

# EQUAL Guide on Gender Mainstreaming

Employment & European Social Fund



Employment & social affairs



European Commission



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Directorate-General for Employment, Social Affairs and Equal Opportunities  
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The EQUAL Guide on Gender Mainstreaming was written by a Working Group comprising experts from several Member States (Austria, Belgium-fr&de, Denmark, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Poland, Portugal, Sweden, United Kingdom-gb) and the European Commission services with the help of an external consultant, Ms Rebecca Franceskides.

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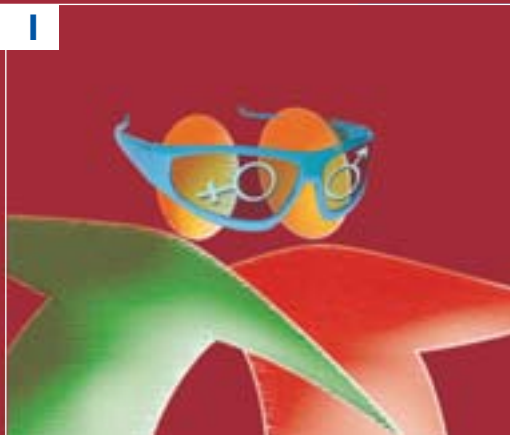


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# 1. Introduction

## Why this guide?

Gender mainstreaming is a tool to better understand the causes of inequalities between women and men in our societies and come up with appropriate strategies to tackle them. The goal is to achieve equality between women and men.

But the concept has left many confused. It has been criticised for being too abstract and difficult to understand especially for non-English speakers.

What does it actually mean? How will I benefit as an organisation or even as an individual? Is this just another administrative requirement that I have to comply with?

This guide sets out to provide some of the answers. It explains gender mainstreaming in simple terms and shows the benefits it can bring. It also highlights that gender mainstreaming is a process.

## The link with the EQUAL Community Initiative

This guide has been written with the EQUAL Community Initiative in mind. This is because gender mainstreaming is an integral part of EQUAL which is exploring new ways of tackling the problems common to different types of discrimination and inequality.

Under the EQUAL Community Initiative, gender mainstreaming is not optional. It cannot be something you add on to make your application more acceptable by saying for example “we don’t discriminate” or “we treat everyone the same” or “we are an equality project so this does not apply to us” or that “men and women are working together, so there is no need to focus separately on their respective needs.”

It should be a guiding principle for all partners in a Development Partnership, irrespective of the thematic priority you have chosen, and for those managing the EQUAL programme.

Gender mainstreaming is not an additional issue to other factors that you need to take into account when planning

or implementing your Development Partnership such as financial efficiency, accounting, transnationality, empowerment, coordination and so on. The guide illustrates how gender mainstreaming is an essential part of all these aspects of your Development Partnership.

You cannot strive to tackle inequalities without embracing the gender mainstreaming concept. Whether you are the coordinator or a partner, you will need to gain sufficient understanding of gender mainstreaming.

The result is that you will gain time and improve quality as you can better target your Development Partnership and its activities and results.

## Who is the guide for?

The guide has been written primarily for all who are involved in the national EQUAL Programmes – the Development Partnerships, the National Support Structures, the Managing Authorities, the evaluators at national and Development Partnership-level, as well as the Monitoring and Selection Committees.

However, it can be useful to all individuals or organisations interested in learning more about gender mainstreaming and how it can be implemented in project planning, implementation, monitoring and evaluation.

## How do I use this guide?

This guide has been designed to provide you with maximum flexibility. It contains a series of briefing notes. You can pick and choose the notes you need. You do not have to follow the order or read all of them.

They can be grouped as follows:

- Briefing notes targeted at all readers giving theoretical and factual information on gender mainstreaming and practical exercises to build up your organisation’s and your partnership’s understanding of gender mainstreaming.
- Briefing notes specifically addressing Development Partnerships.



- Briefing notes specifically addressing National Support Structures and Managing Authorities.
- Briefing notes containing examples of EQUAL Development Partnerships and a list of resources.

Don't be put off by the task at hand. Gender mainstreaming is a process. The guide can help you start and can accompany you as you become more familiar with gender mainstreaming and the huge potential it has for making your Development Partnership more effective.

## The authors

The guide is the result of the work of the European Commission's Gender Mainstreaming Working Group set up within the framework of the EQUAL Community Initiative comprising Managing Authority and National Support Structure representatives from the European Union Member States. A learning seminar held in Budapest in July 2004, organised by the European Commission and the Gender mainstreaming Working Group, and hosted by the Hungarian Managing Authority, also provided rich material for the guide. It was compiled and written by Rebecca Franceskides.



## 2. Understanding gender mainstreaming

Equal participation of women and men in all aspects of society is crucial for lasting growth and democracy. It also symbolises a society's level of political maturity.

This ambitious goal, however, is far from being a reality despite substantial progress over the last 40 years spearheaded by the European Union.

Women's relation to the labour market remains largely mediated by men whether as family members, employers or even suppliers of credit.

The labour market still favours men over women and reflects and reinforces men's and women's perceived roles in the home, polarising existing divisions despite clear evidence that the lifestyle of the majority of women but also of many men no longer fits into these tight compartments.

For example, demand for more balance in work and family life is coming from women and men yet policies to reconcile these two areas continue to focus largely on the mother.

The failure to transform women's (and thus also men's) position has led policy makers and those in the equality field to question the impact of equal opportunities policies. They realised that society's structures and practices and the relationship between women and men needed a radical rethink to root out the deep-seated and often hidden causes of inequality. They named this tool, the gender mainstreaming approach.

### Challenging the mainstream

Gender mainstreaming recognises that initiatives specifically addressed to women, which often operate at the margins of society, although needed, are insufficient on their own to bring major change. While many are innovative and benefit the women who participate directly, they do not affect in a sufficient way the services or resource distribution of mainstream policies and projects and so do little to reduce or end inequalities between women and men.

Gender mainstreaming challenges these mainstream policies and resource allocations. It recognizes the strong

interlink between women's relative disadvantage and men's relative advantage. It focuses on the social differences between women and men: differences that are learned, changeable over time and vary within and between cultures.

For example, the unequal use of time by women and men has a direct impact on work patterns and, eventually their life choices. Typical male paid work patterns – full-time continuous employment across the life cycle – impose a constraint on family time budgets. Women provide the flexibility.

It is women who reduce their working hours or opt out of full time careers as and when the family needs dictate.

The result is that women continue to form the majority of the unemployed, of the poorly paid, of the carers and so on.

### Valuing difference

The root cause of the problem lies in the social structures, institutions, values and beliefs which create and perpetuate the imbalance between women and men. The issue is not how to “add” women to various processes but to reshape these processes to create the space for women's and men's involvement.

Gender mainstreaming starts with an analysis of the everyday life situation of women and men. It makes their differing needs and problems visible ensuring policies and practices are not based on incorrect assumptions and stereotypes.

It also shows that women and men are not a homogenous group. In addition to their gender, their religion, ethnicity, education, disability, sexual orientation, class and so on also marks them, reinforcing or giving rise to further inequalities that need to be addressed under EQUAL.

For example, a university educated woman from a middle-class background does not start from the same position as a working-class woman with few qualifications especially if she is also a member of an ethnic minority group. Although both may face discrimination in the world of work, their needs are different.



Policy-makers and programme managers can ensure better policy targeting, more effective delivery and greater equality if they take account of the different situations of women and men.

Equality can mean treating all categories exactly the same (for example, when it comes to wages) and treating categories differently in recognition of their differences (maternity).

It can mean introducing specific actions targeted at women or at men to tackle persistent inequalities or changing mainstream policies to accommodate a diversity of circumstances.

Gender mainstreaming can clear the way to seek common ground and meet the needs of each person, as a group and as an individual, avoiding a vision of the world that is defined solely by the unilateral dominant culture.

Part of the problem is that equality is often perceived as a struggle between one group, in this case men, giving up power and advantage in favour of another group, in this case women.

The real challenge is to show that all can benefit from a more equal society built on recognition of difference, which addresses and values individual and group needs.

## Two approaches under the microscope

### A woman focused approach views women's lack of participation as the problem

The focus:	Women
The problem:	The exclusion of women
The goal:	More efficient, effective development
The solution:	Integrate women into existing structures
The strategies:	Women only projects. Increase women's productivity, income and ability to manage the household

### A gender-focused approach is people-centred

The focus:	Relations between women and men
The problem:	Unequal relations that prevent equitable development and the full participation of women and men
The goal:	Equitable development with women and men sharing decision-making and power, opportunities and resources
The solution:	Transform unequal relations and structures; empower the disadvantaged and women
The strategies:	Identify and address practical and strategic needs determined by women and men to improve their condition

Source: Gender Analysis and Gender Planning Training Module for UNDP staff  
<http://www.undp.org/gender/tools.htm>



### 3. Gender mainstreaming – a closer look at the concept and terms

#### The concept

##### Gender mainstreaming is not:

- A Women only issue
- It is not just about improving access or of balancing the statistics
- About having well written statements
- About blaming anybody for the inequalities which exist
- About only women taking action
- About only women benefiting from it
- About stopping or replacing gender specific policies and projects targeted at either women or men

##### Gender mainstreaming:

- Is about reducing poverty, boosting economic growth and strengthening citizenship
- Is a pro-active process designed to tackle inequalities which can and do discriminate against either sex
- Targets major economic and social policies that deliver major resources
- Makes good economic sense ensuring that women as well as men are active, using 100% of the productive labour force
- Represents a further step in the search for equality
- Recognises that gender is one of the most fundamental organising features in society and affects our lives from the moment we are born
- Presupposes a recognition of male and female identities
- Recognises that differences exist in men's and women's lives and therefore our needs, experiences and priorities are different
- Involves a willingness to establish a balanced distribution of responsibilities between women and men
- Needs determined political action and support with clear indicators and targets
- Will not happen overnight, it is a continuous process

##### Gender mainstreaming means:

- That differences between women and men may never be used as a ground for discrimination
- A radical rethink of the way labour markets work and their impact on women's and men's employment
- Long-lasting changes in society, transforming parental roles, family structures, and the organisation of work, time and even institutional practices
- Reshaping the mainstream rather than adding activities for women at the margins
- A partnership between women and men to ensure both participate fully in society's development and benefit equally from society's resources
- Responding to the root causes of inequality and putting remedial action in place
- Ensuring that initiatives not only respond to gender differences but seek to reduce gender inequality
- Asking the right question to see where limited resources should be best diverted
- More attention to men and their role in creating a more equal society

##### Gender mainstreaming covers:

- policy design
- decision-making
- access to resources
- procedures and practices
- methodology
- implementation
- monitoring and evaluation



## The terms

**Sex:** the biological difference between women and men that is universal.

**Gender:** the social differences or roles allotted to women and to men, roles that are learned as we are growing up, change over time, and depend on our culture, ethnic origin, religion, education, class and the geographical, economic and political environment we live in. These models of behaviour set the standard and influence who we are apart from our sex. For example, while only women can give birth (biologically determined), biology does not determine who will raise the children (gendered behaviour) nor do the domestic chores. So gender describes the set of qualities and behaviours expected from men and women by their societies and forms their social identity. An identity that differs from culture to culture and at different periods in history.

