyond the individual commitment obtained during the first phase. Here, the work is done within the directorates general, with a sectorial approach linked to the practical missions of the directorate general. The crux is consequently to involve all levels of decision-making.

The actions are geared towards all the staff at the management centres and complete administrative units. They affect all directorates general and all the departments of which they are made up. Participation is no longer voluntary and becomes 'obligatory' following the decision by the corresponding directorate-general to participate actively in the work of the Gender Equality Unit. This phase acquires a structural character and relies on the involvement and commitment of the heads of directorates and secretariats of secretariats-general.

### Procedure

- 1º- Presentation of the 'Equality and Gender Unit', its aims and its tools to the director-general and to the rest of the staff of the management centre's directorate, to invite them to take part in the pilot project. This presentation tries to obtain sufficient political will for active participation.
- 2º- Carrying out a diagnostic on the degree of integration of the gender dimension in each department and in the directorate-general as a whole.
- 3º- Elaboration of a working plan covering the actions which will respond to certain deficits identified in the diagnostic. The plan is a reflection of the political commitment to take part in implementing the *gender mainstreaming* strategy.
- 4º- Advice on developing the working plan through specific training actions, in relation to the thematic activity of the directorate-general (health, budgets, for example).

### Successes and obstacles

The successes for this phase were:

- A certain degree of commitment reflected in drawing up plans and in the participation of the staff in training actions.
- A change in the perception of equality at directorate-general level. It begins to be perceived as the responsibility of the public administration as a whole.
- The staff of the Andalusian government begin to see more clearly the pertinence and impact of integrating gender into their daily professional activities.

The difficulties have been transformed compared to the preceding phase. It is a matter of passive resistance, such as the lack of time or the necessity of changes to procedures which are overburdening daily work.

This phase demonstrates the need to regulate clearly the manner of implementing *gender mainstreaming*.

### c) Phase 3: Participation

The aim of the third phase was to make it possible to extend to other directorates-general the tested procedures through the transfer of apprenticeships. The crux of this phase is to validate the procedure and the instruments of the preceding phase and to create structures for continuing to monitor the implementation of the integration of gender in a structural manner, notably by articulating the policies and plans of the directorates-general. The principal objective of this phase is to obtain the commitment of the people at the top level of political responsibility.

### Procedure

- 1 Each Regional Ministry sets its own general orientations, in coordination with the equality unit, and nominates a person at decision-making level, responsible for monitoring the implementation of this policy.
- 2 Each directorate-general nominates an advisor on equality who has technical and specialized training in integrating the principle of equality, whose mission is to promote execu-

tion of the directives of the Regional Ministry and to advise the directorates-general. These people are coordinated with regard to the development of their technical skills by the equality unit.

- 3 The directorates-general draw up their action plans and carry them out with the advice of the equality consultant. This involves the reorganisation and mobilization of resources (human, economic and technical) to make equality of opportunities a priority and a structural axis of activities.
- 4 Articulation of the structures involved (directorates-general and regional ministries) through the creation of transversal committees and networks for the exchange of experiences, whose aim is to validate the procedure and go on to transfer it to the administration as a whole.

#### *Expected results*

Following adoption by the central State of the organic Law in 2007, this phase has not been implemented in Andalusia. It was supposed to facilitate the widespread participation of all the executive agents and promote a 'cascade effect' (multiplier) among the civil servants and structures of the Andalusian administration.

That would also have made it possible to create a network of advisors on equality who, under the general orientations of the equality unit, would have facilitated the expansion of the *gender mainstreaming* strategy and strengthened its structural character.

#### d) 4th Phase: Dissemination

The last phase planned envisaged the general implementation of the *gender mainstreaming* strategy and its application as a systematic and permanent process in all government policies. The crux of the phase is the dissemination of the strategy to all the regional ministries and their management centres. This phase has not yet been completed, for the reasons mentioned above.

#### *Procedure*

1. The promulgation of regulations and directives by political decision-makers to regulate the public management of equality. The creation of administrative units for gender equality, responsible for supervising the systematic integration of this principle into the administrative procedures and the extension of the Strategy to the administration as a whole. In each of the regional ministries, one gender equality administrative unit will have a concrete organic position, a grant of staff and a budget sufficient to achieve its objectives. The equality advisors will then be in each directorate-general and will act as the devolved staff of the Administrative Unit. The Units will also be active in the autonomous organisations, foundations and other decentralised public bodies which come under the responsibility of the Regional Ministry.
2. Permanent internal evaluation of the implementation of equality to enable the introduction of the necessary adjustments as the policy develops.

### Results envisaged

The expected result is that all the government policies enacted by the Andalusian Government through the various regional ministries, in both the central and peripheral departments, will integrate the gender dimension in such a way that they will contribute to gradually reducing the disparities between men and women due to gender.

The administrative procedures will have been modified to prevent negative impacts arising from interventions that seem to be neutral and will implement the compensatory actions needed to correct the inequalities affecting one sex or the other.

## 4. Development of the model: Elements and Tools

The development of the equality and gender unit model is based on a bottom-up approach to participation, embarking on the process through awareness-raising and technical training. This approach has made it possible for the project to be implemented and extends in parallel to work at the level of those responsible for making decisions.

Research, training, advice and the creation of tools were elaborated and implemented in the various phases.

### a) Research

The research and diagnostic line was the starting point in each of the experimentation levels. It was one of the fundamental practices for analysing the initial situation regarding equal opportunities and the incorporation of the gender dimension, as well as for establishing the priorities and preferential sectors for intervention.

However, the same type of diagnostics was not used throughout the three phases:

- 1) A general diagnostic that marks out the starting point and provides the initial orientations for focusing the intervention. The first effect of this diagnostic was the debate and reflection produced in the Andalusian administration on the results drawn from its analysis.
- 2) Specific diagnostics on the orientations and practical lines of work in accordance with the missions of the directorates-general.

### b) Training activities

It is essential to reinforce training and qualification in order to provide knowledge and tools which are indispensable to incorporating *gender mainstreaming*. Training was articulated around basic training and specific or sectorial training.

### c) Advisory activities

Advice is an essential feature of this model, because it develops from a principle of co-responsibility. This is not a specific and external unit that has to incorporate the gender dimension into a given sector, but the unit is there to assist, train and learn *jointly* how to modify the working procedures.

These advisory activities were performed by means of:

- Meetings with the teams and individuals responsible;

- On-line through the Website and the system of exchanges in the private zone of this site. A system of invaluable advice was also set up, which provided answers almost immediately to the questions asked in e-mails, phone calls, debating forums, etc.

The working plans, as well as training, were designed as the cornerstones of the implementation model and they made it possible to demonstrate the responsibility of every executive in policymaking in the sectorial application of the principle of gender equality.

#### d) Creating tools

Creating didactic resources and support materials was another fundamental for the proper functioning and organization of the experimental project. The priority given to creating materials is proven by the information drawn from the conclusions of the first diagnostic, which revealed a general lack of understanding about the theory of gender and its application, as well as the need for practical instruments to support the intervention. The materials and tools created were of various types:

- Instrumental - these are tools enabling development of the work within the Unit. These are planning instruments (individual and collective working plans), planning follow-up, analysis of their viability, activity charting, basic references, evaluation questionnaires, collective research planning cards, diagram for the collective research reports.
- Research – these include the diagnostic questionnaire, paper and on-line forms.
- Technical training - this comprises a collection of guides and manuals as a support for the technical work on *gender mainstreaming*:
  - ➔ Module 1: Introduction to *gender mainstreaming*
  - ➔ Module 2: Government budgets with gender perspective
  - ➔ Module 3: Gender and health
  - ➔ Module 4: Town planning and gender
  - ➔ Module 5: Gender indicators
  - ➔ Module 6: Guide for identifying the pertinence of gender
  - ➔ Module 7: Style guide: Non-sexist administrative language
  - ➔ Module 8: Gender equality as a factor of quality
  - ➔ Module 9: Inventory: *Gender mainstreaming* in practice – Examples and good practices
  - ➔ Module 10: Drawing up legislation with positive impact on gender

Another important technical training tool is the 'day of experience exchanges' – an annual day when the people, groups, departments or directorates-general who are executing the working plans discuss their experiences, their achievements and their difficulties.

- Dissemination. The basic dissemination tools are of two types:
  - ➔ Annual days on which reporters from different domains (UN, European Community, Spain, Andalusia and other regions of Spain) expound on the current situation regarding the introduction of *gender mainstreaming*, and when workshops are held, together with the public outside the Unit, to put into practice the know-how on a certain predefined subject (gender indicators, the impact of gender in legislation, etc.).
  - ➔ The Digital Bulletin – a tool for informing the staff of the Andalusian government on news from the equality and gender unit and on topical matters relating to *gender mainstreaming*. This Bulletin is sent by e-mail.

- Advice. Principally the Website <http://www.juntadeandalucia.es/institutodelamujer/-Transversalidad-de-genero-.html>, equality and gender section – an instrument for providing remote support and technical assistance, dissemination, exchange and communication on everything to do with gender mainstreaming inside and outside Andalusia. This Website comprises a public section open to anyone interested in the subject (downloadable information and documents). The private part, which can only be accessed by the staff of the Andalusian government, includes working tools (chats, forums, notice board, etc.).

#### e) Evaluation

The experimental nature of the Unit cannot exclude from its approach the objective knowledge of the development of the process - so, a system of internal evaluation has to be articulated and included in its activities which facilitates the introduction of changes and readjustments if necessary.

The evaluation is consequently designed with a view to 'being aware' and not 'being accountable'. A guide to evaluation methodology has been designed with this in mind.

### 5. Conclusions

The Equality and Gender Unit was not conceived for developing a process of institutionalizing gender analysis within the Government of Andalusia; however, the final result is much closer to that objective than an occasional equality campaign within the administration. Regarding a methodological perspective, one might conclude that:

- In spite of the initial difficulties and the efforts needed with the administrations to get them to understand the objectives of this pilot campaign by the equality and gender unit and the necessity to assume collective responsibility for implementing equal opportunities between women and men, there is now much greater comprehension among the various parties involved. This has made it possible to test and validate the basic processes for integrating gender analyses into both policies and the administrative structures. The doors have been opened.
- The diagnostic processes undertaken in the management units have been key elements and have provided a starting point for the campaign. They have shown themselves to be important tools for teaching and awareness-raising.
- The experiment has shown the need to lead both approaches in parallel from the front (top-down, bottom-up) to ensure on the one hand the learning and consolidation of the processes and, on the other hand, the creation of stable structures in the regional ministries.

And in this sense one can say that the Equality and Gender Unit:

- Has shown that the leadership for instigating and consolidating an institutional *gender mainstreaming* process must be shared, that the process must be developed within the administration itself if the control and know-how is to remain within the structure (although technical support is needed while the process is being consolidated) and, finally, that the promotion, drive and evaluation of *gender mainstreaming* must come from the equality organisation;



- Has been a privileged platform for introducing co-responsibility, arousing debate, thus creating greater awareness and greater recognition of the policies of equality.

In conclusion, the validated model makes it possible to create a useful and efficient structure for integrating *gender mainstreaming* into public administration. This model could be used for developing the future equality units envisaged by the organic Law 3/2007 on equality. The various processes have been systemised and adjusted through action protocols, thus creating the best conditions for transferring it into other administrations.

# Equal opportunities in government contracts

**Marijke Weewauters**

*Advisor, Institute for the equality of women and men*

## 1. General explanation

The Law of 12 January 2007 expressly urges all (federal) government departments and institutions to instill the principle of 'equal opportunities between men and women' in government contracts, among other things<sup>114</sup>. Also in the context of European directive 2004/113/EG of the Council of 13 December 2004, a government department must be able to guarantee that in all the services it provides the equal opportunities between men and women will be assured.

## 2. Application in practice

The principle of equal opportunities for men and women can be integrated at various stages of a government contract. Thus, equal opportunities can be written in as grounds for exclusion under certain conditions; equal opportunities can in certain cases constitute an award criterion and the principle of equal opportunities can be considered as a possible condition in the implementation modalities. Within the framework of adopting European Directives 2004/17/EG and 2004/18/EG into Law, this last principle was in fact explicitly included in Art. 40 of the new Law on government contracts of 15 June 2006<sup>115</sup> which relates in particular to the implementation conditions.

The Institute for the Equality of Women and Men has drawn up a manual on this theme in collaboration with AankoopBeleid & Advies (ABA) [Purchasing Policy & Advice] and the Federal Chancellery. This manual<sup>116</sup> describes various points for attention and offers tips and practical examples on the integration of equal opportunities into government contracts.

<sup>114</sup> See in particular Art. 3 of the Law of 12 January 2007.

<sup>115</sup> Law on government contracts and certain contracts for construction work, supplies and services of 15 June 2006 (see *infra*).

<sup>116</sup> See <http://www.iefh.fgov.be/ShowContent.aspx?objectID=71&lang=nl>

# Equal Opportunities in subsidies

**Marijke Weewauters**

*Advisor, Institute for the equality of women and men*

## 1. General explanation

Art. 3 of the Law on gender mainstreaming describes the integration of the principle of 'equal opportunities between men and women' in the allocation of subsidies.

## 2. Application in practice

There are various ways to integrate the principle of equal opportunities into 'subsidies'. A Federal Government institution can best propose objectives at strategic level already regarding the application of Art. 3 and the allocation of subsidies to projects. These objectives can be included specifically in the management contract or management plan or in the subsidy arrangement.

Examples of such objectives might be:

- A percentage of the subsidies will be provided for projects geared to equal opportunities.
  - A percentage of the subsidies will be provided for a particular target group.
- or
- Obligations that account will be taken of the gender aspect in any subsidy.

There are already a number of practical examples of possible initiatives. Thus, the federal science policy department has worked out a preference rule in relation to equal opportunities. Institutions that integrate gender into their research are given preference in the selection process for allocating subsidies for research. Moreover, the Institute for the Equality of Women and Men joins any advisory committee that advises on any approved research<sup>117</sup>.

Another good practice concerns the subsidies provided by the European Social Fund (ESF). ESF promoters must take account of gender in their projects. After all, under the influence of the revised European Employment Strategy (2007-2013), attention to gender has become an important allocation criterion<sup>118</sup>.

<sup>117</sup> For more practical information on this example, see 'handleiding gendermainstreaming' [Manual on Gender Mainstreaming].

<sup>118</sup> See 'Manual for the integration of the gender dimension into projects financed by the ESF': <http://www.zeroinfinity.be/documentsNL.html>

# Implementing *gender mainstreaming* within government departments and institutions

**Jeroen Decuyper**

Attaché, Institute for the equality of women and men

## 1. General explanation

The integration of *gender mainstreaming* in the workings of all government departments requires the need for internal support and coordination. The Institute for the Equality of Women and Men (IEWM) is currently investigating how this can best be achieved. Thus, consideration is being given to appointing *gender mainstreaming* officials and setting up *gender mainstreaming* operating units.

## 2. *Gender mainstreaming* officials

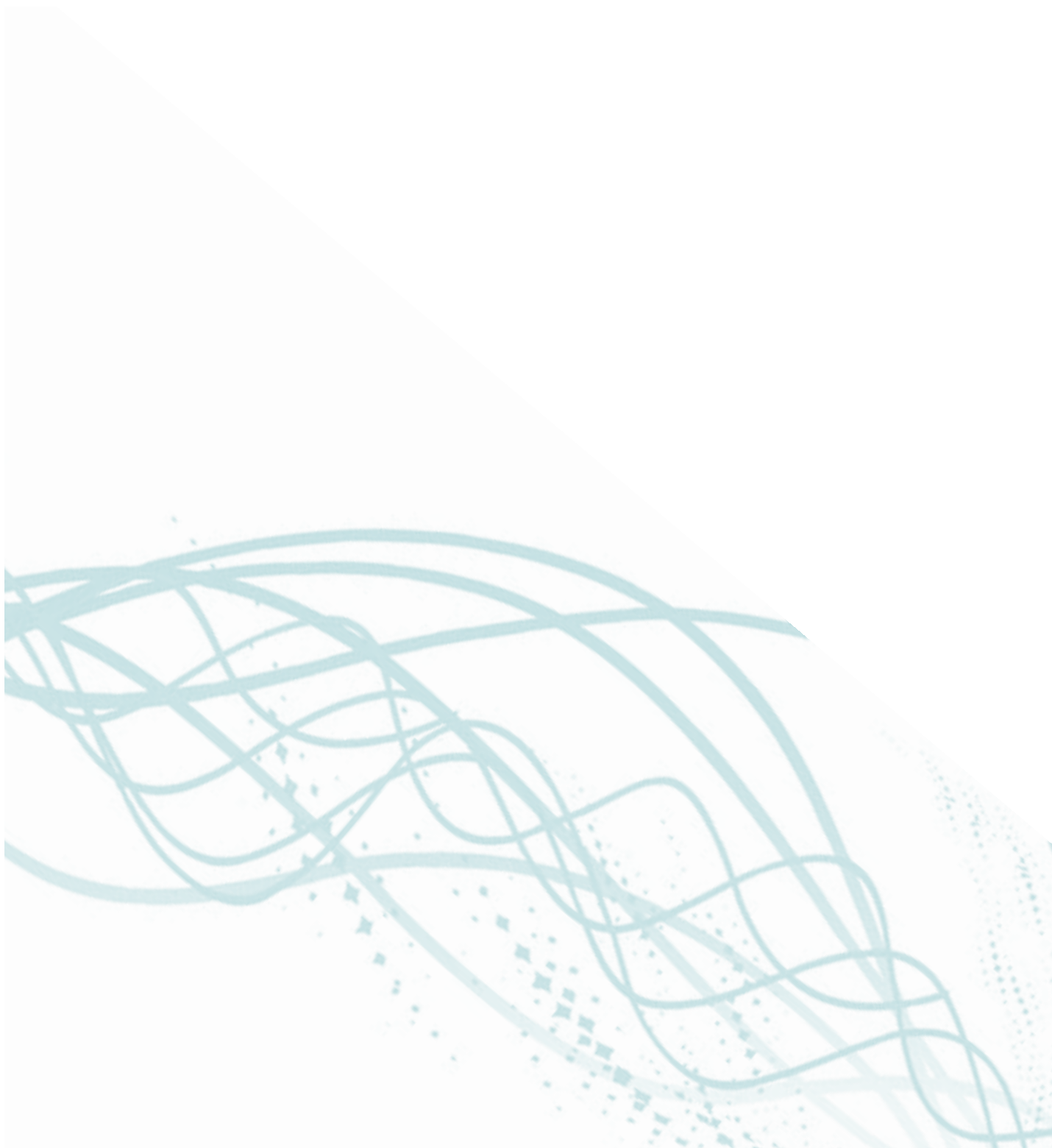
The Royal Decree of 27 February 1990 on measures to promote equal opportunities for men and women in government departments imposed a duty on the government and its organisation to promote equal opportunities between men and women through positive actions. In order to set this along the right tracks, provision was made for a positive-action official within each government department.

With the Law of 12 January 2007, *gender mainstreaming* was established as a strategy for achieving the equality of women and men. Following the system of positive-action officials and because of the adaptations that the new strategy involves, the IEWM would like to provide for an official in each government department who has thorough knowledge of *gender mainstreaming* and knows how this organisation works. This *gender mainstreaming* official can support the staff in the integration of *gender mainstreaming* in their daily work and would back up the representative in the interdepartmental coordination group. The aim here is to achieve the best possible result. Thus, a questionnaire has already been

organised among the members of the network of diversity executives. These officials know their own working environment as well as the theme of equal opportunities extremely well and can give a general idea of the needs that there are and what is possible within their government department. The results of this questionnaire and consultations with the Federal Government Department of Staff and Organisation will serve as a basis for working out a new function. It will then be up to the government departments and institutions concerned to assign the position of *gender mainstreaming* official to a member of staff.

### **3. Gender mainstreaming operating units**

In addition, a proposal has been made to create *gender mainstreaming* units. These would consist of a form of structured consultation. Their importance derives from the fact that *gender mainstreaming* is not just the task of one authorized official, but of the whole government department. It is moreover essential that the attention to gender is not just limited to personnel policy. For this reason the heads of various other departments ought to take part in the consultations as well. Since the already existing sustainable development units are based on the idea of such a coordinating approach, we would like to organise the *gender mainstreaming* units in a similar manner. The IEWM is consulting with the Sustainable Development Department on the way in which the *gender mainstreaming* units can best be organized and on how the two kinds of units can work together as efficiently as possible. Here too, the aim is to achieve the best result possible. In elaborating this idea, the IEWM tries to take account of two concerns already expressed in relation to this matter – namely, respect for the specificity of both themes and the need for administrative simplification.



# Evaluation of *gender mainstreaming* in policies and structures



# Statistics and indicators as a *gender mainstreaming* and policy evaluation instrument

**Hildegard Van Hove**

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

## **1. Introduction: statistics within government**

In 2008, figures play an important role in policy for various reasons and at various points in the policy cycle.

This firstly with respect to policy preparation. In a complex and diverse community, problems and the appropriate course of action are rarely identified by 'common sense' alone. Relevant and reliable numerical data have long played an essential role in policy preparation. They are indispensable to pinpointing problems. Secondly, numerical data sometimes make it possible to explore certain areas during the policy process. For example, the impact of tax reforms on certain groups of men or women can be estimated by performing simulations. Finally, figures are also playing an increasingly important role in policy evaluation<sup>119</sup>. Measurable policy objectives are being formulated with increasing frequency. The success of the measures is then measured against the achievement of a given result. For measurable objectives, sufficient data must be available. One-off scientific researches aside, Belgium has a plethora of good statistics that are constantly or regularly collated. These make it possible to outline trends and developments. This is fully recognised in an economic context. It is no coincidence, therefore, that gender differences in the labour market are the best documented. Data sets are ideally suited to serving as the basis for measurable objectives. Circumspection is always advisable, however, in interpreting data set trends. Since they relate to social phenomena, it cannot be claimed that all things are equal; in other words, the changes are not necessarily caused by policy. With figures, sufficient clarity is essential.

---

119 The text books talk about 'ex-ante' and 'ex post' policy evaluation designed to systematically assess the various steps taken during the policy process. 'Ex ante' policy evaluation relates to policy preparation. (See De Peuter, B., De Smedt, J. and Bouckaert, G., (2007) *Handleiding beleidsevaluatie* [Policy Evaluation Manual], pp. 15-54). In this text, the term 'policy evaluation' is used in the sense of 'ex-post' policy evaluation: the evaluation that occurs when policy already implemented is assessed.



Within government, statistics have a fourth role to play in an information society. The government, 'by its very nature', generates vast quantities of data. As part of its duties, the government records a wealth of data on the country, its inhabitants, companies, etc. Clearly, publishing and providing access to this information forms an increasing part of a government's public service provision to its citizens. Freedom of information means that it is no longer sufficient that statistics exist; the presumption is that they be published<sup>120</sup>. Furthermore, publication of its statistics is a feature of open government. Communicating statistics involves a difficult balancing exercise between accuracy, completeness and intelligibility. One good example of this is the initiatives undertaken by the General Statistics and Economic Information Division of the Federal Department of the Economy, SMEs, Commerce and Energy in this regard. Firstly, it maintains an extensive website that is structured to be as transparent as possible and, secondly, it circulates a newsletter with the latest updates to interested parties. This information is quickly picked up by the media.

## **2. The distinction between statistics and indicators**

Before looking further at the role played by figures in gender mainstreaming, a small diversion is required to avoid any misunderstanding. Although the terms 'statistics' and 'indicators' are used highly intuitively, they do not always have a single meaning. In essence, statistics are numerical calculations based, as a general rule, on large quantities of data that are put into usable form. They can be purely descriptive or can be analysed. Indicators are index numbers that make it possible to measure concepts, or, in other words, to capture a social reality in figures. One example of this is the proof of vertical segregation, the so-called 'glass ceiling', evidenced by the fact that women are under-represented in management within a particular sector as compared with the total number of female employees in that sector. Another example is the measurement of levels of depression based on a battery of questions relating to psychological wellbeing. A good indicator is one that provides an accurate picture of a social reality.

The step from statistics to indicators is not evident. One major advantage is the reduction in data. A whole plethora of information is combined into one – ideally – comprehensible figure. There is clearly also a pitfall with this. To ensure that data are as meaningful as possible, there is sometimes a great temptation to develop a multitude of indicators. This raises the inevitable question of whether the lists of indicators should be limited or whether they should be given a degree of hierarchy. Developing relevant indicators means that a balance must be achieved between too many and too few numerical data.

A second major advantage of indicators is their comparability. Indicators are always defined, the methods of calculation are laid down and the data sources selected substantiated. This frequently involves prior consultation of the parties concerned. Many indicators are developed

---

<sup>120</sup> Clearly, in addition to a right to information there is a right to privacy. When data are made available, very strict rules are used in connection with the non-identifiability of the individuals. See in this regard the Law concerning public statistics of 22 March 2006 (Belgian Official Gazette of 21 April 2006) and the Law on the Processing of Personal Data and the Protection of Privacy of 8 December 1992 (last amended on 11 December 1998; Belgian Official Gazette of 3 February 1999).

at European level. Eurostat was set up to harmonise national surveys and to collect and present comparable data. Pertinent indicators are often those on which there is consensus.

A third advantage is their visibility and communicability. Blocks of indicators are easier to recognise than data sets. Sufficient thought must be given to indicators before they are drawn up. Once it has been developed, an indicator frequently has a life of its own. While an increase in the employment of lower-skilled women – for example, as a result of the introduction of service vouchers – is a good thing *per se*, it will have a negative impact on the wage gap since more women in lower wage categories means a fall in the average wage for women. Again, adequate clarification of the figures is required.

Indicators may vary from highly complex to very simple. One example of the first is the poverty risk percentages. This is the percentage of men and women in a household whose household income – depending on the composition of the family – is below the poverty risk ceiling. That ceiling is set at 60 percent of the median income of Belgium. The median is the mid-value; in other words it is the income that is exceeded by half of Belgian residents and not received by the other half of the residents. One example of a very simple indicator is the number of women ministers as a percentage of the total number of ministers. Complex indicators have the advantage of containing a lot of information. On the contrary, simple indicators are easier to communicate.

In a political context, the term “indicator” is very frequently used to mean a preset measurable target, or benchmark for measuring progress with a procedure. It is therefore a figure linked to a political objective. For example, when the first wage-gap report was drawn up on 26 March 2007, the then Minister of Equal Opportunities, Christian Dupont, stated that the target for the wage gap was to be narrowed by one-third within the next six years. The wage gap between men and women is determined by calculating the difference between the average gross monthly wage received by women and the average gross monthly wage received by men. Indicators, in this sense, are very frequently quantitative, in other words based on statistics, but that is not necessarily the case. Two examples of qualitative indicators in an EU context are those relating to the existence or absence of domestic non-discrimination legislation, and the existence or absence of public initiatives with regard to domestic violence. Whether or not qualitative indicators are appropriate for measuring the status of a policy depends on the subject area.

### 3. Statistics, indicators and gender mainstreaming

Given the highly significant contribution made by figures to policy, it is not surprising that statistics and indicators are also of relevance to gender mainstreaming. The emphasis placed on good statistics on men and women is nothing new *per se*. Firstly, there is the international context. The importance of good statistical data was highlighted from the very first World Conferences on Women in Mexico (1975) and Copenhagen (1980). The first statistical reports on the position of women appeared within the next few years. The emphasis later switched to gender and statistics were drawn up that reflected the situation of both men and women<sup>121</sup>.

121 United Nations, *The World's Women 2005 Progress in Statistics*. New York, p.1.

Thanks to these data, the switch was made from subjective unequal treatment to objectively determined differences. The idea of gender mainstreaming was launched at the World Conference on Women in Nairobi (1985). At the Beijing Conference in 1995, this concept was proactively translated into the Action Platform<sup>122</sup>.

In the Belgian context too, the focus has long been on good gender statistics. Under the impetus of the Federal Government, various publications have been issued over the past ten years in this regard<sup>123</sup>. In 2002, the then Equal Opportunities Division of the Ministry of Employment and Labour organised a seminar on the subject of 'Making women and men visible in statistics'. The interest in statistical gender data is therefore certainly far from new and must also be seen in a wider context. Its translation into statute is, however, something new and can even be seen as revolutionary.

#### 4. Statistics and indicators in the Law of 12 January 2007

The so-called Gender Mainstreaming Law of 12 January 2007 contains specific provisions on statistics and indicators<sup>124</sup>. In Article 3 reference is made, in connection with the incorporation of the gender dimension into all policies, to the approval of the meaningful gender indicators for measuring the gender mainstreaming process and its success.

*"To that end, [the Minister] adopts the relevant gender indicators that make it possible to measure the process of the integration of the gender dimension and the realization of the strategic objectives."*

This involves assessing qualitative indicators dedicated to the introduction of the principle of gender mainstreaming. In this text, we will concentrate on the statistics and indicators concerning the situation of women and men in society and thus related to the content of politics.

<sup>122</sup> <http://www.un.org/womenwatch/daw/beijing/platform/index.html>.