**Gender equality:** that the different behaviour, aspirations and needs of women and men are equally valued and favoured and do not give rise to different consequences that reinforce inequalities.

**Gender relations:** the interdependent relations between women and men. This implies that changes for women will require changes for men and vice versa.

**Mainstream:** the principal, dominant ideas, attitudes, practices or trends. It is where choices are considered and decisions are made that effect economic, social and political options. It is where things happen. The mainstream determines who gets what and provides a rationale for the allocation of resources and opportunities.

**Gender mainstreaming:** to make gender equality part of this dominant (mainstream) trend in society so that women and men benefit equally. It means looking at every step of policy – design, implementation, monitoring and evaluation – with the aim of promoting equality between women and men.

**Gender impact analysis/assessment:** examines policies and practices to ensure they have equally beneficial effects on women and men. It identifies the existence and extent of differences between women and men and the implications of these differences for specific policy areas. It assesses policies and practices to see whether they will affect women and men differently so as to neutralise discrimination and provide equality. To carry out this analysis, statistics and indicators disaggregated by sex are needed.

**Specific/positive action:** favours particular groups of women, or men, and is required in addition to gender mainstreaming policies to remove inequalities which have been identified or address particularly resistant problems.



## 4. The formal definitions

"Gender mainstreaming involves not restricting efforts to promote equality to the implementation of specific measures to help women, but mobilising all general policies and measures specifically for the purpose of achieving equality by actively and openly taking into account at the planning stage their possible effects on the respective situation of men and women (gender perspective). This means systematically examining measures and policies and taking into account such possible effects when defining and implementing them."

"The systematic consideration of the differences between the conditions, situations and needs of women and men in all Community policies and actions: this is the basic feature of the principle of 'mainstreaming', which the Commission has adopted. This does not mean simply making Community programmes or resources more accessible to women, but rather the simultaneous mobilisation of legal instruments, financial resources and the Community's analytical and organisational capacities in order to introduce in all areas the desire to build balanced relationships between women and men. In this respect it is necessary and important to base the policy of equality between women and men on a sound statistical analysis of the situation of women and men in the various areas of life and the changes taking place in societies."

**European Commission. Communication: "Incorporating equal opportunities for women and men into all Community policies and activities" (COM(96)67final).** In electronic form, only in French.  
[http://europa.eu.int/comm/employment\\_social/equ\\_opp/gms\\_en.html](http://europa.eu.int/comm/employment_social/equ_opp/gms_en.html)

"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. Gender mainstreaming: conceptual framework, methodology and presentation of good practices. Strasbourg, 1998.**

[http://www.coe.int/T/E/Human\\_Rights/Equality/02\\_Gender\\_mainstreaming/100\\_EG-S-MS\(1998\)2rev.asp#TopOfPage](http://www.coe.int/T/E/Human_Rights/Equality/02_Gender_mainstreaming/100_EG-S-MS(1998)2rev.asp#TopOfPage)

Gender mainstreaming is "...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area 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".

**United Nations. ECOSOC, 1997.**

<http://www.un.org/documents/ecosoc/docs/1997/e1997-66.htm>



## 5. A short history of European Union policy and gender mainstreaming

For many years, there has been an assumption that equality is mainly a women's issue. This assumption has been made by politicians, policymakers and even women themselves.

### 1970s – The period of individual rights

The European Union (EU) started the long road to achieving equality between women and men in the 1970s although provision for equal pay was already made in the 1957 Treaty of Rome.

The demand for equal treatment dominated this era which addressed the individual's right to equality.

In 1975, the first European equality directive was passed covering equal pay.

This was shortly followed in 1976 by a directive on equal treatment in access to employment, training, promotion and working conditions. In 2002, this 1976 law was strengthened and extended to include a formal ban against sexual harassment.

Other directives followed: equal treatment in statutory social security schemes (1978); in occupational social security schemes (1986); for the self-employed and their assisting spouses (1986); on maternity leave and health and safety conditions for pregnant women and nursing mothers (1992); on the organisation of working time (1993); on parental leave and leave for family reasons (1996); on the burden of proof making it easier to prove discrimination in cases before the courts (1997); and on part-time work (1997).

Equal treatment laws were effective in combating overt discrimination but not enough to ensure equality. Their starting point was that women and men should be treated the same. But as women and men do not start from the same position, equal treatment did not always lead to equal outcome. Apparently neutral policies had different results.

### 1980s – The period of specific action

The 1980s saw the introduction of specific/positive actions addressing the disadvantages experienced by women. It was the start of women oriented policies, be it at the margins. They focused on what women “lacked” – the implicit assumption being that the problem rested with women, and so women needed to change.

The EU, recognising the shortcomings of equal treatment legislation to tackle differences between women and men, co-financed specific actions for women especially in training.

It also adopted a string of EU recommendations and codes of good practice in areas such as education and training; childcare; combating sexual harassment; positive action; discrimination in the media; and improving women's access to decision-making posts.

### 1990s – The period of mainstreaming

Specific actions in favour of women also proved to be a partial solution. They prepared women for operating in a male dominated culture but did not challenge it.

This led to a new period, the period of gender mainstreaming, where the focus shifted to systems and structures themselves, to the relationship between women and men and to their individual needs. This approach gained worldwide acceptance at the 1995 UN fourth World Conference on Women in Beijing.

Gender mainstreaming recognises that existing structures are not gender-neutral but favour one sex or another in a variety of subtle and not so subtle ways. The result is that apparently gender-neutral policies can in fact reinforce divisions and consequently further disadvantage women or men.

With gender mainstreaming, came the call for policies that accommodate a diversity of circumstances accepting that age, ethnic origin, disability and sexual orientation, for example, also have implications for a person's ability to compete equally.

The EU adopted its gender mainstreaming approach in 1996.

Introducing this change, the European Commission said it wanted to implement a gender perspective into the planning, implementation, monitoring and evaluation of all EU policies and actions to evaluate their impact on women and on men.

In 1997, the Treaty of Amsterdam confirmed the importance of promoting gender equality and formalised the commitment to gender mainstreaming.



## 6. Gender mainstreaming – some figures

It is generally accepted that women have experienced systematic and persistent discrimination which reproduces itself giving rise to differences in women's and men's access to jobs, to resources and to power.

We can see this clearly in labour market developments over the last two decades.

In the EU of 15 Member States, since the 1980s and even earlier, there has been a huge entry of women into the labour market but this has not been accompanied by a break down of sectoral, occupational or job segregation. Most women still work in a cluster of sectors and occupations, dominate part-time jobs, are largely excluded from senior jobs, are paid less than men, are more likely to be unemployed and are more at risk of poverty than men.

Women's active participation in the labour market and the reduction of gender gaps in all spheres of life are key to the EU's competitiveness, economic growth and social cohesion. The Lisbon target of achieving a 60 % female employment rate by 2010 will not be reached without further effort in the field of gender equality. At least 6 million women must enter the labour market by 2010 to meet this target.

### Some data <sup>1</sup>:

#### Employment

- Women's employment rate has increased more than men's. It now stands at 55.6 % compared to less than 50 % in the first half of the 1990s. But the gap with men remains high. It is still some 17.2 percentage points below the male rate in EU-15 and 16.3 % in the EU-25.
- Occupational and sectoral gender segregation remains stable but high. Women dominate in health care and social services, education, public administration and retailing, while a disproportionate number of men work as technicians, engineers, finance professionals and managers. Although more women are entering high level jobs, men are still twice as likely as women to be in managerial positions and over three times as likely to be senior managers. Significantly fewer women than men have jobs with supervisory responsibilities and the gap widens further amongst older workers.

#### Unemployment

- In most Member States, the unemployment rate remains higher for women than for men (1.8 percentage points higher than male unemployment in the EU-15 and 1.9 % in the EU-25) and women continue to be more vulnerable to unemployment and economic inactivity than men.

#### Pay

- There is still a gender pay gap - arguably one of the most visible inequalities faced by women at work. On average, women in the EU earn only 84 % of men's wages – 89 % in the public sector and 76 % in the private sector.
- Women make up 77 % of the EU's lowest paid workers and men 23 %. The risk of poverty is 3% higher for women compared to men.

#### Part-time work

- Women are over-represented in part-time work. In the EU-15, 34 % of women work part-time and 30 % in the EU-25. In contrast, only 7 % of men work part-time in the EU-15 and the EU-25.

#### Work and family life

- Women still do the majority of work in the home and for the family. This has an impact on their work patterns and limits their opportunities to take up occupations that are comparable to the average occupations of men.
- Women with children work 12 hours less than men with children in the EU-15 and 11 hours less in the EU-25. They also have a lower employment rate of 12.7 percentage points compared to women without children.
- Men with children show 9.5 percentage points higher employment rates than men without children.

#### Education

- Women are better educated than men. The gap between women and men aged 20-24 attaining secondary educational level is 6 percentage points in the EU-15 and 5 percentage points in the EU-25. They represent the majority of graduates in the EU (55 %) although their study choices still show traditional gender stereotyped patterns – in 2001, 36 % graduated in the fields of sciences, mathematics and informatics and 21 % in the fields of engineering.

<sup>1</sup> **Source:** Report on equality between women and men, 2004. European Commission. [http://europa.eu.int/comm/employment\\_social/equ\\_opplcom\\_04\\_115\\_en.pdf](http://europa.eu.int/comm/employment_social/equ_opplcom_04_115_en.pdf)



## 7. Practical exercise: understanding the concept of gender mainstreaming

It is important that your organisation and all your partners have a shared understanding of gender mainstreaming and a common vision of what you want to achieve in your Development Partnership. One of the crucial first steps is to define what it means for you.

You could try this simple exercise, to open up the discussion within your organisation and in your partnership.

Keep in mind three basic training rules that need the agreement and support of all the participants before you start.

- **Confidentiality** - What ever is said during the group sessions stays within the group and is not discussed outside or allowed to interfere with the normal working relationship.
- **A non-judgemental approach** – Judgments can be made but they are not allowed to interfere with the group process. So if there is a disagreement, listen to all the points of view without immediately challenging them. It also means avoiding interrupting when a participant is speaking and taking time to understand what they are saying.
- **Co-responsibility** – The success of the session will depend on everyone's active involvement. They cannot be passive observers.

In this exercise, it is important to show the relevance of gender mainstreaming to men as well as women.

Gender inequality impacts more significantly on women than on men. This can give the impression that women will be the only sex to gain from the gender mainstreaming investment. But gender inequalities also have an adverse – albeit different – effect on men. Gender mainstreaming enables us to focus on these effects in addition to focusing on the effects of inequality on women. Making the issue relevant to all participants is crucial to your team's willingness to make a commitment to equality. Include information on the way in which society is structured which has less favourable outcomes for men and highlight how gender mainstreaming can result in actions to remedy this situation.