<sup>123</sup> See, in this regard:

Van Haegendoren, M., (e.a.) (1997) *Vrouwen (on)zichtbaar in statistieken?* [Women (in)visible in statistics?] Part 1 *Close-up van de bestaande statistieken* [Close-up of existing statistics] and Part 2 *Inventaris van de bestaande statistieken* [Inventory of existing statistics]. Brussels: The Minister of Employment and Work and Equal Opportunities, Smet, M.

Smet, M., (1998) *Vrouwen in de Belgische samenleving Statistische gegevens 1970 – 1998* [Women in Belgian Society. 1970-1998 statistical data]. Brussels: The Minister of Employment and Labour and Equal Opportunities Policy

Limburgs Universitair Centrum (2001) *Mannen en vrouwen op de drempel van de 21ste eeuw . Gebruikershandboek genderstatistieken* [Men and women at the threshold of the 21st century. User manual for gender statistics]. Brussels: Federal Ministry of Employment and Labour

*Institute for the equality of women and men and SEIN (2006) Vrouwen en mannen in België. Genderstatistieken en genderindicatoren* [Women and men in Belgium. Gender statistics and gender indicators]. 2006 edition. Brussels: Institute for the equality of women and men.

<sup>124</sup> The full title is the 'Law of 12 January 2007 on the monitoring of the application of the resolutions of the World Conference on Women adopted in September 1995 in Beijing and the incorporation of the gender dimension into all Federal policies' (Belgian Official Gazette of 13 February 2007).

Article 4 relates specifically to government statistics.

*“Besides the measures from article 3 of this Law, each minister sees to it that, in the domains for which he/she is qualified, the statistics that federal public services, the Ministry of Defence, programmatic public services, public institutions of social security, federal scientific institutions and public institutions of general interest produce, collect and order in their domains of action, are gender-specific and that gender indicators are established.”*

Crucial to this article is the sub-division of statistics on the basis of gender and the drawing up of gender indicators; this is the crux of the gender mainstreaming of government statistics. This sub-division simply means that data for men and women are reported separately. Without this, no information would be available in the different policy areas on gender differences in society. Gender indicators must be drawn up where this is meaningful. For example, this is not the case with statistics on germs. In line with the principles of gender mainstreaming, each minister is responsible for the sub-division of statistics and the drawing-up of gender indicators within the areas coming under his competence. The government services and bodies to which the Law applies are exhaustively listed. Unlike Article 3 of the Law, this only relates to their external policy, namely their “field of activity”. In principle, this article applies to all statistics produced, collated or provided, in other words in-house statistics and data collected from the population or at other levels and also research findings covered by public contracts. In addition it is stated in Article 10 that these provisions have immediate effect, without a period of transition.

### 5. From M/F statistics to gender statistics

As regards statistics relating to persons, gender is perhaps the most commonly recognised variable. Asking for statistics to be sub-divided by gender clearly does not amount to labouring an obvious point. Gender is very frequently treated as one of many features, such as age, training, region, etc. Sub-dividing into gender is therefore undertaken for general data, but not within more narrow categories. Gender differences within specific categories are frequently lost to sight since only general mean values are provided. For example, the difference in employment levels between women and men is extremely high, but arises almost exclusively among the less skilled. Consequently, it is frequently not sufficient to sub-divide general data by gender and cross-referencing must be made with variables in other relevant categories.

Certain statistics cannot be sub-divided by gender *per se*, but are undoubtedly meaningful from the point of view of gender mainstreaming. This is true, firstly, for information that is collated at household level for which there is often no record of gender differences. Information about businesses may also be relevant, for example with respect to the representation of women in financial policymaking. In these cases, it needs to be determined – possibly in conjunction with the experts from the Institute for the equality of women and men – how such data could be analysed or enhanced with respect to gender<sup>125</sup>.

125 An AGORA project, ‘Belgian Gender and Income Analysis (BGIA)’, running from September 2007 to September 2009, has been instituted by *POD Wetenschapsbeleid* (Federal Science Policy Office), in the conjunction with the Institute for the equality of women and men and the General Statistics and Economic Information Division of the Federal Department of the Economy, SMEs, Commerce and Energy. This project is being undertaken by the ULB research institute, DULBEA, under the leadership of Professor Melders, D. This project has been set up to analyse current household income data collected in a gender-conscious manner and to develop indicators relating to gender and income.

It is equally important, from the point of view of the communication of data, that gender differences are rendered transparent. For example, if data for men and women are not displayed next to each other, it can sometimes be difficult for a layman to pinpoint differences even where these are marked. It can sometimes also be more appropriate not to reproduce the data itself but simply to set out the differences between men and women.

Gender mainstreaming of government statistics is important *per se*. It is not only an objective but also a resource. Understanding gender differences within a particular field of activity is a prerequisite for incorporating gender into the policy being implemented. In this regard, it is not sufficient for statistics to be drawn up, they must also be 'thumb-marked'; in other words, they must undergo initial analysis. Where are the major gender-related differences situated? Can these differences be explained? It is sometimes appropriate to perform an investigation to explore the findings in depth and interpret them. It might be necessary to consult a gender expert familiar with the field of activity concerned.

## **6. Establishing meaningful gender indicators**

Once gender differences have been brought into the picture, gender indicators can be drawn up. A gender indicator reflects specific gender differences in a relevant way.

As already indicated, one of the major advantages of indicators is their comparability. In this regard, it is not always necessary to develop indicators 'from scratch'. It may be much more useful to first examine the indicators that already exist. With respect to gender, major endeavours have been made by the European Community High Level Group on Gender Mainstreaming<sup>126</sup>. Since 1999, one item from the Beijing Action Platform has been developed under each presidency, which changes every six months. Subjects that were already considered are decision-taking, reconciliation of work and family life, the wage gap between women and men, domestic violence, financial decision taking, sexual harassment in the workplace, health, institutional mechanisms for ensuring equality, schooling, poverty and young women. Work is being undertaken on gender and armed conflict currently. Indicators relating to women and media, environment and human rights continue to be a task for the future for now. In addition to the High Level Group on Gender Mainstreaming, Eurostat and the International Labour Organisation (ILO) constitute important international reference points.

It may sometimes even be appropriate to develop new indicators, or to have them developed by an external research team. A good gender indicator is designed to reflect specific differences between men and women from a gender angle. This means that sufficient attention must be paid to the social context in which the differences have arisen. A good indicator is, moreover, a 'gender-conscious' indicator. There must be no gender bias in collecting the data, nor in analysing it. Each method of calculation and each data source always has its own specific possibilities and limitations.

126 [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).

The Institute for the equality of women and men produces a statistical brochure, *Women and men in Belgium*. Gender statistics and gender indicators<sup>127</sup>, every two years in conjunction with other federal government services. This brochure is based on a list of indicators that was developed by the University of Hasselt's SEIN research institute. Firstly, this brochure can be used as a source of inspiration for drawing up in-house indicators; secondly, in-house data can be validated by having it included in the brochure.

### 7. The Next Level: Eliminating gender bias

Gender mainstreaming of government statistics also means that the quality of the data will, in due time, be enhanced from the viewpoint of gender. The whole process of data collection, data classification, description and analysis must be gender-neutral. This is less obvious than it seems. Currently data collection is mostly genderblind; this means that no allowance is made for potential male-female differences. Clearly, this is no guarantee that the differences do not, in practice, play a role.

One example of gender bias that occurs when data are collected is household surveys. Quite apart from the fact that the individual questionnaires are limited to all family members over a certain age, the majority of the questions are answered by the family's 'reference person'. There are genuine differences in the response behaviour of women and men, certainly on more subjective issues. Women, for example, have a greater tendency than men to claim that they can more or less get by with the family income, even when their situation is objectively exactly the same. There is no simple solution to this problem. On the one hand, these surveys are a rich source of data and it would be too demanding for every question to be asked to all (adult) family members. There would not always be major differences in the responses given. On the other hand, the guidelines for determining who the reference person in the family is could perhaps be made more neutral.

One example of gender bias in the description of data is the ISCO (International Standard Classification of Occupations) nomenclature. This classification is currently being reviewed since, in the current version, jobs that are typically 'male' are classified in great detail and jobs that are typically 'female' split into much rougher categories.

The BGIA project referred to above is a good example of the impact that bias can have on the analysis of data. With the conventional poverty indicators, the income of women is included in the household income and divided equally between the family members. This means, however, that any income inequalities between family members are not revealed.

<sup>127</sup> This publication is available in Dutch (*Vrouwen en mannen in België. Genderstatistieken en genderindicatoren*) and in French (*Femmes et hommes en Belgique. Statistiques et indicateurs de genre*).

## 8. Conclusion: Including the *gender dimension* in government statistics

The text above can be interpreted as an attempt to put Article 4 of the Gender Mainstreaming Law into a wider context. Statistics and indicators play an important role in the policy process. Consequently, they cannot be absent from the gender mainstreaming process. Objective data about differences between men and women for each policy area are, indeed, crucial to putting a meaningful policy in place and monitoring social developments closely.

The inclusion of the gender dimension in government statistics and the development of meaningful indicators is not necessarily a complex matter. Since it relates to a statutory requirement, it is presented here in summary form as a phased plan:

### *Gender mainstreaming of government statistics in 9 steps*

#### *1. What statistics does your department have?*

The first step in the process is to identify the statistics maintained by your department, the data collected and the data obtained through external surveys.

#### *2. Are these statistics sub-divided on the basis of gender?*

The second step is to identify which statistics are sub-divided by gender and which are not. With regard to statistics that are not sub-divided, the extent to which this might be possible and the extent to which this would be meaningful in the context of gender should be examined.

#### *3. Undertake an initial analysis*

Good statistics serve little purpose if they are not used. The gender differences that appear to exist and whether these can be adequately interpreted should always be examined.

#### *4. Are additional statistics required?*

For gender to be taken into account in in-house policy, in other words to undertake gender mainstreaming, it may be necessary to draw up more statistics. Further cross-referencing of data may be appropriate, as may additional analyses and external surveys.

#### *5. For gender to be taken into account in in-house policy, in other words to undertake gender mainstreaming, it may be necessary to draw up more statistics. Further cross-referencing of data may be appropriate, as may additional analyses and external surveys.*

#### *6. Which gender indicators exist in your field of activity?*

In developing indicators, indicators that are already in use should always be examined. In this regard, the gender indicators developed at European level are of particular relevance. The brochure *Men and Women in Belgium* issued by the Institute for the equality of women and men may also be of use in this regard.

### 7. *Calculating indicators*

A further, relatively obvious step is to actually calculate the indicators.

### 8. *Providing public access to the statistics and indicators*

It is also important that adequate access to the data be provided to a broader public through a website or publications. In the context of gender, it is important that differences between men and women are set out sufficiently clearly and that other sub-divisions are also sub-divided by gender.

### 9. *Look for any gender bias in the data*

Incorporating gender into government statistics also means that a sufficiently objective examination of in-house data must be undertaken to identify any gender bias and how data quality could be further enhanced.

### 10. *Pursue policy: gender statistics and indicators as a move towards gender mainstreaming*

Statistics and indicators are never a goal in themselves. In the gender mainstreaming process, they are also a resource. By drawing up statistics and calculating indicators, differences between men and women can be brought to light and changes over time can be monitored. Irrespective of the fact that major differences between men and women are not always a problem *per se*, they are a challenge for policy, be it with regard to efforts to ensure greater equality or to ensure equal treatment despite the differences.



# Evaluating the Integration of the Gender Dimension in Policies within the administration of the City of Munich

**Friedel Schreyögg**

*Former Director, Gleichstellungstelle für Frauen, Munich*

## **1. Office for Equal Opportunities for Women of the City of Munich**

The city of Munich is the capital of the federal state of Bavaria. It is an important economic centre and it has about 1,3 million inhabitants. The city government employs about 28,000 men and women, the latter having a majority of 55%. The percentage of women in managerial positions within the city administration has risen continually for the past 20 years and is now at a level of 42%. The budget of the city of Munich is calculated at 4,777 billion € for 2008.

The city government has to fulfil the following tasks: social services, youth services, children's day care, many secondary and most of the vocational schools, housing, urban planning, arts, environment, health, civil registration and public order, roads and traffic regulation. The city also owns independently managed companies for energy and water supply, for water and sewage treatment, waste management, housing provision, a hospital group and old age homes.

In 1985 the city council decided to establish an Office for Equal Opportunities. A large alliance of different groups within the Munich women's movement, female and male politicians of the SPD and the Green Party, female unionists and non-aligned feminist groups had fought for the realization of this office.

In October 1985 the Office started to work. It has like many other municipal equality offices a staff position under the direct charge of the mayor. Eight female employees have to do the work, most of them part-time, apart from the head.

The promotion of equal opportunities for women and men is conceived as cross cutting through all the sectors of the city administration. The main task of the Office is the gradual elimination of gender biased disadvantages and discrimination within the administration of the city of Munich

- internally in the personnel sector through the promotion of women and
- externally through gender-fair design and distribution of municipal services.

The most important instruments and methods for the realization of this task are

- the analysis of measures, plans and programmes of the city with regard to their effect on the situation of women
- a gender specific evaluation of the effect of existing procedures, measures and programmes
- the development and initiation of measures and programmes for the promotion of gender equality
- giving expert advice on gender issues (internally and externally)
- providing training in gender issues
- public relations
- participation in commissions, workshops, projects on different issues within the city administration
- networking with women's institutions, women's associations and groups, unions, universities, gender experts, etc.
- running a service point for citizens and colleagues for all gender equality questions and problems

The main goal is the gradual elimination of structures disadvantaging women within the city administration. All sectors as well as all employees of the city are obliged by a mayor's directive to commit themselves to actively promoting gender equality. The directive requires to fulfil the following tasks:

- support of the Equality Office
- check of their own administrative work regarding gender discrimination affirmative reduction of gender discrimination by suitable measures in their own field of responsibility
- acquisition of the necessary knowledge in order to realise the task of gender equality
- executives are obliged to inform their staff about training possibilities for the acquisition of gender competence and to encourage participation.

## **2. Gender differentiated analysis of the effect of administrative work – initial situation in 1985**

In 1985 the city administration of Munich was more or less lagging behind in modernisation of its institutions and services, which should have been adapted to the change in the surrounding society. Changing gender relations and with it a change in the demands and expectations from municipal services was not on the agenda at all. The managerial staff of the city as well as the majority of the employees showed neither interest in gender issues nor was there any gender competence to rely on.

Apart from population statistics there were no sex disaggregated data to serve as a base for the implementation of gender equality policies. Many employees lacked understanding for the necessity of sex disaggregated data gathering. This had various reasons: the general refusal of new demands on work, the self estimation of the public administration of being non-biased and thinking in abstract dimensions.