### For example:

- Many support services are geared towards women and there are no alternatives or other support for men.
- It might be easier for women to take on traditional men's roles than for men to take on women's roles, for example, in the caring sector.
- Lack of paid paternity leave.
- Workplace demands continue to make it difficult for men who want to assume more active parental and caring roles.

### Step 1

To start the exercise, the facilitator can suggest a topic (banning smoking in public buildings, train strikes, etc.) and ask the group to consider if it has a different impact on women and on men and on different groups of women or men. This is a warming up exercise and should be fast and fun. The group can be asked to discuss this topic in pairs and then feed back. Could they come up with a gender perspective on any topic or aspect of life?

### Step 2

Each person then completes the following three statements on three separate Post-its:

1. For me, gender mainstreaming means...
2. It does not mean...
3. It is necessary because...

Take one minute for this part of the exercise. Write down the first definitions that come to mind. This is not a test or a competition but an opportunity for reflection.



When everyone is finished, each person puts their Post-it on the wall and presents it to the group. As each person adds their ideas, attempt to cluster them. A full discussion follows to reach a shared vision and a common understanding. If the group is big (more than 12 people), a first discussion can take place in smaller groups.

### **Other points to consider:**

- Can different groups with different needs be treated the same way?
- Does equality mean treating people the same only when all other things are equal?
- Should equality recognise and affirm differences between women and men?
- Can it be assumed that women or men are a homogeneous group with the same needs?
- What about the impact of other factors, such as age, ethnic origin, disability and sexual orientation on women's and men's possibilities to compete equally?



## 8. Gender mainstreaming – a standard within the EQUAL Community Initiative

Like all European Union (EU) policy in this field, EQUAL has also opted for a dual strategy to tackle inequalities faced by women and men.

- Applicants for Development Partnerships under EQUAL must comply with the gender mainstreaming requirement irrespective of the thematic priority they have chosen. It is an essential ingredient of every Development Partnership.
- It is also a separate programme priority encouraging specific actions for groups of women or of men to combat persistent inequalities.

Gender mainstreaming is a tool, a strategy for quality improvement. It enhances the quality of your Development Partnership and enables you to reach with greater accuracy your target audience, their needs and expectations.

It involves from the very first step an analysis on how you are addressing the needs of all sections of the population to ensure that your Development Partnership not only avoids reproducing discrimination on the grounds of gender, but actively contributes to the general objective of equality between women and men.

The gender perspective applies even if your target group is dominated by one sex, such as health care workers or engineers. Your analysis can look into why women or men dominate the sector and the barriers that exclude women or men, or groups of women or men, from participating equally.

Whether you are offering grants to new businesses, dealing with life-long learning, rehabilitation, assisting ex-offenders or ethnic minorities, gender mainstreaming applies to you. This is because your stakeholders and participants are not a homogenous group. They comprise men and women with differing needs and expectations. You can target your services better if you have first analysed these needs and how you can best meet them.

### Some examples

#### Start up business funds for unemployed or inactive persons

There is strong evidence that business finance is not getting through to vulnerable groups and areas. How can you build the same financial capacity in women and in men in the different groups you are dealing with? Do they face the same barriers when accessing funds? What about their attitude to risk? For example, the minimum grants offered cannot be pitched too high if they are to attract women. This is because many women seek smaller amounts for start up. This might be linked to their attitude to risk taking and the tendency to under fund the start up of their companies. But it could also be explained by their family situation – the number of children or older relatives that depend on them.

#### Retain workers longer in employment

Age management has become a burning issue at national and European level. You want to address the immediate and current barriers for older workers – motivation, training, new ways of working or you could be looking at more long-term human resources strategies and age management practices. There are many differences between older women and men: their seniority at the end of their career, differing skills level, lower pensions and incomes. How will you take these into account when designing your Development Partnership? How will you support women and men and maximise their choices?

#### Facilitating access to the labour market for the disadvantaged

You want to prepare disadvantaged women and men for the world of work. Have you thought how your insertion scheme will attract women and men at least in the same proportion as their presence in the total target group? How will your advertising target women and men? How will you ensure a similar anchoring of women and men in employment once they have gone through the insertion scheme? Do you need to take specific actions with employers to ensure that women and men find jobs that match their qualifications? Will you need to take different support measures to accompany women and men in this process?



## Breaking down job segregation

You want to have an impact on the construction and engineering sectors often closed to women. How do you prepare women to enter these sectors? What about the employers? Are they all men? How will you approach them? How do you tackle the job culture in these sectors to ensure it is open to women and men? What about career guidance? Do women and men need the same support measures? How do you make this profession more attractive to women?

## Regeneration of urban areas

Your Development Partnership is dealing with the problems of inner city areas – unemployment, poverty, lack of services, insecurity. You want to create jobs by setting up care facilities to be run by the long-term unemployed. Most of your applicants are expected to be women. How do you reach men and encourage them to be involved? What support structures do you need to put in place to meet their needs? How do you ensure the service provision will cater for women as well as men?

## Assisting farmers at risk

You want to assist farmers and train them in new skills. A gender analysis shows that most professional farmers are men and most women are assisting spouses. The roles they play are different so is their status and their involvement in the community. Without this analysis, women farmers would have been invisible. How do you address women's and men's needs to ensure they benefit equally from your Development Partnership?

## Self-employment or business creation for the unemployed

Does an unemployed man consider enterprise creation with the same ethos and self-confidence as an unemployed woman? Do they have the same support needs and the same availability in terms of working time? What about childcare or other responsibilities? Does the business world see them in the same way? How will your services cater for these different needs?

## Encourage job opportunities for asylum seekers

What is the percentage of women within the asylum seeker group that you are targeting? Detect possible barriers to the participation of women in training and accompaniment actions. Do women asylum seekers take up the same training courses as men? If not, why?

## Improving the employability of immigrants and ethnic groups

The situation of immigrant women or those from ethnic minority groups such as the Roma may be very different to their men. They may be at bottom of the disadvantage ladder faced with multiple disadvantages. How will you reach these groups? How will you raise employers' awareness of their differing needs?

## Disability

You want to enhance employment opportunities for people with disabilities. Have you looked if disabled women and men have the same needs and expectations? Do you need to introduce different strategies for women and men in your Development Partnership when it comes to recruitment and selection, disability awareness and environmental assessment?

## Corporate Social Responsibility

You may be searching for new ways of motivating small companies to play an active role in the integration of disadvantaged groups. Again, have you looked at the gender profile of these employers and their current employees? How many are men and how many are women? What sort of jobs are they offering? Do all disadvantaged people need the same level of support? If there are differences, how have you catered for them in your Development Partnership?

## Promoting a more diverse workforce

You want to open up the world of work by making employers aware of the positive effects of diversity strategies on their business. For example, stress reduction, lower staff fluctuation and absenteeism, better corporate image and diversification of services. Are such policies gender neutral? Are there differences between women and men? How can employers learn to value difference? What can you do so that these new work practices take account of women's and men's needs?

## Sexual orientation

Have you looked at how sexual orientation influences the perceptions of what is feminine and what is masculine in the work environment? Are certain jobs closed to women or men because of their sexual orientation? Do women and men face discrimination at work because of their sexual orientation? Do they face the same levels of discrimination?

### Information on EQUAL

The EQUAL web site and the EQUAL common database (ECDB): <http://europa.eu.int/comm/equal>  
EQUAL extranet: <http://forum.europa.eu.int/Public/irc/empl/Home/main>



## 9. Gender mainstreaming throughout the life cycle of Development Partnerships

Gender mainstreaming will strengthen the effectiveness of your Development Partnership. You need to find out about the impact of your Development Partnership on different groups so you can be sure whether you are having an adverse effect, even if this is unintentional. It is not a question of “how many women are to participate” but “how can the new approach tested under the EQUAL Community Initiative reduce disparities between women and men”.

Remember, gender mainstreaming implies including women, but does not imply excluding men. On the contrary, it means more men need to be engaged in the search for solutions.

As an EQUAL Development Partnership, you are expected to reach the highest standards of equality in all you do. You will have to show how equality has been thought through:

- the make-up of your Development Partnership team;
- in your Development Partnership design and implementation;
- in your work methods, as an employer but also as a service provider;
- and, in the targets and indicators you have set to know if you have been successful in addressing equal opportunities.

### Gender mainstreaming the implementation of your Development Partnership

#### A political will at the top

The top level of all the organisations in your Development Partnership must be committed to equality between women and men. This can take the form of a declaration which is included in the partnership agreement.

#### All partner commitment

All the partners need to give their backing to gender equality even if one organisation takes the lead. Demonstrate how your Development Partnership is committed to equality in all areas of its work. Explain the implications of this commitment to all your staff including volunteers, to your partners, stakeholders and participants. Ensure that gender equality features prominently in all your partner meetings to monitor progress and introduce timely changes.

#### Shared definition of gender equality

You will need to explore within your partnership what you mean by gender equality and gender mainstreaming. There is a lot of material that can help you to better understand the terms. You can do the exercises in this guide (see notes 7 and 11) and look at the list of points to consider (see note 12). You need to gain a shared vision before starting your Development Partnership.

#### Capacity building

All your partner organisations must have basic knowledge about gender mainstreaming and a plan on how this is applied in their daily work. This is the case even if you rely for your gender expertise on outside specialists or on the knowledge of a Development Partnership partner. You could introduce training and professional development to improve your Development Partnership's knowledge, understanding and behaviour.

#### Working methods

Your working methods will have to reflect a sensitivity to gender equality.

**For each organisation** in your Development Partnership, this means:

- Looking at your the **staff composition**. How many women or men, at what levels and areas of responsibility? You could set equality-related targets for recruiting, staffing and membership of the partnership.
- Is the ability **to understand gender equality issues** a requirement for employment? Do you provide gender training for newly arrived staff that do not have this knowledge?
- Do you offer **flexible work options** for women and for men staff? How many have taken these options up? Is there a gender pattern?
- Do you ensure there is **equal pay among staff** and fair and equal opportunities to receive training and access career opportunities within the organisation?
- Do you evaluate **staff skills and knowledge** to determine training needs? Is gender equality training provided for all staff?



- Are **gender proofing objectives** included in general staff performance appraisals?
- How do you organise **your Development Partnership meetings** (their composition, speaking time and levels of responsibility, when they are held and so on)?
- Are **gender equality issues taken into account in your bids for goods and services**? For example, you can make clear you buy only from companies that practice gender equality.
- Have you developed **partnerships with equality bodies** to increase knowledge and expertise about equality strategies?

**For your service provision**, this means:

- Have you **analysed** how many women and how many men access your services or participate in your activities at each level? Is there a pattern?
- Do your **recruitment procedures** take account of equality between women and men (your publicity campaigns, information brochures, selection procedures)?
- Do you have measures in place that recognise, respect and meet the **different needs of your target groups**? How do you find out their specific needs and how do you meet these needs?

## Involve equality bodies and other representative groups in your work

National and regional equality agencies are a valuable resource. They can provide useful and timely advice at all stages of your Development Partnership. Also consult and encourage participation from organisations representing different target groups. This will require a proactive policy. Examine your consultation mechanisms to ensure they can participate.

## Manage equality in your Development Partnership

You could appoint an equality “champion” to help you manage equality within your Development Partnership and provide other members with relevant information such as articles, policy developments, guidebooks and so on. Systematically feature gender equality in all your Development Partnership meetings to assess progress. You can also set up a working group within the partnership to develop and monitor equality. Invite outside organisations to have an input in this group.

## Adequate budget

You will need to provide an adequate budget to cover the costs of gender mainstreaming your organisation and its services. For example, you may need to buy in outside

expertise, organise awareness raising and gender training, develop gender analysis tools adapted to your Development Partnership, organise the consultation and participation of interested parties, ensure monitoring and evaluation and measuring the results of the impact.

## Gender mainstreaming work

*The following steps are essential elements of any effective planning tool. They are compatible with the toolkit on Partnership planning, monitoring and evaluation, based on the Logical Framework Approach, which is available on the EQUAL website.*

### Analysing the context

Whatever your priority theme, you will need to examine the specific problems faced by women and those faced by men in:

- the relevant target group,
- geographical area,
- sector.

This is called gender impact analysis or assessment. You must undertake this analysis before you enter the planning phase of your Development Partnership, if you are to meet EQUAL's equality standards.

To help you in this task, a step-by-step guide is included here (see note 10) suggesting the sort of questions you will need to ask to identify and respond to the different situations and needs of women and men.

Be careful not to make general assumptions. For example, that women will automatically benefit from a proposed intervention, that aggregate data and statistics paint an accurate picture of women's lives, or that what works for men will automatically work for women.

You could set up a small group of women and men that have both gender skills and skills that are relevant to your Development Partnership's thematic area. You could identify with them where you can find the data to make your analysis and how you will collect it.

For the analysis, first you will have to identify and gather available sex-disaggregated statistics. On the face of it, these comprise the most tangible and least disputable knowledge you can get about the situation of women and men.

In addition, seek out other facts and information on the issue being addressed. You can use local and national statistics or research reports. Try to spot any patterns of inequality.

You need this background material to ensure you do not over depend on perception and speculation. If you cannot find the information, then you can devise your own ques-



tionnaires to identify patterns of participation and discrimination. You can describe the data limitations that you face in your application and, where possible, allocate funding for practical solutions.

Consult women and men who are potential participants of your Development Partnership to see what they consider to be the most pressing issues.

Identify other interested parties such as trainers, support bodies, official equality bodies, employers, trade unions, research organisations and NGOs working in your chosen thematic area. Consider how they see equality between women and men? Can they help achieve your Development Partnership's equality objective?

Consult as many of the interested parties as you can and consider necessary. The official equality bodies and NGOs working in your chosen thematic area should always be consulted.

Opening up your consultation will help you build up a precise picture and secure support for your Development Partnership from a wider public than merely your partners. You may even find that some of these organisations could play a key role in implementing change and disseminating the results of your Development Partnership.

Also identify organisations that may have a key position in your area of intervention but are unconvinced of the gender mainstreaming arguments. You may decide to include awareness-raising targeted at them in your Development Partnership or even bring them into your partnership by giving them a role in one of your committees, for example.

## Planning your Development Partnership

With your analysis completed, you are now ready to enter the planning phase of your Development Partnership. You will have to look at the nature and form of your action and make decisions on:

- the geographical area,
- the sectoral, thematic field,
- the Development Partnerships' specific objectives,
- the solutions and the envisaged results. What improvements do you want to make? What are the expected benefits for your target groups? What practical results do you want to see?
- the planned activities and your timetable,
- the roles and responsibilities of each partner in your Development Partnership and of other identified interested parties, and
- the resources: human, financial, logistical and organisational.

Clearly define your specific gender objectives and set targets and indicators.

Targets state what you want to achieve. Remember, they should be specific, measurable, achievable, realistic and have a clear time frame (SMART). Set your targets at a level you feel you can achieve but at the same time remain ambitious.

Indicators measure the achievements you have set for the Development Partnership. They can be quantitative (total numbers, percentages, etc) and qualitative (based on people's judgments and perceptions).

You may be able to find the quantitative data you need in official statistics and administrative records. For qualitative data, you will need to seek people's views, for example, through focus groups and evaluation but also through simple observation.

To develop your indicators, you need to decide:

- What you want the indicator to measure,
- The information you will need to enable you to make this measurement,
- Where and how you can gather this information.

For example, if the specific objective of the Development Partnership is to facilitate access to employment for people excluded from the labour market, the specific gender objective could be to guarantee equal access for women and men excluded from the labour market. One of the targets could be to raise the awareness of 70% of the key employers in your locality of the importance of having a gender balanced workforce within the first five months of the Development Partnership. The indicator could be male and female rates of insertion and job retention in these companies.

Formulate your objectives as a desired, future situation. For example, "equal access for women and men facilitated".

Be realistic when fixing these objectives. To say "equal access ensured for all women and men" would be exaggerating what the Development Partnership can achieve.

Look at each of your planned activities with an equality angle. Make sure that, whether specific or general, all activities reduce inequalities and promote equality between women and men.

When drawing up your budget, ensure you have allocated sufficient resources for your equality work. Assessors will be looking to see if your budget is realistic to meet the equality promises you make. This could involve child care costs, gender training for your staff and staff of your partner organisations, support with transport costs for your target group, the provision of extra support services, awareness raising activities and so on.



## Implementing your Development Partnership

When implementing your Development Partnership, ensure that all your partners have the relevant gender expertise to understand and implement this aspect of your work. You can organise a training day using some of the exercises in this guide? You can bring in outside trainers? Build this cost in your budget.

Without a common understanding of gender mainstreaming, you will find it difficult to sustain the gender equality perspective throughout your Development Partnership.

## Monitoring your Development Partnership

Monitoring will allow you to compare the Development Partnership's state of progress and how well the objectives are being achieved and guide decisions on what needs to be changed or improved.

Remember, identify data that helps you measure aspects of your Development Partnership that can be reviewed during its lifetime and adjusted if necessary. Otherwise, it is a waste of your time and resources.

You will need to put in place staff and systems to analyse the data and feed the results into your decision-making processes.

You can monitor, for example:

- How many women and men have taken part up to now in the various Development Partnership activities?
- If fewer women (men) participate than planned, what are the causes?
- What rectifying measures can you take?
- Are there differences in the results for women and men participants? If yes, then why? What rectifying measures can you take?
- Have women and men participants benefited equally? If not, why not? What rectifying measures can you take?
- How effectively have you developed and strengthened gender capacity in your partnership?

## Evaluating your Development Partnership

Evaluation offers you an opportunity for improvement. It helps you to see if you did a good job and made the difference you expected.

Your evaluation must cover:

- **Relevance:** To what extent has the Development Partnership met the needs and expectations of the participating women and men?
- **Efficacy:** Who benefited from the Development Partnership? Is it a different group from the original beneficiaries? If yes, how and why? Has the proportion of women and men among the beneficiaries changed? Have women and men benefited equally? Have there been

unintended negative effects? If yes, to what extent has it affected the women and the men?

- **Impact:** As a result of the Development Partnership, what relative changes in the situation of women and men can be observed?
- **Efficiency:** Has the Development Partnership fully exploited the potential of women and of men? Have the means and results been distributed equitably between women and men?
- **Sustainability:** Will the results be maintained once the Development Partnership is over?

For both monitoring and evaluation, an important source of information is your participants. You can:

- monitor participation and levels of absenteeism as well as any complaints or grievances,
- organise interviews and testimonies of their experiences, group discussions, surveys, questionnaires and confidential feedback sessions,
- undertake field visits and inspections.

It is also important to interview and organise discussion groups with key people identified in your Development Partnership analysis.

## Dissemination and mainstreaming

Under the EQUAL Community Initiative, you will need to identify, disseminate and mainstream good practice from your Development Partnership. This means you have to show the new ideas and approaches developed by your Development Partnership and the implications of these for general policy and practice.

Consider how you will highlight the successes of your Development Partnership in promoting equality between women and men? How will you show what worked and did not work for you? How will you present the evidence for good practice relating to gender mainstreaming?

Plan your dissemination and mainstreaming activities from the start. Examine if the women and men you want to target respond in different ways to the same message. Do they read different publications or watch or listen to different media?

Remember, all your dissemination activities must actively respect, promote and contribute to gender equality. Ensure women as well as men are key players in your dissemination and mainstreaming activities. Use positive language and images countering gender stereotyping. Ensure that both women and men are depicted equally and in active roles in your publications (newsletters, brochures on good practice, reports/studies, Internet page) and in interviews, documentaries, editorials, opinion pieces, etc. Always include news items on equal opportunities in your various publications and websites.



## 10. The gender impact analysis: a step-by-step description for Development Partnerships

### STEP 1 - Look at representation and participation

This involves **quantitative mapping**. The question is how many women and how many men?

- How does my proposal affect the daily life of women and men in general or within groups defined by age, disability, ethnic origin and so on?
- Is there a different share of women and men in the target group?
- What are their characteristics?
- What is the representation of women and men in decision-making bodies at different levels? What effect does this have?

### STEP 2 - Look at access to resources

Examine how crucial **resources** are divided between women and men to see if there are significant differences. Resources are not just money. They include:

- **Time:** the time devoted by women and men to productive activities (such as paid and unpaid work, career breaks), reproductive activities (childminding and domestic chores), community time (associations, political work) and individual time (sport, leisure, self-improvement).
- **Information:** about jobs, training, finance possibilities, enterprise creation, labour and equality law.
- **Money and economic power:** financial dependence and independence, private income.
- **Education and training:** the levels and sectors and their relevance to labour market trends.
- **Work and career:** the distribution of women and men by sector, function, level, position of responsibility and type of employment (fixed term contract, part-time, full-time), percentage of women and men who are unemployed, long-term unemployed, on career breaks, job seekers, self-employed and company heads.
- **IT and communication:** access to the Internet, training in computer based processes, percentage of women and men in computer based businesses and the respective impact of these technologies on traditionally male or female businesses and professions.

- **Social services:** access to and use by women and men of social services including health care, housing, childcare, family support services and the care of dependents. The suitability of these services compared to the needs.
- **Mobility:** percentage of women and men who use public transport, access to private cars, suitability of the services compared to the needs.

### STEP 3 - Look at rights and social norms and values

For **rights**, check existing laws, regulations and rules. Do they discriminate directly or indirectly against women or men?

For the **impact of social norms and values**, consider:

- Are there assumptions about what women and men do in the area you are targeting? How do these influence gender roles, the division of labour, the attitudes and behaviour of women and men?
- Are different values attached to women and men or to feminine and masculine characteristics? Do these give rise to inequalities?