Together with a technocratic way of working went a lack of interest and understanding for the different needs of the administration's 'customers' as a whole and especially for different needs of women and men, young or old. Mobility requirements of women and men as database for a user orientated check of municipal services had never before been an aspect to be respected. Here is an example: traffic planning was based on quantity data in traffic modes: private transport, economic transport, public transport, cyclists and pedestrians. This abstract registration of mobility did not consider people and their needs. The equality office's question about the different mobility needs of women and men as basis for the check, if the city's services were user orientated, had never before been put forward.

In order to establish a qualified data base for a sex differentiated check on the effect of administrative procedures, it is necessary to change the view of the different units on their tasks as a whole. That is a long term and difficult process which has yet to be completed in spite of the considerable progress within the administration of the city of Munich.

Another obstacle to gender equality reforms is the way of fulfilling the tasks in the public sector. Although local administrations today are providers of a variety of services on a large scale, work is still orientated on administrating laws and accomplishing programmes. Accordingly the employees of the public sector are trained for the correct execution of laws and programmes and not for a critical analysis of the effect of their doings. But it is exactly this qualification which is required for the realization of the *gender mainstreaming* strategy. In order to enable the employees of the city to analyse their administrative work under gender aspects, the equality office had to initiate modernising processes within the administration additionally to its original task.

There were no tried and tested methods or procedures for the complex reform tasks of the equality office. In the beginning the women of the quality office had to conceive, to test and to improve every single step by themselves. The human and financial resources of the office were setting limits, though. Thus the equality office had to concentrate its choice of measures on the main points of its goal. The high demand of analysing the effect of administrative work was at first reduced to an analysis of the integration of gender differentiated orientation into the administrative processes and this alone was already an ambitious task.

### 3. Gender Check

The gender equality office's job given by the city council was to check the effect of municipal measures, programmes and procedures on women and men. The first step for the realization of this job was to check, whether the dimension of gender was in any way considered, that is there had to be a gender check.

Central cross cutting units who interfere with the tasks of other directorates and departments are usually not popular in the administration. This was even more so the case with the cross cutting of the equality office. At the start the executives all over the city did not see any necessity in the job of the equality office at all. They consequently did not have any interest in letting the women of the Office participate in the conception of new measures and programmes. That is why the equality office worked out participation rules. The directorates were obliged by the mayor to keep to these rules.

The application of this process started slowly, it improved over the years, though. At the beginning the equality office most of the times only got the final draft of the proposals for a council resolution or for a programme. The office then did a gender check of the drafts, wrote comments about the results and made suggestions for improvement. Some of the directorates integrated these suggestions into their resolution proposals, others only added the equality office's comments as an annex to their last draft. For the implementation of *gender mainstreaming* it was crucial to communicate the results of the gender check in a comprehensible way to the persons in charge of the resolution in the directorates and to build up co-operation structures. This co-operation with colleagues turned out to be an appropriate gender training on the job. We often succeeded in convincing the male and female colleagues that considering the category of gender was leading to an improvement of their results.

The training of the employees in direct contact with the equality office was definitely not sufficient to build up the necessary gender knowledge and gender competence on a large scale in the administration in order to qualify the colleagues for an application of *gender mainstreaming* in their own responsibility. As there were no gender trainers available twenty years ago, the women of the equality office started by developing their own training concepts. They did most of the trainings themselves and made sure that expert advice was given to external providers.

By and by acceptance of the cross cutting task of providing equal opportunities to women and men was growing and with it the willingness of managerial and other employees to co-operate with the equality office in a constructive way, thus learning more about the impact of gender on their tasks. Today many are by themselves interested in having at their disposal qualified and gender disaggregated data as a base for their work. Services which had been gender blind gradually changed into services which respect and aim at gender equality.

Unfortunately, because of financial reasons, it has not yet been possible to get a scientific evaluation of the effect of reforms initiated and implemented by the office for equal

opportunities. The equality office and gender experts of the directorates estimate the status of implementation as follows: 20% of the employees systematically integrate the category of gender into their work, 30% take the category of gender into account, 40% do this a little bit and 10% not at all.

#### **4. From gender check to evaluation of *gender mainstreaming***

Checking the degree of integration of the category gender into measures and programmes, that is checking, whether and how the category gender, the situations of men and women, are integrated into the daily tasks of the city administration, provides information about the status of gender competence within the administration and about the quality of the implementation of gender mainstreaming, but not on results, i.e. the impact of administrative work on women and men. The impact of administrative work is getting more attention with topical debates and concepts for the modernisation of the public sector. In 1995 Munich started modernising its administration based on the New Public Management concept. During the reform process instruments like the evaluation of improvement measures became more and more important. Until late into the 90s scientifically backed up evaluation of administrative measures as well as the task of implementing gender equality were regarded as superfluous.

From the beginning the women of the equality office tried to integrate gender related reforms into the modernisation of the administration on the New Public Management (NPM) concept. There is a chance of promoting the implementation of *the gender mainstreaming* strategy at the same time, as there are quite a few parallel methodical steps. The New Public Management concept being gender blind, at lot of conviction work had to be done. The integration of the objective of gender equality into the objectives of modernisation of the administration is another milestone on the way to evaluation of the impact of administrative work on women and men in the city of Munich.

#### **5. Human resources management: the implementation of the *gender mainstreaming* strategy and the evaluation of its results**

When the equality office started to work in 1985 the women encountered a traditional personnel management. There was neither a modern human resources development nor a data based personnel planning. It is one of tasks of the equality office to reduce the discrimination of women as employees of the city of Munich. The instruments conceived for this task are designing and implementing concepts for the promotion of women as well as providing expert counselling and support for employees who feel discriminated against.

Concepts for the promotion of women are an instrument for personnel development, which had not existed as such, In order to advance the promotion of women, the equality office had to run on double tracks: to develop concepts for the modernisation of the personnel sector as well as to initiate the reduction of structures in the human resources administration which were discriminating women. This had to be enforced with rigorous painstaking attention to detail. The lack of modernisation concerning the personnel sector had led to discontent

and displeasure within the workforce. The personnel administration took little notice of that. Therefore the reforms initiated by the equal opportunity office were welcome with the employees and were supported by the central staff representation.

It was no surprise that because of the traditional orientation of the personnel sector, the database for designing reform measures was completely insufficient. The only data source available was the payroll. Important information necessary as a base for structural reforms of the instruments of personnel administration could only be recovered from single employees' files. Moreover, the available data were not up to date.

Already in 1989, the equality office presented a detailed catalogue of demands for the construction of a qualified personnel reporting system, in order to gain up to date and meaningful information about the situation of the female employees of the city. This catalogue of demands was presented and recommended to the human resources directorate by a commission of the city council, the Equal Opportunity Commission. These demands were emphasized by the Bavarian 'Equality Law' in 1995, by which all local governments are obliged to report on the state of equal opportunities for women and men in their personnel sector every five years.

The implementation of the catalogue of demands was the goal. In order to reach this goal, the E.O. developed with every reform step suggestions for the improvement of the reporting system, thus checking the results of the reforms.

Here is an example explaining the procedure: The city of Munich is obliged by Law of the state of Bavaria to give performance appraisals to its employees every four years, written down in a report putting every appraisal into a rating scale of five points. Within the legal parameters of the regulations of the state, the city can structure its own appraisal guidelines. In order to check a standardized application of the appraisal procedure, statistics of the appraisal results have to be provided. Until into the eighties the average of the ratings of every directorate was worked out by adding strokes to a list which was disaggregated by the categories sex, career group and professional group. Even these rough statistics revealed that women were discriminated against. As the whole procedure did not correspond to the standards of a modern personnel policy, a fundamental reform was put through by the equality office, supported by the central staff representation.

The reform process from conception to application took over 10 years. From one regular appraisal period to the next one, the equality office also managed to achieve an improvement of the reporting system. The first step was the easiest one: the results were disaggregated as to part-time and full-time employees. The next step was to analyse the results not only as average data but also for every point on the rating scale, i.e. how many men and women got the top ratings and how many just the lower ones. The decisive step to an informative reporting system was abolishing the defective manual collection of data. Since 2003 the appraisal ratings are recorded electronically along categories like gender. The provision of differentiated data now allows evaluating the impact of gender equality reforms on the appraisal practice. On the basis of informative statistics the quality of professional deliberation about the appraisal results also improved.

Gender differentiated reports about the results of selection procedures, the participation in promotional training, the situation of part-time employees, etc., demanded by the equality office were initially more or less rejected as leading to additional work. The employees of the Human Resources Directory as well as within the personnel management in the other directories got more and more interested in evaluation as the quality of information about the results of their work was growing. Another impulse for the improvement of personnel accounting was the New Public Management reform.

In 1999, in order to meet the new demands, the Human Resources Directory installed a new subject group for personnel accounting with the task of creating a qualified reporting system. The leading position was given to a female external expert. Working out basic structures needed a lot of time, as many new data sets had to be laid out from scratch. In 2004 the Human Resources Directory presented the first extensive report about the structure and the development of the personnel since 2000 and about the impact of gender equality related reforms.

A personnel reporting system being available it is now possible to get up-to-date data for all kinds of questions concerning personnel development. Naturally, introducing new instruments for personnel management always has to go together with a disaggregated data collection as a base for the evaluation of the goals connected with the introduction of the instrument.

Another important step for the evaluation of the results of administrative work was the development of measurable objectives. In professional publications about the modernising of administrations as well as about *gender mainstreaming*, agreements about objectives play an important part. Two problems are often not taken into consideration, though: the definition of measurable objectives is very demanding in many areas of the public service and its employees have not been trained for these new requirements.

When the equality office started to work in 1985 agreements about objectives had not yet been heard of. After 15 years of intensive reform work with visible success concerning the career opportunities for women and the modernisation of the personnel management, the equality office managed the breakthrough from demands to measurable objectives. Favourable surrounding conditions were:

- Gender equality was after initial resistance finally accepted as a task of the personnel management.
- Training measures for executives and employees of the Human Resources Directory had built up gender competence.
- Projects for the implementation of the administrative reform had produced knowledge about objectives.
- The *gender mainstreaming* strategy has many parallel proceeding methods with the New Public Management guidelines.

The equal opportunity concept 'Guidelines/Guiding Principles 2000', approved unanimously as a resolution by the city council, is a milestone in human resources management and for the

promotion of equal opportunities for women and men. The Guiding Principles were worked out by the equality office together with the Human Resources Directory. The basic principle is the implementation of the gender mainstreaming strategy into the personnel management. This concept for equal opportunities contains 14 guidelines for further development of the most important instruments of personnel management. They are structured as follows: Vision, as-is analysis and objectives with binding deadlines for implementation. Thus, measurable objectives were available for the first time. The year 2003 was the given deadline for evaluation and updating of the guidelines.

In 2004 the Human Resources Directory presented a differentiated evaluation report to the council about the state of implementation and the impact of the particular guidelines. The updating of the 'Guiding Principles' could only be transmitted to the council in 2008, a delay due to turnover of staff and reorganisation within the Human Resources Directory. The resolution of the Council transmitted the responsibility for the implementation and updating of the equal opportunity concept to the Human Resources Directory. The task of the equality office is to go along with expert advice and checking the implementation of the guidelines. The Guiding Principles are structured as follows:

1. The mission: equal opportunities for women – the strategy: *gender mainstreaming*
2. Gender-gearred selection procedures
3. All professions are open to women
4. Gender is irrelevant for performance appraisal, performance evaluation and performance bonuses
5. Training and education free of obstacles
6. Parental leave. No obstacle to a career path
7. Part-time employees are fully accepted
8. Time policy – striking a balance between work, family and social life
9. Male preserves at the workplace have no future
10. Female jobs with favourable career prospects
11. Groups with special needs
12. Furthering interactions between women and men characterized by fairness and mutual respect
13. A public-administration reform encouraging gender equality
14. A modern reporting system with a gender perspective

The process of elaboration, implementation and evaluation of the Guiding Principles 2000 fundamentally improved the quality of the human resources management of the city. Today, in personnel development planning for the city administration as a whole or for single sectors, it has become a matter of course to start the planning with a gender differentiated as-is analysis, to set binding objectives, to fix indicators for the evaluation and to evaluate the state of implementation. The same standards are set for the process of introducing new personnel managing instruments, like performance related pay.



## 6. Evaluation of the impact of services of the city administration

### on women and men: problems.

In Munich, like in most other city administrations, in spite of 10 years of NPM reform, traditional input orientation is prevalent. The process of change takes more time than intended by the reformers. Measures for the improvement of the customer orientation are limited to improving the delivery of municipal services. Customer satisfaction is ascertained by exit polls. The equality office did not succeed in convincing the reform managers that customer orientation has to start with a differentiated analysis of the needs and the living conditions of the target groups of the particular services of the city. The differentiated analysis of the target groups of administrative work is essential for implementing *gender mainstreaming*.

One part of the administration reform in Germany is the 'New Municipal Budgetary Planning' which roughly means to change from simple-entry to double-entry bookkeeping.

New requirements on the type and the amount of information became necessary for budgetary control. Additionally, the city council expects better information about the results of the allocated resources through the New Municipal Budgetary Planning. For the new accountancy the services of the city were defined as products. The product as the central accounting unit is supposed to concentrate all information about cost and the results of each product. Products as bearers of information are supposed to provide answers to the following questions:

- Which political programmes should be realised?
- Which objectives can be deducted for the planning of products?
- For which target groups?
- By which measures or activities should the objectives be realised?
- By whom, by which unit or units of the organisation?
- How many resources should go into it?(personnel, funds)
- Which quantity can be achieved = output( result of the product)
- Which quality is aimed at? = outcome (impact of the product)
- How efficient will this be? (= degree of cost effectiveness: relation between objective and means)
- How effective will this be? (= degree of achievement of the objective)

In the process of reform the change in bookkeeping had high priority. The task of evaluation of the product results was postponed. Consequently costs of a product are transparent in Munich now, but the outcome of a product remains a black box.

## 7. Gender budgeting and evaluation

In 2002 the Munich city council decided to introduce *gender budgeting* into the budget planning. During the implementation process the shortage of viable product information became obvious. This information situation is similarly poor in other German cities trying to introduce *gender budgeting*. The first step to *gender budgeting* in all cities is to obligate all

divisions of the administration to generate meaningful gender disaggregated data of their target groups.

For the Munich equality office there was no doubt that a gender differentiated analysis of the target groups, to whom administrative services are directed, are the necessary requirement for matching offers and demands and gender equality in the distribution of the offers. This issue had been a priority on the agenda from the beginning. Many executives again and again tried to postpone this requirement. The equality office managed to put pressure on the directorates and their departments by the gender check and the demand for gender disaggregated information, in order to get the necessary facts about the particular target groups. Over the years, thanks to the insistence of the equality office, the data situation has improved in many sectors of the city. For the implementation of *gender budgeting*, all sectors of the city are now obliged to produce meaningful and gender disaggregated data about their target groups.