### STEP 4 - Look at outside influences

Consider **factors** such as the general economic and social climate, demographic trends and general laws that can influence negatively or positively what you want to achieve.

### STEP 5 - Look at needs

From all the above data, you should be able to ascertain the **specific needs of women and men** in respect to your thematic area and how you can meet them. You can also carry out surveys and questionnaires of the target group.

You are now ready to enter the planning phase of your Development Partnership where you will define your specific objectives indicating what you want to achieve and where you will place the priority.



## Examples

### Mobility

- **Participation:** Women have less access to a private car, are more frequent users of public transport and tend to do multiple trips on a daily basis. They also regularly travel with children and use trams. They are underrepresented in those who make the decisions on transport and stand most to gain from improvements in the sector. Under EQUAL, this means you may need to include travel in your Development Partnership costs.
- **Resources:** There is a gender difference in the distribution of resources (such as having a private car) which reinforce existing inequalities with regard to time constraints (to the extent that a private car represents time efficiency).
- **Norms and values:** Greater importance is given to the needs of the man when it comes to sharing a limited resource (one family car).
- **Norms and values:** New male role models will impact positively on the gender socialisation of boys and girls and break down job rigidity.
- **Rights:** Measures to promote male participation in the care sector could offer new job opportunities for unskilled and semi-skilled men, while at the same time promote a more equal pattern of work distribution between women and men.

### Working time – Division of labour

- **Participation:** The large majority of part-time workers are women. In addition, women spend on average two thirds of their working time in unpaid activities; men only one third.
- **Resources:** These participation differences by gender impact on the distribution of resources (time, income, career opportunities).
- **Norms and values:** These contribute to gendered choices in education and career and in the internal distribution of household tasks and responsibilities.
- **Rights:** Different rights for full-time and part-time workers will impact differently on women and men.

### Job segregation

- **Participation:** Men are largely absent in “caring” professions (horizontal gender segregation). Few women have access to high level posts (vertical gender segregation). With the current demographic trend towards an ageing of the population and increased work force participation by women, employment opportunities in the care sector (child, elderly and other dependant care) are likely to increase.
- **Resources:** The problem of low pay, a feature of the “caring” professions dominated by women, could be a barrier to the successful recruitment of men. More men in these jobs could have a positive impact on wage levels.



## 11. Practical exercise for Development Partnerships. The gender mainstreaming steps

You have to enter the gender mainstreaming world with a clear mind. Make sure you are not basing your analysis on how you imagine a situation, which may correspond more or less closely with reality.

**Here are some hints on how you sharpen your analytical skills<sup>1</sup>:**

- **Survey** the field and do not just rely on one source of information.
- **Remain open minded.** Stay aware of the hidden “etcetera” attached to each piece of information you obtain.
- **Avoid over-generalizing.** Statements such as “women feel...” or “women need...” is creating stereotypes by implying that all women have a single set of values or goals.
- **Describe issues in terms of degree.** Do not categorize issues in extreme terms, as wrong or right, equal or unequal, exploiter and exploited. Reality is more complex, so look at the “grey area” that must be taken into account.
- **Examine different viewpoints.** Look at different sources of information. Information is not necessarily neutral. It reflects the author’s goals, intentions, personal limitations, history, attitudes, etc. and may not even fit the facts accurately.
- **Date events** noting changes in information over time. Economic, social and environmental information is rarely stable: knowing when it has been gathered can make a big difference to your analysis.
- **Think politically.** Solutions are found through free and equitable negotiations and transactions among different people and their varying perceptions and understandings.
- **Think in complex ways.** Identify and take account of interconnections and relationships with other policy areas.
- **Ensure the present but plan for the future.** Be practical and strategic.

- **Work cooperatively.** To tackle inequalities, you need to develop a sense of solidarity which brings on board women and men.

Choose one of the thematic priorities of the EQUAL Community Initiative apart from equal opportunities and in small groups go through this exercise. It can be the real situation you want to work on.

Remember, it is crucial to retain the focus on gender throughout. For each step, you are looking to see if there is an inequality or potential inequality between women and men and different groups of women and men and what you can do about it.

Try and come up with at least one point under each step. Keep it simple.

**For your chosen area of intervention, explore:**

- Does this issue affect women and men in different ways? And remember they are not homogenous groups. How does it affect their daily lives? Use the gender impact analysis resource document in the guide (see note 10) to help you find some of the answers.
- If there are significant differences between women and men (and almost always there are), what are the implications of these differences for my proposal? Will it lead to an unequal distribution of resources, services or influence between women and men? Will it maintain inequality or lead to greater inequality?
- What do I have to do to ensure equality of outcome for women and men? Consider outside experts and local equality groups that you can consult to help with your strategy. See how you can give a voice to disadvantaged groups in your Development Partnership.
- How will I measure success in this area (indicators, targets) and know that I have made a difference?
- What might be the wider consequences of failing to adopt a gender-sensitive approach?
- Does my organisation have the capacity to deliver equality? If not, what can I do about it?

<sup>1</sup> **Source:** Gender mainstreaming, Learning and Information Pack, 2000, United Nations Development Programme (UNDP), Gender in Development Programme. <http://www.undp.org/gender/infopack.htm>



## 12. Points to consider: how to take the gender perspective into account in Development Partnerships

### When analysing the context

- Do the overall objectives accord with the equality obligations and priorities laid down in the EQUAL Community Initiative?
- Before planning your Development Partnership, have you carried out a situation analysis which identifies the existence and extent of differences between women and men and the implications of these differences?
- How far have individuals and NGOs with knowledge and experience of gender mainstreaming participated in the identification, formulation and appraisal of your Development Partnership?
- How do both women and men stakeholders perceive your Development Partnership in terms of its costs, benefits, acceptability and practicality?

### When setting up the specific objectives

- Have you decided how you will address the needs of women and men as expressed in your analysis?
- How will your Development Partnership contribute to reducing prejudice and stereotype?
- How will it promote equality?
- What benefits will the Development Partnership bring to women and men?
- How will it challenge current barriers to gender equality?
- How will you empower both women and men in your target group?
- Are the quantitative and qualitative equality indicators appropriate and realistic?
- Have the possible obstacles that could impede the actions and the achievements of the objectives been identified and taken into account?

### When defining, consulting and involving the target groups

- How has your situation analysis guided your choice of target groups?
- Except in specific actions, how will you ensure that both women and men participate equally in the Development Partnership and benefit equitably?
- How will you ensure that both women and men will express their needs during the implementation of the Development Partnership and take part in the decision-making processes to influence change?
- How have you involved equality bodies in your area and organisations representing your target groups?
- Do your consultation mechanisms encourage participation?

### When organising your Development Partnership

- How far has your staff informed themselves of the gender dimensions of the theme of your Development Partnership?
- Have you identified the training or information needs of committee members and staff on gender mainstreaming and the most effective way of meeting them (training, briefings, weekly consultation, one-to-one discussion, etc.)?
- Have you provided training or capacity building to meet these needs?
- Have you established appropriate monitoring mechanisms to measure the impact of training on your Development Partnership's gender performance?
- Do the terms of reference for all posts require gender sensitivity and/or gender expertise?
- Do you ensure there is equal pay?



- Do you offer flexible work options for women and men staff? How many have taken up these options? Is there a gender pattern?
- Do promotion and review procedures ensure the career development and promotion of women and men staff members?
- Are gender equality issues taken into account in your bids for goods and services that you need to buy?

### **When making the financial plan**

- Have you put the cost of gender mainstreaming in your budget?
- Has your budget been “gendered proofed” to ensure that both women and men will benefit from the planned intervention?
- Is your budget adequate for implementing the equality actions?

### **When implementing the work plan including transnational co-operation**

- Have all possible steps been taken to ensure a gender balance in Development Partnership Committees?
- How will you ensure that all your partner organisations are familiar with the gender dimension of the partnership and have the capacity to deliver effectively?
- Have you put in place sufficient reporting and information procedures to pick up weaknesses within the partnership when it comes to implementing its gender mainstreaming aspects?
- Have you put in place support measures including provision of external expertise to deal with such situations?
- How will you ensure that your Development Partnership recognises, respects and meets the different needs of your target group throughout implementation?

### **When organising on-going monitoring and self-assessment**

- How will you ensure that gender equality objectives have been met?
- Are the quantitative and qualitative indicators suitable for measuring the distribution of the results between women and men?
- How will you monitor the content, services and administrative process of your Development Partnership?

### **When assessing the impact of your Development Partnership on equal opportunities**

- How will you monitor and evaluate your Development Partnership to ensure equality of outcome for both women and men participants?
- Has an adequate communication strategy been developed to inform relevant organisations and policy makers about the existence, progress and results of the Development Partnership from a gender perspective?

### **When disseminating and mainstreaming?**

- Who is your target audience? Who are you trying to reach and with what messages?
- Are your strategies appropriate to achieve this?
- How will you highlight the successes of your Development Partnership in promoting equality between women and men?



## 13. Gender mainstreaming issues in managing the EQUAL programme

Gender equality impacts on all management levels of the national EQUAL Programmes and the services they provide to the Development Partnerships as well as the workings of the Monitoring and Selection Committees.

As a Managing Authority or National Support Structure, you cannot ask Development Partnerships to be models of gender mainstreaming without also ensuring that you can pass the test.

Gender mainstreaming has an everyday impact on the way you organise your work and your service provision.

### Gender mainstreaming the Managing Authority/National Support Structure working practices and procedures

#### Top level commitment within the Managing Authority/National Support Structure

Senior staff must be convinced that attention to gender differences will increase the quality of Development Partnerships and ensure a more effective implementation of EQUAL.

It is difficult to persuade Development Partnerships of the importance of gender mainstreaming, if the Managing Authority or National Support Structure consider it as a marginal issue to be dealt with by the “equality” expert in their organisation or relevant only to Development Partnerships submitting proposals under the equal opportunities thematic priority.

You must show you are putting gender mainstreaming theory into practice with top level support.

#### Clear Targets

Set clear targets about what you want to see in your organisation and how you want to achieve it. For example, how you propose to build the gender equality capacity of your staff.

Ensure targets are specific, measurable, achievable and realistic and have a clear time frame. For example, staff recruitment procedures examined by month 1; all management will be made aware of gender mainstreaming through awareness-raising workshops by month 3; and so on.

#### Co-operate and clarify who does what

You need to involve a wide range of people within the organisation to ensure effective implementation of gender mainstreaming. Consider how you can set a framework of cooperation on gender mainstreaming involving staff from all the EQUAL thematic priorities.

#### Availability of gender expertise

This should not be concentrated in one or two staff but embedded in the organisation of the Managing Authority/National Support Structure. Give time to build capacity for gender mainstreaming at all levels by appropriate training and debates. Bring on board outside specialists but do not rely exclusively on them.

You can invite a gender mainstreaming expert to evaluate a random number of previous EQUAL applications which do not concern the equal opportunities thematic priority. This can be used as a learning process for all staff. The expert can go through the applications asking pertinent questions about the impact on women and men and suggest where improvements could be made to support Development Partnerships in this work.