The start of the *gender budgeting* process in Munich was not very encouraging. For more than three years the executives responsible for the implementation of the Council resolution, shifted the question, as to whose task it should be and how it should be done, to and for. Their theoretical discussions about the possibilities of realization were way above the matter and led nowhere. In 2005 the equality office put an end to this situation and presented a concept for implementation which again was approved by the Council Commission for Gender Equality. This concept achieved the support of the city treasurer. The solution was obvious: gender differentiated information about the results and effects of the products had to be related to their costs. In order to get the reform process going, the women of the equality office grasped the chance of participating in GenderAlp, a project of the EU, which was focussed on *gender budgeting*. Through the co-operation of the international partners of GenderAlp, a three-year pilot project could be realised in the Munich directory for Work and Economy. It had the following task: How can product objectives be translated into measurements – indices and indicators – that can show to which extent the specific objectives have been achieved? What needs to be taken in consideration when indicators are developed in order to be able to assess the effects on women and men.

The pilot project and a series of other activities of the equality office gradually put the Gender Budget process into gear. In November 2006, the city council passed a resolution which enforced the implementation of a budget planning orientated on results and effects, the focus lying on *gender budgeting*. For the implementation of the resolution two new positions were created: one in the treasurer's office and one in the reporting department of the Mayor's directory. These positions having been filled and preparations having been concluded, the implementation project started in 2008. Additional training of the employees responsible for the products had already started in 2007. The implementation of *gender mainstreaming* is an integral part of the project.

Planning the budget of a big city orientated on results and effects, as well as its evaluation, are a demanding task. The implementation will certainly take a decade. The investment of time and money however are beneficial for the customers of the administration, the citizens.

The city budget is getting more transparent concerning the structure of costs as well as the

results and effects of the money invested. With better knowledge about the needs of the citizens, the customer orientation will improve. This prognosis is based on experiences made in 20 years of equal opportunity work. It takes some time until especially male employees can be convinced that a gender differentiated orientation of their work leads to better results as a whole. As soon as there is a change of attitude they implement *gender mainstreaming* on their own impulse. As all directories of the city are obliged to generate meaningful sex disaggregated data about the effect of their products for the evaluation of the results of their budget planning, in future data will be available for evaluating continually the status of realization of equal opportunities for women and men in the city of Munich.

#### **8. Final remark**

For the evaluation of the equal opportunity policy of the city, two main obstacles had to be overcome, ignorance of gender and deficits in the modernisation of the administration. In order to be successful, both reform projects had to be integrated. Both reforms demand a profound change in the way the administration fulfils its task and in administration culture. Such change processes will take a lot of time, if they are to be sustainable.

# The interdepartmental coordination group and the reports provided for in the Law of 12 January 2007

Nicolas Bailly – Marijke Weewauters

Attaché and advisor, Institute for the equality for women and men

## 1. Introduction

Article 6 of the Law of 12 January 2007 states that an interdepartmental coordination group (ICG) must be set up in order to ensure implementation of the Law. This article also illustrates a number of provisions concerning the composition of the group – namely, “persons who are indicated within the policymaking unit of each minister and the Federal Government Departments (FGDs), the Ministry of Defence and the PODs and a representative from the Institute for the Equality of Women and Men”. In addition, the ministers can also invite a representative from the government institution for social security, the federal science institution or public benefit institution.

Article 8 of the Law states that a Royal Decree (RD) must be drawn up in implementation of this article in order to “ensure a certain level of minimum qualifications for indicating the persons in the policymaking units and the government administration for the IDCO and for clarifying the rules relating to the establishment and working of the latter”.

## 2. Practical examples

In relation to the implementation of the Law, the Institute has proposed that it initially concentrates on working out a structure for *gender mainstreaming*, both within the departments and interdepartmentally. In order to be able to introduce *gender mainstreaming* successfully and structurally, it is necessary and of primary importance to create a structural basis in the various organizations. It is therefore important that in the various organisations (strategic units and federal administrative institutions/semi-governmental bodies) people be identified as those who will be responsible for, coordinate and inspire/motivate *gender mainstreaming* policy. It is these people who will give form to the implementation and who will have to provide support for the strategy. It is moreover important that all policymakers, policy implementers and, more specifically, all those who are involved in practice be informed and educated with regard to the existing obligations, instruments and aids. Finally, various legal measures must first be taken to be able to apply the *gender mainstreaming* strategy and provide a structural basis.

So in the first place, work will be done on setting up the interdepartmental coordination group and working out the methodology of the reports in accordance with Art. 5 of the Law. The Institute has already drawn up a draft of the RD and presented it to the appropriate ministers. It was proposed that the interdepartmental coordination group should start work by the middle of 2009. At the end of 2009-beginning of 2010, the first interim report can then be drawn up in accordance with Art. 5 §2. The appointment of the members of the interdepartmental coordination group will also make official the commitment in the top echelons of the federal administrations and organisations. This is a necessary condition for working out the *gender mainstreaming strategy*.

In the draft RD, a number of new provisions have already been elaborated regarding the composition of the ICG and its general and specific tasks.

In relation to its composition it was decided to appoint high-level members, who will be given the available time and a specific mandate for this purpose.

As far as the tasks are concerned, the following general tasks have been proposed:

- Promoting collaboration between federal departments,
- Disseminating aids, instruments, methods,
- Disseminating info – *best practices*,
- Coordinating administrations – policymaking units,
- Monitoring implementation of the Law,

and the following specific tasks:

- Drawing up a 'federal GM plan',
- Preparing and coordinating a project for the interim report in accordance with Art. 5 §2 of the Law and preparing and coordinating a report project at the end of the legislature in accordance with Art. 5 §3 of the Law.

The content of the federal plan comprises at least a collection of the strategic objectives for *gender mainstreaming* and the pertinent indicators, as formulated in Art. 2 §1. The Institute will work out proposals similarly to the method for drawing the federal plans on sustainable development<sup>128</sup>.

The content of the interim report will be presented as follows: The interim report comprises a description, a statement of the current situation and progress being made regarding implementation of the federal *Gender Mainstreaming* plan (government level<sup>129</sup>) and the various GM action plans (at level of minister<sup>130</sup> and FGD<sup>131</sup>). In particular, a report will be made, based on the measurement of the proposed indicators. It is a matter here both of reporting on the content of the policy measures and of the structural measures taken in implementation of the Law. A report will also be made on the implementation of the provisions regarding gender statistics, the gender-aware policy appraisals [gender tests], the gender notes and the integration of gender in government contracts and subsidies. The interim report will also describe the useful recommendations for better implementation of the Law.

Finally, it is proposed that the content of the final report be specified as follows: The final report will make an evaluation of the federal action plan and draw up an analysis. For this reason, the final report is more in the nature of a diagnostic note in which the situation at the start of the legislature will be compared with that at the end of the legislature. The final report must also contain a description of the difficulties encountered and recommendations for implementing the Law.

The Law provides that both the interim and the final report must be presented to the federal parliaments by the deadline specified by the Law.<sup>132</sup>

Article 7 states that the Institute will act as the secretariat of the ICG.

The Institute has meanwhile started consultations with the POD Sustainable Development. The intention is to integrate as far as possible the methods, learning points and good practices regarding the workings of the Interdepartmental Committee on Sustainable Development (in Dutch, ICDO), and regarding the reports and action plans worked out in relation to sustainable development policy.

128 See [www.poddo.be](http://www.poddo.be)

129 Art. 2 §1: Government declaration

130 Art. 2 §2: Annual policy note

131 Art. 3, 1°: Management plans

132 See Art. 5 §2 and §3.

# Closure



# Address at close of series of seminars on *gender mainstreaming* – 18 June 2008

**Michel Pasteel**

*Director, Institute for the equality of women men*

## **1. Introduction**

Today we are coming to the end of the series of seminars dedicated to gender mainstreaming. I would first and foremost like to thank the team from the Vrije Universiteit Brussel (Free University of Brussels) who have been working with us on this project. I would also like to thank the representatives of the SPF Chancellery, the SPF P&O, SPF Budget, the Ministry of Defense and the cabinets of the various ministers who made contributions to the seminars. I must not forget all the Belgian and foreign experts who came to share their knowledge and experience with us on the subject of gender mainstreaming. Finally, a word of thanks to the European Commission who expressed their confidence in us by co-financing this project.

The objective of this series was to raise awareness of gender mainstreaming among the federal administrations. It also aimed to inform them about the content of the Law of 12 January 2007. This first indispensable stage in the long implementation process, which every woman and man is awaiting from us, appears to have accomplished its aim. In fact, more than 700 people in all have attended these seminars. I would like to thank you for being here. This high level of participation is not only an indication of the interest people have in implementing gender mainstreaming. It is also an assurance that the process begun here will continue within the various federal departments.

## **2. GM, the seminars, the expectations**

*Gender mainstreaming* is an approach being developed in many countries. If this is the case, it is because it aims both at integrating gender into policies and improving the quality of the policies which have been implemented. Gender mainstreaming therefore contributes both to the objectives of equality and the objectives of efficiency and transparency pursued by the concept of good governance.



The seminars have shown that there is wide consensus on the nature, objectives and methods of gender mainstreaming. We must first make a clear distinction between gender mainstreaming and positive actions. This is what we learned at the opening seminar. The first thematic seminar was more technical. It tackled the subject of gender budgeting – that is, elaborating budgets that take account of the respective situations of women and men. This is a technical domain where a country like Morocco has a considerable head start compared to European countries! Then we saw how to integrate gender into the content of policies. This is a crucial step to be taken when drawing up, defining, implementing or evaluating public policies. Having statistics differentiated according to gender, getting a precise idea of the situation and the problem we are faced with in taking account of gender – that's the objective! The 'gender test' laid down by the Law is obviously an integral part of this approach. But gender mainstreaming also means we have to be organised. It also involves certain changes in the way the administrations function. Because it is principally at this level that gender mainstreaming will take shape in practice. Finally, the seminar today has emphasised the necessity for statistics and indicators. These instruments are in fact essential for evaluating the situations, for knowing where we are in the integration of gender into the content of policies and in the functioning of the administrations.

If I may just remind you, a publication covering the texts and all those who participated in the five seminars will be distributed by the Institute among all the participants. This publication will moreover be available on request from November 2008 onwards.

The contacts we have had with the contributors from abroad have shown us how much interest the Law of 12 January 2007 and its implementation have aroused outside Belgium. In fact, with this Law Belgium is in the vanguard of European and even global commitment to gender mainstreaming. Many institutions abroad will be looking with interest at the effective implementation of the Law by the Belgian federal administration.

The exchanges which have taken place in the seminars and beyond have also revealed the expectations of those women and men who will be working in future on implementing gender mainstreaming within their departments. We have in particular heard people express fears about a process that will carry a heavy workload, and which will be complex in terms of organisations and structures. Even if considerable efforts are needed, I would like to repeat here that the Institute will do everything it can to ensure that the implementation of the Law is as efficient as possible.

### **3. Actions by the Institute**

In this respect the Institute will play its part in several ways:

- by contributing actively to the adoption of the executory decrees of the Law of 12 January 2007,
- by drawing up and distributing the instruments required for implementing the Law,
- by contributing to the integration of gender in the training courses organised by the IFA,
- by responding as far as possible to the specific requests for support addressed to it in the coming months and years.

a) The decrees relating to implementation of the Law

The executory decrees of the Law which must be adopted by the government regarding the 'interdepartmental coordination group', the reports (which Marijke Weewauters has just been telling you about) and the 'gender test' for which the Institute has drawn up a draft, which will be accompanied by an instruction manual as soon as possible.

The Institute hopes that all the executory decrees provided by the Law will be adopted by the end of this year.

In parallel with the 'interdepartmental coordination group', which will include representatives from strategic units and all the federal departments, the Institute intends to propose the installation of coordination structures within the federal administrations. The role of these 'gender units' whose precise nature, composition and merit remain to be defined, would be to orient and coordinate the integration of the gender dimension within the departments.

We think that the installation of these units is essential for implementing the Law effectively.

b) The instruments drawn up by the Institute

*The manuals*

Several manuals designed to provide support for implementing the Law are currently available or soon will be.

The Institute has already produced and distributed two manuals:

- a manual on the integration of gender into government contracts;
- a manual relating to training courses in the subject of gender.

In addition to the manual that will accompany the 'gender test', the Institute will also produce:

- a manual on gender budgeting, which will in particular facilitate drawing up the 'gender note';
- a general manual on implementing the strategy of gender mainstreaming.

The objective is to make these instruments available by the end of the year.

*The databases*

Through its internet site, the Institute offers access to several databases that could also contribute to implementing gender mainstreaming. These databases concern:

- Research and publications on the subject of gender;
- Training courses on the subject of gender;
- Experts on the subject of gender.

c) The integration of gender in training courses

Finally, the Institute will pursue its contacts with the IFA to ensure that gender is integrated into a series of existing training courses and to give consideration to the establishment of a specific *gender mainstreaming* training course.

d) The support being targeted

In addition to these instruments and the coordinating role it will play within the 'interdepartmental coordination group', the Institute will as far as it can meet requests for support received from the federal administrations. Such support could, for example, take the form of assistance in devising the 'gender test'. It might also consist of giving advice on the integration of gender in a particular theme or on the development of instruments (statistics, for example) within a particular administration.

#### 4. Conclusions

The series of seminars which is coming to an end today is the starting point for a structural and sustainable process in which all the federal departments will be taking part. This undertaking will place Belgium at the forefront of European and global commitment to the definitive establishment of equality between women and men (New York, Lisbonne, Helsinki, Calabria, etc.). It will also contribute to the modernisation of the Belgian State through the definition of clear policy objectives and the continuing evaluation of their level of enactment.

It cannot be repeated enough that, apart from the knowledge, structures, methods and instruments which are essential to implementing gender mainstreaming, the application of the Law of 12 January 2007 will require clear and renewed hierarchical commitment on the part of the political authorities and top civil servants. I therefore invite all of you, Ladies and Gentlemen, who have been attending this series of seminars, devoting your energies to understanding gender mainstreaming and getting to know the content and implications of the Law of 12 January 2007 – I invite you to actively pursue the campaign of raising the awareness of and informing all the key players for the purpose of optimising the implementation of gender mainstreaming within your respective departments.

I would like to thank you for your attention.





# Enclosures

# Law of 12 January 2007<sup>133</sup> concerning the monitoring of the application of the resolutions from the Fourth World Conference on Women held in Beijing in September 1995 and introducing the gender dimension into all federal policies

## Article 1.

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

It especially transposes article 1 of the directive 2000/73 of the European Parliament and the Council of 23 December 2002 modifying the directive 76/207 of the Council concerning the implementation of the principle of equal treatment of women and men regarding access to employment, training, promotions 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 of the integration of gender dimension into policy, measures, budget preparation and actions in order to correct and avoid inequalities between women and men. For this purpose, it presents, at the beginning of the legislature and on the occasion of the Government's policy statement, for all the policies, the strategic objectives it wishes to achieve in keeping 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 the non-governmental organizations which took place in China at the same time as the World Conference on Women.

§ 2. The budgets related to the actions which aim at achieving equality of women and men are identified by department, state departments with separate managements public enterprise and public institution of general interest, in a gender note, attached to each draft of the general expense budget.

---

133 M.B. van 13 februari 2007.

Publication au Moniteur Belge du 13 février 2007.

§ 3. Each year, on the occasion of the discussion of general policy documents, 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 equality of women and men.

**Art. 3.**

Each minister integrates the gender dimension into every policy, action and measure for which he/she is qualified. 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 dimension in management plans and management contracts as well as in any other instrument of strategic planning of the federal public services, the Ministry of Defence, programmatic public services, public institutions of social security, federal scientific institutions and public institutions of general 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 dimension and the realization of the strategic objectives.

2° for each legislative and regulatory project, he/she 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 evaluation report, called "gender test", by means of a Decree deliberated by the Council of Ministers, and assigns its coming into force.

3° within the scope of procedures for the assignment of public spending contracts and granting subsidies, he/she watches over the consideration of the equality of women and men and over the integration of the gender dimension.

**Art. 4.**

Besides the measures from article 3 of this Law, each minister sees to it that, in the domains for which he/she is qualified, the statistics that federal public services, the Ministry of Defence, programmatic public services, public institutions of social security, federal scientific institutions and public institutions of general interest produce, collect and order in their domains of action, are gender-specific and that gender indicators are established.

**Art. 5.**

§ 1. The Government provides the federal chambers with an intermediate report as well as with a report at the end of the legislature concerning the policy pursued in accordance with 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 realized in order to reach the strategic objectives fixed in article 2, by describing the difficulties met and the solutions conceived to resolve those difficulties.

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 made at the end of the legislature consists of a diagnostic note which compares the situation at the beginning of the legislation with the situation at the end of it. It 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 has been set up. This group is made up of people coming from each minister's strategic cell, of one person from each federal public service as well as of representatives of the Institute for the equality of women and men.

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

**Art. 7.**

In keeping 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 in charge of the guidance and support of the integration process of the gender dimension within policies, measures and public actions.

**Art. 8.**

The King determines, by means of a Royal Decree deliberated by the Council of Ministers, the practicalities for the implementation of this Law, especially in order to precise 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 group discussed in article 6, as well as to precise the rules concerning the implementation and working of this group.

**Art. 9.**

The King is qualified to coordinate the provisions in this Law with the provisions of Law 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 indented lines of the texts to be coordinated, group them differently, group some provisions under new titles, sections or paragraphs or 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 beginning of the new legislature which follows the one at the time of enforcement of this Law. Until the end of the legislature, reports will still be made according to the provisions in the Law of 6 March 1996 concerning the control of the application of the resolutions from the Fourth World Conference on Women held in Beijing in from 4 to 14 September 1995. In contravention to this rule, those reports, determined by the Law of 6 March 1996 concerning the control of the application of the resolutions from the Fourth World Conference on Women held in Beijing in 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 legislature which follows the one at the time of enforcement of this Law.

## Questions fréquemment posées

### L'intégration de la dimension du genre dans l'élaboration et la définition des politiques FAQs

#### 1. Qu'est ce que le gender mainstreaming ou approche intégrée de la dimension de genre?

L'approche intégrée de la dimension de genre consiste en la (ré)organisation, l'amélioration, l'évolution et l'évaluation des processus de prise de décision, aux fins d'incorporer la perspective de genre dans tous les domaines et à tous les niveaux, par les acteurs généralement impliqués dans la mise en place des politiques<sup>134</sup>.

#### 2. Quel est l'objectif du *gender mainstreaming* ?

Le *gender mainstreaming* est une **stratégie** qui vise la promotion et la réalisation de l'égalité des femmes et des hommes, ainsi que la prévention et l'élimination des inégalités et des discriminations entre hommes et femmes.

#### 3. Pourquoi le *gender mainstreaming* doit-il être mis en oeuvre au sein des structures politiques fédérales ?

Le **12 janvier 2007**, la Belgique a adopté une **loi** très ambitieuse ayant pour objectif l'intégration de la dimension du genre dans les structures politiques fédérales belges. Le *gender mainstreaming* ne constitue donc plus un engagement facultatif, mais bien une obligation légale imposée aux structures politiques fédérales.

#### 4. Comment peut-on mettre en oeuvre le *gender mainstreaming* ?

Afin d'opérationnaliser le *gender mainstreaming*, les organisations concernées doivent disposer des **structures**, des **méthodes** et des **instruments** nécessaires.

Exemples de structures : un réseau d'experts, un système de communication efficace, des cellules "genre", des organes décisionnels composés de manière équilibrée,...

Exemples de méthodes : le *gender budgeting*, le « *test gender* », un management qui tient compte de l'aspect du genre,...

Exemples d'instruments : des statistiques ventilées par sexe, des indicateurs de genre,...

#### 5. Qu'est-ce que le « *gender test* »

Le « *test gender* » (prévu à l'article 3 de la loi) est un **rapport d'évaluation de l'impact** de chaque projet d'acte législatif ou réglementaire sur la situation respective des femmes et des hommes. Vraisemblablement basé sur la structure du test de durabilité (EIDDD), ce test aura pour but d'évaluer ex ante la dimension de genre des projets d'actes législatifs ou réglementaires.

#### 6. Que faut-il entendre par « statistiques ventilées par sexe » et « indicateurs de genre »

- Statistiques ventilées par sexe : statistiques présentant séparément les données pour les femmes et les hommes.
- Un indicateur de genre est un indice chiffré qui permet de mesurer les différences spécifiques entre hommes et femmes.

#### 7. Quelle est la différence entre le *gender mainstreaming*, les politiques spécifiques d'égalité des chances et les action positive ?

Le ***gender mainstreaming*** anticipe l'émergence de discriminations potentielles contenues de façon indirecte dans certaines mesures politiques. Il s'agit en outre d'un processus continu et transversal au sein duquel chaque mesure politique est examiné(e) sous l'angle du genre, ex ante et ex post.

Une **politique d'égalité des chances** est souvent basée sur le constat que, dans la société, certains groupes sont traités de façon inégale, en dépit de l'objectif légal d'égalité. Ce type de politique s'adresse à ces

<sup>134</sup> L'approche intégrée de l'égalité entre les femmes et les hommes. Cadre conceptuel, méthodologie et présentation des "bonnes pratiques". Rapport final d'activités du Groupe de spécialistes pour une approche intégrée de l'égalité (EG-S-MS) EG (1999) 03. Conseil de l'Europe.

groupes au moyen de mesures spécifiques (entre autre par l'action positive), dans des domaines politiques spécifiques.

L'**action positive** est une action correctrice de nature temporaire qui prend fin lorsque l'objectif d'égalité est atteint. Ceci ne vaut pas pour le *gender mainstreaming*, puisque cette stratégie est considérée comme un processus proactif et continu.

Idéalement, la stratégie de *gender mainstreaming* et les politiques d'égalité des chances sont complémentaires. Une politique d'égalité des chances est donc évaluée dans le cadre du processus de *gender mainstreaming*.

#### 8. Comment appréhender le processus de *gender mainstreaming* au sein d'une organisation ?

L'intégration de la dimension de genre dans le fonctionnement d'un organisme doit se faire à différents niveaux, dans différents départements et services (ressources humaines, finances, recherche, statistiques, communication, planning). Ces composantes font cependant partie d'une vision globale, contenue dans les objectifs stratégiques de l'organisation. Il est donc important que chaque département, chaque service, chaque niveau d'organisation et chaque agent soit impliqué dans l'introduction et la mise en oeuvre du *gender mainstreaming*.

#### 9. Quelles conditions faut-il remplir pour mettre en oeuvre le *gender mainstreaming* avec succès?

Une condition fondamentale à la réalisation effective du *gender mainstreaming* est la volonté de la part du **management** de souscrire au *gender mainstreaming* en tant que processus et composante d'une stratégie plus large.

Les responsables de l'organisation ne doivent pas seulement intégrer les objectifs sous-jacents au *gender mainstreaming* dans les **objectifs stratégiques** de l'organisation; ils doivent également garantir, via une conception descendante du management, un transfert des informations et une mise en oeuvre efficaces du processus de *gender mainstreaming*.

Dans ce cadre, une autre condition essentielle à la mise en oeuvre du *gender mainstreaming* est la mise en place d'un mécanisme de **coordination interne**.

#### 10. Qu'est-ce que le *gender budgeting*?

On entend par *gender budgeting* l'analyse sous l'angle du genre de toutes les formes de dépenses et de recettes publiques et l'inventaire de leurs conséquences directes et indirectes pour les femmes et pour les hommes.

#### 11. Quels sont les avantages du *gender mainstreaming* ?

Un premier avantage réside dans **l'amélioration de la qualité** de la politique menée dans et par une organisation.

D'une part, comme le *gender mainstreaming* exige une connaissance approfondie des groupes-cibles et qu'il s'appuie sur des analyses de genre réalisées dans différents domaines politiques, la qualité des politiques s'améliore.

D'autre part, vu que le *gender mainstreaming* est un processus destiné à être appliqué par l'ensemble des composantes de l'organisation, il contribue à améliorer son fonctionnement.

Le résultat est une mise en oeuvre **plus efficace et plus cohérente** des politiques décidées.

#### 12. Le groupe interdépartemental de coordination

Un **groupe interdépartemental de coordination** composé de membres des cellules stratégiques et de membres des administrations fédérales est chargé de la mise en oeuvre de la loi. Outre son rôle de coordination et d'échange de bonnes pratiques, le groupe jouera notamment un rôle central dans l'établissement des rapports « intermédiaire » et « de fin de législature » prévus par la loi.

#### 13. Des « cellules genre » ?

Pour faciliter la mise en oeuvre de la loi, l'Institut envisage la possibilité que des « **cellules genre** » soient établies au sein de chaque administration fédérale pour y jouer un rôle de coordination interne.

# Veel gestelde vragen

## De integratie van de genderdimensie bij de ontwikkeling en de definitie van beleidslijnen FAQs

### 1. Wat is de definitie van *gendermainstreaming*?

"Gender mainstreaming bestaat uit het (re-)organiseren, verbeteren, ontwikkelen en evalueren van beleidsprocessen op zo'n manier dat het perspectief van gendergelijkheid wordt geïntegreerd in alle beleidsdomeinen en op alle beleidsniveaus, door de actoren die normaal dat beleid maken."<sup>135</sup>

### 2. Wat is het doel van *gendermainstreaming*?

*Gendermainstreaming* is een **strategie** die erop gericht is om de gelijkheid van vrouwen en mannen te bevorderen en te realiseren, alsook de ongelijkheden en de discriminaties te voorkomen en weg te werken.

### 3. Waarom dient *gendermainstreaming* binnen de federale beleidsstructuren te worden geïmplementeerd

Op **12 januari 2007** heeft België een zeer ambitieuze **wet** aangenomen met als doel de integratie van de genderdimensie in de Belgische federale beleidsstructuren. *Gendermainstreaming* is dus niet langer een vrijblijvend engagement maar een wettelijke verplichting opgelegd aan de federale beleidsstructuren.

### 4. Op welke wijze kan *gendermainstreaming* worden geoperationaliseerd?

Om *gendermainstreaming* te operationaliseren, dienen de betrokken organisaties te beschikken over de nodige **structuren, methodes en instrumenten**.

Voorbeelden van structuren: een evenwichtige samenstelling van besluitvormingsorganen, een expertennetwerk, een efficiënt communicatiesysteem, gendercellen, ...

Voorbeelden van methodes: gender budgeting, gendertest, gendergevoelig management, ...

Voorbeelden van instrumenten: statistieken opgesplitst per sekse, genderindicatoren, ...

### 5. Wat is de « gendertest »?

De « gendertest » (voorzien in artikel 3 van de wet) is een **evaluatierapport van de impact** van elk wet- of regelgevend project op de respectievelijke situatie van vrouwen en mannen. De bedoeling van deze test, die waarschijnlijk gebaseerd zal worden op de duurzaamheidstest (DOEB), is een evaluatie ex ante van de genderdimensie in ontwerpen van wetgevende of reglementerende teksten.

### 6. Wat moet er verstaan worden onder naar "geslacht opgesplitste statistieken" en "gender-indicatoren"?

- Geslacht opgesplitste statistieken : Statistieken waarbij de gegevens voor vrouwen en mannen apart worden weergegeven;
- Genderindicatoren : een kengetal dat specifieke genderverschillen meetbaar maakt.

<sup>135</sup> Raad van Europa, 'Gender mainstreaming: conceptual framework, methodology and presentation of good practices'. Straatsburg, EG-S-MS (98) 2, mei 1998.

## 7. Wat is het verschil tussen gendermainstreaming enerzijds, en een gelijke kansenbeleid en positieve actie anderzijds?

*Gendermainstreaming* anticipeert op het ontstaan van mogelijke discriminaties die indirect in bepaalde beleidsmaatregelen vervat zitten. Daarenboven is het een **continu** en **transversaal** proces waarbij elke beleidsmaatregel wordt onderzocht vanuit het genderperspectief, a priori en a posteriori dus.

Een **gelijke kansenbeleid** is vaak gebaseerd op de vaststelling dat bepaalde groepen in de samenleving, ondanks de wettelijke gelijkheid, ongelijk behandeld worden en richt zich door middel van specifieke maatregelen (onder meer positieve actie), in specifieke beleidsdomeinen, naar deze groepen.

**Positieve actie** is een remediërend proces en daarom tijdelijk van aard: het houdt op wanneer de feitelijke gelijkheid is gerealiseerd. Dit geldt niet voor *gendermainstreaming* aangezien dit wordt opgevat als een proactief en continu proces.

Idealiter hanteert een organisatie zowel een gendermainstreamingsstrategie als een gelijke kansenbeleid, waarbij dit gelijke kansenbeleid binnen het gendermainstreamingsproces wordt geëvalueerd.

## 8. Hoe kan een gendermainstreamingsproces worden toegepast in een organisatie?

De integratie van het genderperspectief in een organisatie dient op verschillende niveaus plaats te vinden, in verschillende departementen en diensten (human resources, financiën, onderzoek, statistieken, communicatie, planning, ...). Deze componenten maken echter deel uit van een globale visie, die vervat zit in de strategische doelstellingen van de organisatie. Daarom is het belangrijk dat alle departementen en diensten, elk organisatieniveau en individu worden betrokken bij de invoering en implementatie van *gendermainstreaming*.