#### Recognise the process

Gender mainstreaming is a process. When implemented effectively, it becomes part of everyday work and thinking.

#### Staff recruitment and organisation of work

- Look at your staff composition. How many women or men, at what levels and areas of responsibility? Do you set equality-related targets for recruiting and staffing?
- Is the ability to understand gender equality issues a requirement for employment? Do you provide gender training for newly arrived staff that do not have this knowledge?
- Do you offer flexible work options for women and for men staff? How many have taken these options up? Is there a gender pattern?
- Do you ensure there is equal pay among staff and fair and equal opportunities to receive training and access career opportunities within the organisation?



- Do you evaluate staff skills and knowledge to determine training needs? Is gender equality training provided for all staff?
- How do you organise your internal meetings (speaking time, when they are held, and so on)?
- Are gender proofing objectives included in general staff performance appraisals?
- Are gender equality issues taken into account in your bids for goods and services? For example, you can make clear you buy only from companies that practice gender equality.

### Monitoring/Selection Committees – membership and organisation

You will need to actively seek out qualified women and men to ensure balanced representation on your committees, at all levels and in all roles. Some countries favour a quota system to guarantee this balance.

Representatives of equality bodies could sit on monitoring committees to strengthen the available expertise to members.

Again, the time of your meetings and the way you organise them will have an impact on participation rates.

You can create moments of debate on gender mainstreaming under all EQUAL themes. It could be a standing item at every meeting that needs to be prepared beforehand to encourage a productive and informed debate.

You can identify gender equality training needs of Committee members. Do they understand gender mainstreaming? Would they like a deeper understanding of gender impact assessment? Propose and organise appropriate training to meet these needs.

### Monitoring and evaluation

Monitor and evaluate your progress to see how far you are achieving your equality targets and make any necessary adjustments.

### Availability of resources and tools

Make provision for the cost of gender mainstreaming your organisation in your normal policy expenses.

## Gender mainstreaming your services

### Information role

Promote the equal opportunities message in all your information activities and when launching the call for proposals. Remember, pictures can speak louder than words, so take care that your images give the right message.

You can collect and disseminate information on gender mainstreaming tools and resources and make them available through your website.

You can identify and make available relevant European, national, regional and local data on the relative position of women and men across a range of areas for all EQUAL thematic priorities.

### Guidance and advice to potential applicants – Launching the Programme

Inform applicants about EQUAL's emphasis on gender mainstreaming. Highlight that it is an integral part of EQUAL and not something optional that can be added or incorporated by ticking "the right box".

Explain that applicants who demonstrate that they have taken equality on board throughout their Development Partnership will stand a greater chance of success.

Provide information on gender mainstreaming to all applicants and especially to those who do not make such a request.

Set up help lines for applicants with questions on gender mainstreaming. Back up this service with one-to-one briefing sessions where they can discuss how they can incorporate equality into their Development Partnership idea. Invite interested applicants to a general introductory training workshop on EQUAL and gender mainstreaming.

Sell the benefits of the gender mainstreaming process to both sexes. Development Partnership promoters have to see the relevance and buy into the concept.

Make clear the extra costs linked to gender mainstreaming are eligible.

Emphasise the necessity of carrying out a gender impact analysis in the planning stage of their Development Partnership. Explain that unless they identify the impact of their Development Partnership on different groups, they cannot be sure whether they are having an adverse effect, even if unintentional.



Help them to pinpoint relevant sources of information including sex-disaggregated statistics for their analysis.

You can compile a database of gender equality experts that applicants can consult through your website.

Advise them to contact equality organisations and relevant NGOs to help them compile a precise picture of the differing needs, experiences and aspirations of women and men.

For your part, demonstrate that you are implementing your own equality policies as an employer and in your service provision.

### **Development Partnership appraisal and selection**

Include criteria to assess the gender dimension of applications. This allows you to give extra weight to Development Partnerships that clearly demonstrate they have taken equality on board throughout their application.

You could set a minimum score for taking into account gender issues that Development Partnerships must meet. A grid to help you do this is included in this guide (see note 16).

Applications which fail this gender equality standard should be rejected or referred back to the promoters with recommendations for improvements. Development Partnership approval can be made conditional on them introducing the suggested changes. This rule should apply to all applications irrespective of the EQUAL thematic priority.

### **In your support and monitoring role**

There should be continuous dialogue with Development Partnerships to assess how well they are succeeding to meet their gender equality objectives.

As gender mainstreaming is a process, there will be many learning curves.

Ask Development Partnerships if they have specific training needs to strengthen their gender mainstreaming capacity. You can provide training to meet these needs or give them access to gender mainstreaming specialists that they can consult at crucial moments of their Development Partnership implementation.

Stay attentive to any information gaps they may identify. You could commission gender studies, for example, to meet these knowledge gaps.

Make clear to Development Partnership promoters that you will be regularly monitoring the equality impact of all Development Partnerships.

In their progress reports, they will have to provide relevant information to enable you to carry out this assessment. All data concerning their Development Partnership will have to be broken down by sex but also other criteria such as age, ethnicity and religion where this information is known. Their analysis must go beyond counting numbers.

Where you spot weaknesses make recommendations that must be followed. If a Development Partnership expresses difficulties in trying to meet its equality objectives, be there to support them to find solutions.

Development Partnership visits are also a good moment to look at gender mainstreaming successes and discuss with Development Partnership partners and, if possible, some of their participants, about achievements but also the difficulties in keeping a gender focus.

### **Dissemination and mainstreaming activities**

Do not lose sight of the ultimate goal of gender mainstreaming - the quantified reduction of inequality between women and men and improved equality for both in each policy field.

All your dissemination and mainstreaming activities should highlight this point.

Also remember Development Partnerships have a lot to offer to each other and can be an important source of information. You could organise regular meetings under each thematic priority and across priorities to give Development Partnerships an opportunity to exchange information and experiences on gender mainstreaming.

National and regional thematic networking on gender mainstreaming can be a helpful tool to disseminate results and mainstream activities.

Other possibilities are the twinning of Development Partnerships working under the equal opportunities thematic priority with Development Partnerships working on other priorities to exchange information and provide support and expertise.



## 14. Practical exercise. Gender mainstreaming issues in managing the EQUAL programme

Explore how well your organisation - Managing Authority or National Support Structure - scores on gender issues and negotiates change.

Working in small teams of three, identify equality issues in your organisation - the number of women and men, educational qualifications, wage levels, recruitment and promotion procedures.

How can gender equality be improved? Draw up a plan comprising a maximum of five actions you would like to see implemented. You can be as imaginative as you like.

The small teams report back to each other and discuss the proposed actions.

As a step further, you can use role play to negotiate the implementation of some of the actions.

You will need to work in groups of three again, each taking a different role:

**“A”** is the negotiator who is seeking change

**“B”** is the manager who will have to be convinced

**“C”** is the observer

The negotiator explains the details of the setting, the context of the negotiation and the stage of the negotiation process including the position of the manager played by “B”. It is from this position that the manager negotiates in the role play.

The role play lasts five minutes and the negotiator and manager give feedback on how they experienced their roles. The observer then gives feedback on the negotiation, body language, open and closed questions, etc. Each participant takes turns to be the negotiator, manager and observer.

Feedback to the larger group on what it was like to be in each role. How successful were you in the negotiation process? What were the perceived obstacles?

Remember, much of the skill in negotiating is the ability to ensure that both sides support the outcome. All successful negotiations follow a distinct process:

- **Preparation:** identify what you want to get out of the negotiation and what is the probable position of the other party.
- **Invitation to negotiate:** is the opening statement where you set out your preferred outcome for the negotiation and some of the key issues that you want to discuss and clarify.
- **Bargaining:** talk through the different needs and constraints and explore possible agreements.
- **Closing the deal:** all terms and conditions are agreed and a common solution is reached. If you are both satisfied, the negotiation is finished.

The secret to successful negotiation is to follow these steps in line with the other person. This requires:

- Demonstrating **empathy**
- Active **listening**
- **Clarity** in communication
- Asking **strategic open questions**
- **Ability to set limits and goals** to achieve effective decision-making
- **Knowing how to close the deal**
- **Ability to build long-term relationships**



## 15. Points to consider: how to take account of the gender perspective in managing the programme

### When composing the Monitoring Committee/ Selection Committee

- Have you taken all possible steps to ensure a gender balance in the Committees?
- Have you identified the training and information needs of committee members on gender mainstreaming?
- Have you analysed these needs so as to identify the most effective way of meeting them?
- Have you provided training or capacity building to meet these needs?
- Have you identified and provided relevant documentation and training materials?
- Have committee members been briefed on gender issues?
- Do you systematically prepare gender equality information and present it at meetings to ensure discussion of gender issues?

### When planning the launch and when launching the programme

- Have you clearly stated the EQUAL Community Initiative's emphasis on gender mainstreaming and what it means for applicants in all your information material?
- Have you identified and collated relevant gender information, especially socio-economic information and sex-disaggregated data, to help Development Partnership promoters in their analysis?
- Have you consulted gender specialists and representatives of women at all levels to gauge their views and assess how they can input into the programme?
- Have you briefed all staff on gender issues?

### When launching the call for proposals

- Have you provided sufficient information to potential applicants on gender mainstreaming and what it means for a Development Partnership?

- Have you emphasised the importance of carrying out a gender impact analysis in the planning phase?
- Have you provided applicants with a list of equality experts that can help them in this task?

### When giving guidance and advice to potential applicants

- Are your staff sufficiently prepared to provide information and support to applicants on gender mainstreaming?
- If not, what provisions have you made to meet this need?

### When analysing the applications and selecting the Development Partnerships

- Have applicants demonstrated the likely impact on women and men?
- Is the analysis of the relative situation of women and men adequate?
- Are sex-disaggregated data provided?
- Was the target group of the Development Partnership involved in the design of the action?
- Are the envisaged activities sufficient to achieve the equality objectives?
- How will the proposal contribute positively to gender equality?
- How will applicants ensure in every phase of the implementation of the Development Partnership that they will be meeting the different needs of women and men?
- What measures are in place for the target group to give feedback and have an impact on the implementation of the Development Partnership?
- What will be the benefits for both genders?
- Have they demonstrated their clear commitment to gender equality?
- Do they have the capacity to deliver?
- Is their budget sufficient and realistic to meet the equality promises that they make?



### **When supporting Development Partnerships in implementation**

- Does your staff have the necessary skills and expertise to consider the possible gender impact of a Development Partnership during implementation?
- If not, how will the necessary expertise be developed or acquired?
- How will you ensure your support services are sufficient to meet the needs of Development Partnerships for information and guidance on gender equality?

### **When monitoring and evaluating the programme**

- Have you clearly briefed Development Partnerships about the data you will need to monitor and evaluate the programme to ensure gender equality objectives are met?
- Have you put in place a checking system enabling you to spot gender-related weaknesses and introduce remedial actions where possible?
- Has your evaluation team been briefed on relevant gender issues?

### **When organising dissemination and mainstreaming activities**

- Do you systematically ensure all information on EQUAL encompasses the gender dimension?
- How do you ensure gender equality priorities are reflected in the selection of topics and agendas for all EQUAL events?
- How do you ensure women and men participate equally in all EQUAL events as speakers, chairpersons, decision-makers etc. and are equally consulted during preparations and follow-up?
- How do you make participants in these events aware of the gender dimension of EQUAL discussions (background documentation, presentations, agenda-setting)?
- How will you ensure that gender mainstreaming good practice is systematically fed into employment and social inclusion policies?
- How do you plan to build the necessary networks and communication channels across regions and between organisations and policy makers to facilitate this process?



## 16. Evaluation grid to assess the gender dimension of applicants under EQUAL, an example

**Please mark each question below as:**

Very good  
Good  
Average  
Fair  
Poor

**Evidence**

Existence of a clear equal opportunities strategy threaded throughout all the Development Partnership activities.

Number of actions that specifically concern equal opportunities between women and men.

### 1. Analysis of the context

Does the Development Partnership have evidence of examining the differing situations, needs and aspirations of women and men?

**Evidence**

Reference to studies, sex-disaggregated data, input of local equality groups.

### 2. The specific objectives and target group

Do the specific objectives address the needs of women and men as expressed in the analysis? Do the specific objectives address adequately the identified inequalities and promote equality?

**Evidence**

At least one specific objective dealing with equal opportunities between women and men.

### 3. Presentation of the Development Partnership

Do they explain how they will implement equal opportunities in the delivery of the Development Partnership?

Is their approach feasible? Are the envisaged activities sufficient to meet the objectives?

### 4. Implementation of the Development Partnership – Methods and resources

Do they demonstrate that they understand the gender aspects of their Development Partnership and can deliver them? Are their methods and human resources sufficient and appropriate to deliver the planned equality activities? Is their budget sufficient and realistic to meet their equality objectives?

**Evidence**

Existence of a clear strategy to build gender capacity and expertise in the partnership and back it up with sufficient resources (staff, budget, external support, tools and so on).

Clear commitment by Development Partnership partners to gender equality and evidence that they are equality employers.

### 5. Implementation of the Development Partnership – Evaluation

Is a gender evaluation planned for all the activities to ensure the Development Partnership tackles inequalities and promotes equality between women and men?

**Evidence**

Suitable quantitative and qualitative indicators that measure the impact on women and on men.



## The scores

Very good	= 4
Good	= 3
Average	= 2
Fair	= 1
Poor	= 0

### To calculate:

If you have 2 “very good”, 1 “good” and 2 “fair”, the total score will be:

$$(2 \times 4) + (1 \times 3) + (2 \times 1) = 13$$

The maximum score is 20.

## Your global appreciation

Overall, do you think the Development Partnership in all its aspects takes account of the general objective of equality between women and men and actively contributes to it? Please explain.

If your overall appreciation is “fair” or “poor”, what recommendations would you make to the applicants to strengthen the equality dimension of their Development Partnership?

### Note:

A Development Partnership that receives less than 10 points or an overall appreciation of “fair” or “poor” cannot be financed. If considered appropriate, the application can be sent back to the promoters with the equality recommendations. These have to be implemented before the Development Partnership can be reconsidered.

(Based on a grid produced for assessors of applications under objective 3 of the ESF in France. “FSE France. Intégration de l'égalité des chances femmes-hommes dans les projets Objectif 3: grille de l'instructeur”, Ministère de l'emploi, du travail et de la cohésion sociale / RACINE, Juin 2004)



## 17. A window on EQUAL Development Partnerships

These examples have been provided by the Member States which have participated in the Gender Mainstreaming Working Group. Only one example per country is included. There are many others which have not been described here.

**E-QUALITY, the Development of a Quality System for Counselling Support and Employment Services, Greece** (Theme 1A, GR-200889) [www.equality.gr](http://www.equality.gr)

E-QUALITY is developing quality systems to improve the structure, services and staff skills of organisations that provide job counselling, support and advice to social groups that face multiple and increased obstacles to enter or re-enter the labour market. From the start, Development Partnership partners received gender training so as to include this aspect throughout their work and own staff policies. For their research, they incorporated gender-orientated questions in the interview guides and in all the questionnaires. Gender equality was also one of the key factors that shaped the methodological tools used to develop the quality procedures and forms part of the training and support offered to counsellors. In addition, interesting gender related outcomes emerged from the network among agencies, counsellors, employers and the target group.

**Risques d'exclusion des agriculteurs isolés et construction de nouvelles formations, France** (Theme 3F, FR-RAL-2001-10789)

This Development Partnership focused on assisting farmers at risk. In their needs analysis, they examined the different challenges faced by men but also by women. This revealed the important role played by women in farming despite the lack of professional recognition and status. Women are active in all domains of rural life - professional, family and village life - but sometimes lack confidence in their professional skills. As a result, they incorporated the many roles played by women and by men on the farm into their Development Partnership design and training courses. In addition, a women-only training group was set up to build up their confidence.

**JIVE Partners, Great Britain**

(Theme 4H, UKgb-35)

JIVE partners turned its attention to the sectors of engineering, construction and technology where women are in a minority - 10% of women in construction, 1% and 4% of women in construction and engineering apprenticeships, 7% of women working in engineering technology. As a first step, it brought within its partnership two National Training Organisations (one in Engineering and Construction and the other in Property Services) interested in opening up their sectors to women. It assists women working, studying and considering entry to the sectors of engineering, construction and technology. But it is also looking at how it can encourage significant attitude and cultural change within career guidance practice, in training provision and in the employment and work practices of companies in these sectors.

**RepaNet - Reparaturnetzwerk Österreich, Austria** (Theme 2D, AT-3-08/135)

Repanet promotes social enterprises in the repairing sector. It trains the long-term unemployed to repair household appliances and other articles used in daily life. As men dominate this sector, Repanet set out to attract women to the scheme. It has done this through awareness raising, gender training, and adapting the working framework to better suit the needs of long-term unemployed women as well as men. In addition, it has set up a gender mainstreaming working group that meets regularly to exchange experience within the Development Partnership and make recommendations and has appointed a person responsible for gender mainstreaming who has power to veto Development Partnership decisions that fail to promote equality.

**Gender Equality Developers (GED), Sweden** (Theme 4H, SE-59)

Gender Equality Developers (GED) focuses on organisations interested in implementing gender equality plans so as to create working environments that embrace women's and men's needs. To do this, it works on the individual, collective and organisational level raising awareness of what it means



to be a woman and a man in working life and how company methods and attitudes can improve both organisational effectiveness and promote equality between women and men. It has trained gender equality developers (GEDs) and provided awareness-raising sessions for employers and their employees.

### **Gender Mainstreaming in der Informationsgesellschaft, Germany** (Theme 4H, DE-EA- 31910)

A wide partnership of companies, organisations, local authorities, training providers, employment offices and employers and trade unions have come together as part of this Development Partnership with the aim of establishing a gender balance in the ICT sector and increasing women's influence in shaping the information and knowledge society. The work of Development Partnership starts with schools, career services and mainstream training providers to ensure that girls have more opportunities to learn or to practice IT related skills. At the other end of the spectrum, it cooperates with companies to develop gender sensitive recruitment and working practices. Telekom, one of the major employers in the ICT sector in Germany and a partner in this Development Partnership, is leading the work on gender mainstreaming and diversity management. This covers offering work-life-balance packages to women and men and introducing mentoring schemes to help women managers climb the corporate ladder.

### **The National Flexi-Work Partnership, Ireland** (Theme 4g, IE-I9)

The National Flexi-Work Partnership (part of the FAIR transnational network) aims to promote the work/life balance of working parents and carers, older people and people with mental health difficulties. Part of its work is recruiting what it describes as 'non-stereotypical' people, (i.e. younger men and older women), to work in on-site workplace childcare centres. It wants to introduce gender and age balance in staff believing it has an impact on the early, and formative, stages of a child's life as it provides both male and female role models.

### **Ri.Do. Risorse Donne Venezia Gender, Italy** (Theme 4H, IT-G-VEN-003)

This Development Partnership has developed a network of co-operation anchored on specially created equal opportunity resource centres to offer information, support, training and tools to public and private sector organisations, so that they can better promote equal opportunities for women and men. It is working in close collaboration with municipalities, regional authorities and administrative bodies to develop models of how public and private sector

organisations within a locality can work together to strengthen gender mainstreaming as part of their local development policies. The Development Partnership has set up a Platform for Gender Equality Action (<http://www.gender-platform.net>) comprising Development Partnerships from Austria and Sweden in addition to itself. It is producing a toolkit explaining the tools and services that can promote gender equality in the labour market in the context of local development and how to introduce paths for gender equality within organisations tackling issues such as cultural change.

### **Multiculturalism as a resource in a working community, Finland** (Theme 1B, FI-I3)

In working communities which bring together employers and employees, as well as members of immigrant communities and Finnish workers, this Development Partnership hopes to create new ideas, develop, produce and test methods of good practice to promote tolerance and multiculturalism in work and in training to improve the employability of immigrants. Finns and immigrants, both women and men, learn from each other how to see through the eyes of the other culture and to dispel prejudice caused by ignorance. It aims to set up 16 such working communities where diversity will be seen as a resource. In addition, work culture clubs are set up to provide support, advice, material and guidance for members of immigrant communities.

### **Emprego Apoiado, Portugal** (Theme 1 A, PT-2001-070)

This Development Partnership focused on strengthening local communities. It has developed a wide partnership bringing together local associations, public authorities and enterprise associations with groups facing discrimination such as people with disabilities, those with mental illness, gypsies, migrants and women victims of domestic violence. The emphasis is on empowerment and promoting a strong link with enterprises through what they describe as a "supported employment" approach. "Forums for diversity" are organised by the target groups themselves. They involve local communities and allow debate on common concerns such as social and professional inclusion, promoting change, combating gender inequalities, and building "community power". Women are trained in leadership skills to become stronger and so better support their communities through these forums.