## 9. Welke voorwaarden moeten vervuld zijn voor een succesvolle implementatie van gendermainstreaming?

Eén van de belangrijkste voorwaarden is de aanwezigheid van de wil van het **management** om *gendermainstreaming*, als proces en onderdeel van een bredere strategie, te onderschrijven.

Niet alleen dienen de organisatieverantwoordelijken de achterliggende doelstellingen van *gendermainstreaming* in de **strategische doelstellingen** van de organisatie te integreren, via een top-down management dienen ze ook in te staan voor een doelgerichte informatiedoorstroming en implementatie van het *gendermainstreaming* proces.

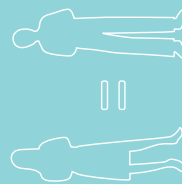
Een andere essentiële voorwaarde hiertoe is de instelling van een mechanisme voor de interne coördinatie van het proces.

## Le 'gender mainstreaming', un nouveau défi pour le gouvernement fédéral et ses administrations

Séminaires de sensibilisation et de formation à l'intégration de la dimension de genre au niveau fédéral belge et à la mise en œuvre de la loi du 12 janvier 2007

### Programme

- **La loi du 12 janvier 2007: fondements, genèse, contenu et défis à relever**  
Séminaire d'ouverture  
*mercredi 12 mars 2008*
- **Le genderbudgeting, un instrument indispensable à la mise en œuvre du gender mainstreaming**  
Premier séminaire thématique  
*mercredi 16 avril 2008*
- **L'intégration de la dimension du genre dans l'élaboration et la définition des politiques**  
Deuxième séminaire thématique  
*mercredi 7 mai 2008*
- **L'institutionnalisation du gender mainstreaming dans le cadre du fonctionnement d'une administration**  
Troisième séminaire thématique  
*mercredi 28 mai 2008*
- **L'évaluation de l'intégration de la dimension de genre dans les politiques et les structures**  
Quatrième séminaire thématique  
*mercredi 18 juin 2008*



INSTITUT  
POUR L'ÉGALITÉ  
DES FEMMES  
ET DES HOMMES

### La loi du 12 janvier 2007: fondements, genèse, contenu et défis à relever Séminaire d'ouverture

Ce séminaire d'ouverture permettra de présenter le cadre général dans lequel s'inscrit la loi du 12 janvier 2007 intégrant la dimension de genre dans l'ensemble des politiques fédérales.

Ce séminaire permettra notamment de présenter et de préciser le concept de genre, d'établir une distinction claire entre l'approche du "gender mainstreaming" et les politiques d'actions positives ainsi que de rappeler l'évolution du contexte international et européen qui est à la base de l'adoption de législations relatives à l'intégration de la dimension de genre dans différents pays.

Ce séminaire sera également l'occasion de présenter la loi fédérale du 12 janvier 2007, son contenu et ses implications concrètes pour les responsables politiques et administratifs belges et d'identifier les facteurs qui constitueront les "éléments clés" de la mise en œuvre effective du "gender mainstreaming" au niveau fédéral belge.

Enfin, afin de mieux circonscrire les défis que représente la mise en œuvre de cette nouvelle législation, nous nous pencherons sur les résultats de l'évaluation de l'intégration de la dimension de genre dans un pays voisin, les Pays-Bas. La mise en avant de cette expérience aura pour objectif d'avoir un aperçu de l'ampleur de la tâche qui attend l'ensemble des acteurs belges concernés par la mise en œuvre de la loi du 12 janvier 2007.

**Date:** mercredi 12 mars 2008 – 9h00 à 16h00 – **Lieu:** Palais Egmont

## ■ L'institutionnalisation du gender mainstreaming dans le cadre du fonctionnement d'une administration

Troisième séminaire thématique

L'article 3 de la loi du 12 janvier 2007 charge explicitement chaque ministre de veiller à « l'intégration de la dimension de genre dans les plans de management, dans les contrats d'administration ainsi que dans tout autre instrument de planification stratégique des services publics fédéraux (...) qui relèvent de sa compétence. »

Ce troisième séminaire thématique abordera donc l'organisation et le fonctionnement des administrations fédérales dans le cadre de la mise en œuvre des dispositions de la loi du 12 janvier 2007 relatives à l'intégration de la dimension de genre dans les administrations fédérales.

Ce séminaire sera également l'occasion d'aborder la prise en compte de l'égalité des femmes et des hommes dans le cadre des procédures de passation des marchés publics et de l'octroi de subsides prévue par l'article 3 de la loi du 12 janvier 2007.

Conformément à l'organisation de l'ensemble des séminaires proposés dans le cadre de ce projet, un expert belge présentera les méthodes, techniques et instruments utiles à l'intégration de la dimension de genre dans le fonctionnement d'une administration en insistant notamment sur le management, l'intégration du genre dans les outils de gestion, la sensibilisation et la formation du personnel, la gestion des ressources humaines, la gestion de l'expertise et la communication. Un expert étranger viendra ensuite présenter une expérience concrète relative à l'intégration de la dimension de genre dans le travail et l'organisation d'une administration.

**Date :** mercredi 28 mai 2008 – 9h00 à 12h00 – **Lieu :** Institut

## ■ L'évaluation de l'intégration de la dimension de genre dans les politiques et les structures

Quatrième séminaire thématique

Au cours de ce dernier séminaire, nous nous intéresserons au processus d'évaluation de l'intégration de la dimension de genre dans les politiques (ex ante et ex post) et au sein des structures (administrations). Pour rappel, outre le rapport d'évaluation de l'impact des projets d'actes législatifs et réglementaires sur la situation respective des femmes et des hommes dit "test gender", la loi du 12 janvier 2007 prévoit également la définition d'indicateurs de genre « permettant de mesurer le processus d'intégration de la dimension de genre et la réalisation des objectifs stratégiques », et l'obligation que les statistiques produites par les administrations fédérales soient ventilées par sexe.

Combinées à l'obligation pour le gouvernement de transmettre aux chambres fédérales un rapport intermédiaire sur le suivi des progrès réalisés en vue d'atteindre les objectifs stratégiques fixés et un rapport de fin de législature établissant un diagnostic comparant les situations en début et en fin de législature, on s'aperçoit que la mise en œuvre de la loi du 12 janvier 2007 est directement liée à la mise en place de méthodes, de techniques et d'instruments d'évaluation efficaces.

Le séminaire s'organisera autour d'une intervention d'un expert belge au sujet de l'existence et du développement d'outils statistiques utiles à l'évaluation de l'intégration de la dimension de genre dans les politiques et au sein des structures.

Un expert étranger viendra ensuite présenter un exemple concret de mise en œuvre d'un système d'évaluation de l'intégration de la dimension de genre dans les politiques et au sein des structures.

**Date :** mercredi 18 juin 2008 – 9h00 à 12h00 – **Lieu :** Institut

## ■ Le genderbudgeting, un instrument indispensable à la mise en œuvre du gender mainstreaming

Premier séminaire thématique

Ce premier séminaire thématique qui s'adressera plus particulièrement à toutes les personnes impliquées dans l'établissement, le contrôle et l'évaluation des budgets, permettra de présenter le concept de "gender budgeting" en tant qu'analyse sous l'angle du genre des budgets publics.

Nous verrons donc que la réalisation du "gender budgeting" ne consiste pas à définir un budget spécifique destiné à financer des mesures favorables à l'un ou l'autre sexe, mais à analyser et élaborer des budgets en tenant compte des situations respectives des femmes et des hommes. Le "gender budgeting" constitue donc une dimension centrale du "gender mainstreaming" destiné à éviter d'établir ou d'accentuer d'éventuelles inégalités entre hommes et femmes.

Ce séminaire sera d'abord l'occasion de présenter les implications de la loi du 12 janvier 2007 et les instruments existants en matière de "gender budgeting" et de mettre en avant une expérience relative à la mise en œuvre du "gender budgeting" dans une administration fédérale belge.

Il permettra également de bénéficier d'une présentation à la fois théorique et pratique d'un expert étranger concernant la mise en œuvre de ce concept fondamental.

**Date :** mercredi 16 avril 2008 – 9h00 à 12h00 – **Lieu :** Institut

## ■ L'intégration de la dimension du genre dans l'élaboration et la définition des politiques

Deuxième séminaire thématique

Ce deuxième séminaire thématique portera sur l'intégration de la dimension du genre dans l'élaboration et la définition des politiques. Il s'adressera plus particulièrement à toutes les personnes impliquées dans la préparation de politiques, d'actions et de mesures dans les différents domaines relevant des compétences fédérales.

La loi du 12 janvier 2007 prévoit que le gouvernement fixe en début de législature les objectifs stratégiques que l'il entend réaliser au cours de celle-ci en matière d'égalité hommes-femmes. La loi prévoit par ailleurs que lors de l'élaboration de chaque projet d'acte législatif ou réglementaire, un rapport d'évaluation de l'impact du projet sur la situation respective des femmes et des hommes (appelé "test gender") soit établi. L'objectif de cette disposition consiste à éviter que soient adoptées au niveau fédéral belge des mesures ayant un impact négatif vis-à-vis des hommes ou des femmes.

Ce séminaire mettra en avant, sur base du contenu de la loi du 12 janvier 2007, les méthodes, techniques et instruments qui permettent de mieux intégrer la dimension de genre dans les différentes phases qui mènent à la définition d'une politique ("test gender", statistiques sexuées, indicateurs de genre, établissement et recours à une expertise en matière de genre, "gender budgeting"...).

Un expert étranger viendra ensuite présenter une expérience concrète relative à cet aspect central de la "loi gender mainstreaming".

**Date :** mercredi 7 mai 2008 – 9h00 à 12h00 – **Lieu :** Institut



## Présentation générale

Le 12 janvier 2007, la Belgique a adopté une loi très ambitieuse, dite "loi gender mainstreaming", visant l'intégration structurelle de la dimension de genre dans l'ensemble des politiques définies et menées au niveau fédéral belge.

Les fondements de la stratégie du "gender mainstreaming" sont la reconnaissance du caractère transversal de la dimension de genre et son intégration par tous les acteurs concernés aux différents stades de développement et de mise en œuvre des politiques.

La loi du 12 janvier 2007 impose de nouvelles obligations tant aux responsables politiques qu'aux responsables administratifs fédéraux. La série de séminaires présentés ci-dessous est destinée à mieux cerner les obligations qui découlent de la loi et à faciliter leur mise en œuvre.

Concrètement, la loi du 12 janvier 2007 implique la définition et la réalisation d'objectifs stratégiques en matière d'égalité hommes-femmes, ainsi que l'établissement des méthodes et l'utilisation des instruments nécessaires à l'analyse de la situation des femmes et des hommes, à la mise en œuvre des politiques définies et à l'évaluation ex ante et ex post des politiques menées.

Vu le caractère à la fois ambitieux et novateur de la "loi gender mainstreaming", l'Institut pour l'égalité des femmes et des hommes qui est « chargé de l'accompagnement et du soutien du processus d'intégration de la dimension de genre dans les politiques, mesures ou actions publiques »<sup>2</sup>, a répondu à un appel à propositions lancé par la commission européenne destiné à améliorer l'intégration de la dimension de genre dans les politiques nationales.

<sup>1</sup> Loi du 12 janvier 2007 visant au contrôle de l'application des résolutions de la conférence mondiale sur les femmes réunie à Pékin en septembre 1995 et intégrant la dimension de genre dans l'ensemble des politiques fédérales, M.B. du 13 février 2007.  
<sup>2</sup> Article 7 de la loi du 12 janvier 2007.

C'est dans ce cadre que l'Institut pour l'égalité des femmes et des hommes organise une série de séminaires destinés à sensibiliser et à informer l'ensemble des responsables politiques et administratifs fédéraux vis-à-vis du contenu et des implications concrètes de la loi du 12 janvier 2007.

Ces différents séminaires aborderont successivement:

- le contenu de la loi, ses implications concrètes, et les concepts qui la sous-tendent;
- le concept de "gender budgeting", c'est-à-dire l'analyse sous l'angle du genre des budgets publics et l'évaluation de leur impact sur les femmes et les hommes;
- l'intégration de la dimension de genre dans l'élaboration et la définition d'une politique;
- la mise en œuvre concrète du "gender mainstreaming" dans le fonctionnement d'une administration;
- les méthodes, techniques et instruments utiles à l'évaluation de l'intégration de la dimension de genre dans les politiques et au sein des structures.

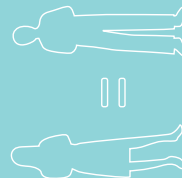
De manière générale, les séminaires permettront à des experts belges de présenter les fondements théoriques et juridiques de la stratégie de "gender mainstreaming" et à des experts étrangers de venir faire part de leur expérience pratique relative à la mise en œuvre du concept de "gender mainstreaming".  
*Public cible: Membres des Cellules stratégiques fédérales, membres des administrations fédérales et parlementaires fédérales.*

# 'gendermainstreaming', une nouvelle défi pour la gouvernance fédérale

Sensibilisation- et formationsseminaires rond de intégratie  
van de genderdimensie op Belgisch federaal niveau en de  
toepassing van de wet van 12 januari 2007

## Programma

- De wet van 12 januari 2007:  
basis, ontstaan, inhoud en uitdagingen  
Openingsseminarie  
woensdag 12 maart 2008
- Genderbudgeting, een onmisbaar instrument  
voor gendermainstreaming  
Eerste thematisch seminarie  
woensdag 16 april 2008
- De integratie van de genderdimensie  
bij de ontwikkeling  
en de definitie van beleidslijnen  
Tweede thematisch seminarie  
woensdag 7 mei 2008
- De institutionalisering van gendermainstreaming  
in het kader van de werking van een administratie  
Derde thematisch seminarie  
woensdag 28 mei 2008
- De evaluatie van de integratie van de genderdimensie  
in de beleidslijnen en de structuren  
Vierde thematisch seminarie  
woensdag 18 juni 2008



INSTITUUT VOOR  
DE GELIJKHEID  
VAN VROUWEN  
EN MANNEN



## Genderbudgeting, een onmisbaar instrument voor gendermainstreaming

### Eerste thematisch seminarie

Tijdens dit eerste thematisch seminarie, dat zich meer in het bijzonder richt tot alle betrokkenen bij het opstellen, de controle en de evaluatie van de begroting, zal het begrip 'genderbudgeting' voorgesteld worden als de genderanalyse van de overheidsbegrotingen.

We zullen zien dat genderbudgeting niet bestaat uit het bepalen van een budget dat specifiek bestemd is voor de financiering van maatregelen ten voordele van het ene of het andere geslacht, maar veel eerder duidt op de analyse en het opstellen van begrotingen waarin rekening gehouden wordt met de respectievelijke situaties van vrouwen en mannen. Genderbudgeting is dus een centrale dimensie van gendermainstreaming gericht op het vermijden van het ontstaan of de versterking van eventuele ongelijkheden tussen mannen en vrouwen.

Dit seminarie zal in eerste instantie de gelegenheid zijn voor het toelichten van de implicaties van de wet van 12 januari 2007 en van de bestaande instrumenten in het kader van genderbudgeting. Daarbij zal ook de ervaring met genderbudgeting in een Belgische federale administratie belicht worden.

Het biedt ook de gelegenheid voor een theoretische en praktische uiteenzetting door een buitenlands expert over de tenuitvoerlegging van dit basisconcept.

**Datum:** woensdag 16 april 2008 – 9u tot 12u – **Plaats:** Instituut

## De integratie van de genderdimensie bij de ontwikkeling en de definitie van beleidslijnen

### Tweede thematisch seminarie

Het tweede thematisch seminarie behandelt de integratie van de genderdimensie bij de ontwikkeling en de definitie van beleidslijnen. Het is meer specifiek gericht tot iedereen die betrokken is bij de voorbereiding van beleidslijnen, -acties en -maatregelen in de verschillende domeinen die onder de federale bevoegdheden vallen.

De wet van 12 januari 2007 voorziet dat de regering bij het begin van de legislatuur de strategische doelstellingen vastlegt die men in de loop ervan wil realiseren inzake de gelijkheid van vrouwen en mannen. De wet voorziet daarnaast dat bij elk ontwerp van wet- of regelgeving een evaluatierapport opgesteld wordt met betrekking tot de impact ervan op de respectievelijke situatie van vrouwen en mannen ('genderbest' genoemd). De bedoeling van deze bepaling is om te vermijden dat op Belgisch federaal niveau maatregelen worden aangenomen met een negatieve impact op mannen of vrouwen.

Uitgaande van de wet van 12 januari 2007, zullen in dit seminarie de methodes, technieken en instrumenten voor een betere integratie van de genderdimensie tijdens de verschillende fasen van de beleidsvorming belicht worden (genderbest, genderstatistiek, genderindicatoren, uitbouw van en beroep op expertise in gendermateries, genderbudgeting...).

Vervolgens zal een buitenlands expert een concrete ervaring met dit centrale aspect van de 'gendermainstreamingwet' komen voorstellen.

**Datum:** woensdag 7 mei 2008 – 9u tot 12u – **Plaats:** Instituut

## De wet van 12 januari 2007: basis, ontstaan, inhoud en uitdagingen

### Openingsseminarie

Het openingsseminarie is gewijd aan de uiteenzetting van het algemeen kader van de wet van 12 januari 2007 tot integratie van de genderdimensie in het geheel van de federale beleidslijnen.

De bedoeling is met name om het begrip gender voor te stellen en te verduidelijken, een duidelijk onderscheid te maken tussen gendermainstreaming en het positieve-actiebeleid en een beeld te schetsen van de internationale en Europese context die aan de basis ligt van de wetgeving met het oog op de integratie van de genderdimensie in verschillende landen.

Het is ook de gelegenheid om de federale wet van 12 januari 2007 voor te stellen, de inhoud ervan en de concrete implicaties voor de Belgische politieke en administratieve verantwoordelijken toe te lichten en de sleutelfactoren voor de doeltreffende tenuitvoerlegging van gendermainstreaming op Belgisch federaal niveau te identificeren.

Om een beter beeld te krijgen van de uitdagingen bij de toepassing van de nieuwe wetgeving, zullen we ons ten slotte buigen over de resultaten van de evaluatie van de integratie van de genderdimensie in een buurland, met name in Nederland. Door het belichten van deze ervaring krijgen we zicht op de omvang van de opdracht die alle Belgische instanties die betrokken zijn bij de toepassing van de wet van 12 januari 2007 te wachten staat.

**Datum:** woensdag 12 maart 2008 – 9u tot 16u – **Plaats:** Egmontpaleis



## Algemene voorstelling

Op 12 januari 2007 stemde België een uitermate ambitieuze wet<sup>1</sup>, de zogenaamde 'wet gendermainstreaming', gericht op de structurele integratie van de genderdimensie in alle op Belgisch federaal niveau bepaalde en ten uitvoer gelegde beleidslijnen.

De grondslagen van de gender-mainstreamingstrategie zijn de erkenning van het transversale karakter van de genderdimensie en de integratie ervan door alle betrokken partijen in de verschillende stadia van de ontwikkeling en de uitvoering van het beleid.

De wet van 12 januari 2007 bevat een aantal nieuwe verplichtingen voor zowel de politieke als de administratieve verantwoordelijken op federaal niveau. De bedoeling van de reeks seminars die in deze folder wordt voorgesteld is om een beter beeld te krijgen van de verplichtingen die voortvloeien uit de wet en om de uitvoering ervan te vergemakkelijken.

Concreet impliceert de wet van 12 januari 2007 de definitie en de realisatie van strategische doelstellingen met betrekking tot de gelijkheid van vrouwen en mannen, het opstellen van een werkmethode en het gebruik van een aantal instrumenten die nodig zijn voor de analyse van de situatie van vrouwen en mannen, de tenuitvoerlegging van de uitgestippelde beleidslijnen en de evaluatie van het gevoerde beleid ex-ante en ex-post.

Gezien het ambitieuze en vernieuwende karakter van de wet gendermainstreaming, heeft het Instituut voor de gelijkheid van vrouwen en mannen, dat "belast is met de begeleiding en de ondersteuning van het proces van de integratie van de genderdimensie in de beleidslijnen, maatregelen en acties van de overheid"<sup>2</sup>,

geantwoord op een door de Europese Commissie gelanceerde oproep om voorstellen met het oog op een betere integratie van de genderdimensie in de nationale beleidslijnen.

Het is in dit kader dat het Instituut voor de gelijkheid van vrouwen en mannen een reeks seminars organiseert met als doel het sensibiliseren en informeren van alle federale politieke en administratieve verantwoordelijken met betrekking tot de inhoud en de concrete implicaties van de wet van 12 januari 2007.

Deze seminars behandelen

achtereenvolgens:

- de inhoud van de wet, de concrete implicaties en de onderliggende begrippen;
  - het begrip 'genderbudgetting', of de genderanalyse van de overheidsbudgetten en de evaluatie van hun impact op vrouwen en mannen;
  - de integratie van de genderdimensie bij de ontwikkeling en de definitie van een beleid;
  - de concrete tenuitvoerlegging van gendermainstreaming in de werking van een administratie;
  - nuttige methodes, technieken en instrumenten voor de evaluatie van de integratie van de genderdimensie in de beleidslijnen en binnen de structuren.
- Tijdens deze seminars zullen Belgische experts de theoretische en juridische grondslagen van de gender-mainstreamingstrategie toelichten, terwijl buitenlandse deskundigen hun praktische ervaring bij de tenuitvoerlegging ervan komen voorstellen.

**Doelpubliek: Leden van de federale beleidscellen, leden van de federale administraties en federale parlementen.**

<sup>1</sup> / Wet van 12 januari 2007 strekkende tot controle op de toepassing van de resoluties van de wereldvreuwendconferentie die in september 1995 in Peking heeft plaatsgevonden en tot integratie van de genderdimensie in het geheel van de federale beleidslijnen, B.S. van 13 februari 2007. <sup>2</sup> / Artikel 7 van de wet van 12 januari 2007

## De institutionalisering van gendermainstreaming in het kader van de werking van een administratie

Derde thematisch seminarie

Artikel 3 van de wet van 12 januari 2007 belast expliciet elke minister met het waken over "de integratie van de genderdimensie in de managementplannen, in de beheerscontracten en in elk ander instrument voor strategische planning van de federale overheidsdiensten (...), die onder zijn bevoegdheid vallen."

Dit derde thematisch seminarie behandelt dus de organisatie en de werking van de federale administraties in het kader van de toepassing van de bepalingen van de wet van 12 januari 2007 met het oog op de integratie van de genderdimensie in de federale administraties.

Het zal ook de gelegenheid zijn om in te gaan op het in aanmerking nemen van de gelijkheid van vrouwen en mannen in het kader van de gunningsprocedures voor overheidsopdrachten en de toekenning van subsidies voorzien in artikel 3 van de wet van 12 januari 2007.

Net als bij de andere seminars in het kader van dit project, zal een Belgisch expert de methodes, technieken en instrumenten voorstellen die nuttig zijn bij de integratie van de genderdimensie in de werking van een administratie en daarbij in het bijzonder nadruk leggen op het management, de integratie van gender in de beheersinstrumenten, de sensibilisatie en de opleiding van het personeel, het human resources management, het kennismanagement en communicatie. Vervolgens zal een buitenlands expert een concrete ervaring met de integratie van de genderdimensie in de werking en de organisatie van een administratie komen toelichten.

**Datum:** woensdag 28 mei 2008 – 9u tot 12u – **Plaats:** Instituut

## De evaluatie van de integratie van de genderdimensie in de beleidslijnen en de structuren

Vierde thematisch seminarie

Tijdens dit laatste seminarie gaat de aandacht naar het proces van de evaluatie van de integratie van de genderdimensie in de beleidslijnen (ex-ante en ex-post) en binnen de structuren (administraties).

Naast het evaluatieverslag van de impact van wet- en regelgevende projecten op de respectievelijke situatie van vrouwen en mannen (de zogenaamde 'gender-test'), voorziet de wet van 12 januari 2007 de definitie van genderindicatoren "die het mogelijk maken om het proces van de integratie van de genderdimensie en de realisatie van de strategische doelstellingen te meten" en de verplichte opsplitsing naar geslacht van de door de federale administraties geproduceerde statistieken.

In combinatie met de verplichting voor de regering om de federale kamers een tussentijds verslag te bezorgen met een stand van zaken van de geboekte vooruitgang bij de realisatie van de vastgelegde strategische doelstellingen en een verslag aan het einde van de regeringsperiode waarin de begin- en eindsituaties worden vergeleken, wordt het dus duidelijk dat de tenuitvoerlegging van de wet van 12 januari 2007 rechtstreeks gelinkt is aan de invoering van doeltreffende methodes, technieken en evaluatieinstrumenten.

Het seminarie is opgebouwd rond de uiteenzetting van een Belgisch expert over het bestaan en de ontwikkeling van statistische hulpmiddelen die nuttig zijn voor de evaluatie van de integratie van de genderdimensie in de beleidslijnen en binnen de structuren.

Vervolgens zal een buitenlands expert een concreet voorbeeld komen voorstellen van de tenuitvoerlegging van een systeem voor de evaluatie van de integratie van de genderdimensie in beleidslijnen en structuren.

**Datum:** woensdag 18 juni 2008 – 9u tot 12u – **Plaats:** Instituut

Publisher :  
Institute for the equality of women and men  
Rue Ernest Blerot 1 / Ernest Blerotstraat 1  
1070 Brussels  
Tel. : 02 233 42 65 – Fax : 02/233 40 32  
egalite.hommesfemmes@meta.fgov.be / gelijkheid.manvrouw@meta.fgov.be  
www.iefh.fgov.be / www.igvm.fgov.be

Responsible publisher :  
Michel Pasteel,  
Director of the Institute for the equality of women and men

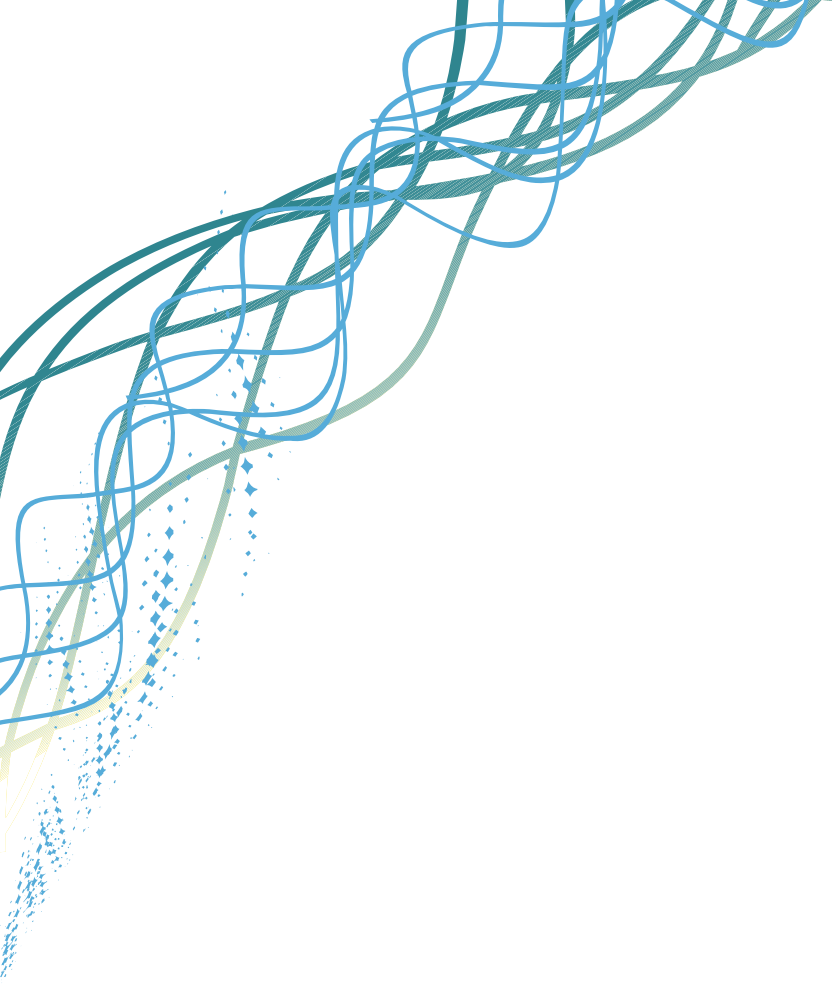
Final editorship :  
Saskia Ravesloot, VUB  
Nathalie Wuiame, CESEP scri

Lay-out and printing : Gevaert Graphics

Depot Number :  
D/2008/10.043.13

This brochure has been developed in partnership between the Institute for the equality of women and men, professor Van Camp and the professor De Metsenaere, President of the "Onderzoekscentrum voor gender Diversiteit".

This publication concerns an action financially supported by the European Community. Its content only its authors; the European Commission is not responsible for any use of the information contained in this publication.



Vrije Universiteit Brussel



INSTITUTE FOR  
THE EQUALITY  
OF WOMEN  
AND MEN