**For more details on the above Development Partnerships and the work of other EQUAL Development Partnerships see the EQUAL common database (ECDB): [http://europa.eu.int/comm/equal/about/key-doc\\_en.cfm](http://europa.eu.int/comm/equal/about/key-doc_en.cfm)**



## 18. Resources

### Information on EQUAL

The EQUAL web site and the EQUAL common database (ECDB)

<http://europa.eu.int/comm/equal>

EQUAL extranet

<http://forum.europa.eu.int/Public/irc/empl/Home/main>

### National publications on Gender Mainstreaming, EQUAL and the European structural funds

#### BELGIUM (FR & DE)

*"Implementing gender mainstreaming in EQUAL projects: a practical guide for promoters"*

ESF Agency of the French speaking community (2003)

[www.fse.be](http://www.fse.be)

#### GERMANY

*"Gender mainstreaming. Grundlagen und strategien im rahmen der gemeinschaftsinitiatice EQUAL"*

Bundesministerium für wirtschaft und arbeit

[www.equal-de.de](http://www.equal-de.de)

#### GREECE

*"Guide for implementing gender equality policies in the 3<sup>rd</sup> community framework programme"*

Ministry of Labour and Social Affairs, 2003

<http://www.esfhellas.gr/gr/politarg/orpolekt/isotfilo/default.asp>

#### SPAIN

*"Guía para la incorporación de la igualdad de oportunidades en las actuaciones de los fondos estructurales"*

Ministerio de Trabajo y Asuntos Sociales

[www.mtas.es/UAFSE](http://www.mtas.es/UAFSE)

*"Sugerencias para integrar el enfoque de genero en los proyectos EQUAL"*

Emakunde/Instituto Vasco de la mujer, 2001

### FRANCE

*"Egalité des chances entre les femmes et les hommes: la prise en compte dans les actions européennes de formation professionnelle et d'emploi"*

Racine, 2001

<http://egalitedeschances.racine.fr>

*"FSE France. Intégrer l'égalité des chances femmes-hommes dans votre projet: comment faire?"*

Ministère de l'emploi, du travail et de la cohésion sociale/Racine, 2004

<http://egalitedeschances.racine.fr>

*"FSE France. 18 questions pour évaluer la prise en compte de l'égalité des chances hommes-femmes dans votre projet"*

Ministère de l'emploi, du travail et de la cohésion sociale/Racine, 2004

<http://egalitedeschances.racine.fr>

### ITALY

*"Operational instructions for implementing the VISPO guidelines-indications for ESF reprogramming".*

ISFOL

[www.equalitalia.it](http://www.equalitalia.it)

### HUNGARY

*"Guidelines on equal opportunities for applicants and evaluators, 2004"*

[www.equalhungary.hu](http://www.equalhungary.hu)

[www.ofa.hu](http://www.ofa.hu)

### GREAT BRITAIN

#### ENGLAND

*"Equal opportunities – A guide for development partnerships."*

EQUAL support unit

[www.equal.ecotec.co.uk](http://www.equal.ecotec.co.uk)

*"Empowerment – A guide for development partnership."*

EQUAL support unit



## SCOTLAND

“Toolkit for mainstreaming equal opportunities in the European Structural Funds”

European Policies Research Centre, University of Strathclyde

[www.eprc.strath.ac.uk](http://www.eprc.strath.ac.uk)

## WALES

“Equal opportunities guidelines for European programmes in Wales”

European Equality Partnership

[www.wefo.wales.gov.uk](http://www.wefo.wales.gov.uk)

“Applying for European Structural Funds in Wales – equal opportunities. Additional guidance for applicants and assessors”

Chwarae Teg. European Equality Partnership

## European Commission publications

EUROPEAN COMMISSION. INFORMATION ON GENDER MAINSTREAMING – An overview, the legal base, the Commission method, the tools.

[http://europa.eu.int/comm/employment\\_social/equ\\_opp/gms\\_en.html](http://europa.eu.int/comm/employment_social/equ_opp/gms_en.html)

EUROPEAN COMMISSION. EU STATISTICS ON GENDER – Labour market, education, earnings, daily life, retirement, pensions.

[http://europa.eu.int/comm/employment\\_social/equ\\_opp/statistics\\_en.html](http://europa.eu.int/comm/employment_social/equ_opp/statistics_en.html)

EUROPEAN COMMISSION. COMMUNICATION:

“Incorporating equal opportunities for women and men into all community policies and activities” (COM(96)67FINAL).

In electronic form only in French.

[http://europa.eu.int/comm/employment\\_social/equ\\_opp/com9667.htm](http://europa.eu.int/comm/employment_social/equ_opp/com9667.htm)

EUROPEAN COMMISSION, 2000. *Towards a community framework strategy on gender equality (2001-2005)* – Communication from the Commission to the Council, the European parliament, the European Economic and Social Committee and the Committee of the Regions.

[http://www.europa.eu.int/comm/employment\\_social/equ\\_opp/strategy/com2000\\_335\\_en.pdf](http://www.europa.eu.int/comm/employment_social/equ_opp/strategy/com2000_335_en.pdf)

EUROPEAN COMMISSION, 2004. *Report on equality between women and men – Report from the Commission to the Council, the European parliament, the European Economic and Social Committee and the Committee of the Regions.*

[http://europa.eu.int/comm/employment\\_social/equ\\_opp/com\\_04\\_115\\_en.pdf](http://europa.eu.int/comm/employment_social/equ_opp/com_04_115_en.pdf)

GENDER EQUALITY IN THE AMSTERDAM TREATY – articles 3, 13, 136, 137, 141 and 251

[http://europa.eu.int/comm/employment\\_social/equ\\_opp/treaty\\_en.html](http://europa.eu.int/comm/employment_social/equ_opp/treaty_en.html)

*The evaluation of socio-economic development. The sourcebook on themes and policy areas; December 2003 – One of the themes: Equality between women and men.*

[http://www.evaled.info/frame\\_themes\\_policy1\\_3.asp](http://www.evaled.info/frame_themes_policy1_3.asp)

*Mainstreaming equal opportunities for women and men in structural fund programmes and projects - checklist, concept and objectives, integrating equal opportunities in the development plans and documents, managing the programmes.*

[http://europa.eu.int/comm/regional\\_policy/sources/docoffic/working/mains\\_en.htm](http://europa.eu.int/comm/regional_policy/sources/docoffic/working/mains_en.htm)

## Other interesting web pages

<http://europa.eu.int/scadplus/leg/en/cha/c10921.htm> - Summaries of legislation – Equality between men and women: incorporation of equal opportunities into Community policies.

<http://europa.eu.int/scadplus/leg/en/cha/c00006.htm> - Summaries of legislation – Equality between men and women: introduction.

<http://europa.eu.int/scadplus/leg/en/s02304.htm> - Summaries of legislation – Employment and social policy: job creation measures.

[http://www.europa.eu.int/comm/employment\\_social/equ\\_opp/index\\_en.htm](http://www.europa.eu.int/comm/employment_social/equ_opp/index_en.htm) in DG Employment and Social Affairs website – Home page of Equal Opportunities Unit (DG EMPL/GI).



## United Nations publications

*"Gender mainstreaming, learning and information pack, 2000"*  
United Nations Development Programme (UNDP), Gender  
in Development Programme.  
<http://www.undp.org/gender/infopack.htm>

*"Gender analysis and gender planning. Training module for  
UNDP staff"*  
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## Annex. Gender mainstreaming in the EQUAL Community Initiative

### Understanding gender mainstreaming

Gender mainstreaming is a tool to better understand the causes of inequalities between women and men in our societies and come up with appropriate strategies to tackle them.

But the concept has left many confused. It has been criticised for being too abstract and difficult to understand especially for non-English speakers.

What does it actually mean? How will I benefit as an organisation or even as an individual? Is this just another administrative requirement that I have to comply with?

#### Gender mainstreaming is not:

- a Women only issue,
- it is not just about improving access or of balancing the statistics,
- about blaming anybody for the inequalities which exist,
- about only women taking action or benefiting from it,
- about stopping or replacing gender specific policies and projects, targeted at either women or men.

Gender mainstreaming starts by analysing the everyday life situation of women and men. It makes their differing needs and problems visible and examines what this means for specific policy areas. In this way, it ensures policies and practices are not based on incorrect assumptions and stereotypes.

It recognises that gender is one of the most fundamental organising features in society and affects our lives from the moment we are born.

The focus is the social differences or roles allotted to women and men - differences that are learned, changeable over time and can vary within and between cultures. They are shaped by our sex but also by our religion, ethnicity, education, disability, sexual orientation, class and so on.

It looks at social structures, institutions, values and beliefs which create and perpetuate the imbalance between women and men.

It challenges mainstream policies and resource allocations which determine who gets what. It does not seek to “add” women to various processes but to reshape these processes to create the space for women’s and men’s involvement.

The goal of gender mainstreaming is equality ensuring that differences between women and men are equally valued and favoured in our societies.

#### Gender mainstreaming covers the full policy cycle:

- policy design,
- decision-making,
- access to resources,
- procedures and practices,
- methodology,
- implementation,
- monitoring and evaluation.

#### It means:

- asking the right question to see where limited resources should be best diverted,
- that differences between women and men may never be used as a ground for discrimination,
- more attention to men and their role in creating a more equal society,
- long-lasting changes in society that transform parental roles, family structures, and the organisation of work, time and even institutional practices,
- reshaping the mainstream rather than adding activities for women at the margins,
- responding to the root causes of inequality and putting remedial action in place,
- a partnership between women and men to ensure both participate fully in society’s development and benefit equally from society’s resources.

### The result

Gender mainstreaming can clear the way to seek common ground and meet the needs of each person, as a group and as an individual. It avoids a vision of the world that is defined solely by the dominant culture.



Part of the problem is that equality is often perceived as a struggle between one group, in this case men, giving up power and advantage in favour of another group, in this case women. The real challenge is to show that all can benefit from a more equal society build on recognition of difference, which addresses and values individual and group needs.

#### **In short, gender mainstreaming:**

- represents a further step in the search for equality,
- targets major economic and social policies that deliver major resources,
- makes good economic sense ensuring that women as well as men are active, using 100% of the productive labour force,
- recognises that differences exist in men's and women's lives and therefore their needs, experiences and priorities are different,
- involves a willingness to establish a balanced distribution of responsibilities between women and men,
- is a pro-active process designed to tackle inequalities which can and do discriminate against either sex,
- needs determined political action and support with clear indicators and targets,
- will not happen overnight, it is a continuous process.

The result is that you will gain time and improve quality as you can better target your project and its activities and results.

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**An electronic version of the EQUAL Guide on Gender Mainstreaming is available on the EQUAL website [http://europa.eu.int/comm/equal/about/key-doc\\_en.cfm](http://europa.eu.int/comm/equal/about/key-doc_en.cfm)**

The EQUAL web site and the EQUAL common database (ECDB):  
<http://europa.eu.int/comm/equal>  
EQUAL extranet:  
<http://forum.europa.eu.int/Public/irc/empl/Home/main>

## **The link with the EQUAL Community Initiative**

Gender mainstreaming is an integral part of EQUAL which is exploring new ways of tackling the problems common to different types of discrimination and inequality.

Under the EQUAL Community Initiative, gender mainstreaming is not optional. It cannot be something you add on to make your application more acceptable by saying for example "we don't discriminate" or "we treat everyone the same" or "we are an equality project so this does not apply to us" or that "men and women are working together, so there is no need to focus separately on their respective needs."

It should be a guiding principle for all Development Partnerships (DP), irrespective of the thematic priority chosen, and for those managing the EQUAL national programmes.

You cannot strive to tackle inequalities without embracing the gender mainstreaming concept. Whether you are the coordinator or a partner, you will need to gain sufficient understanding of what it means.



## Explaining some of the terms

**Sex:** the biological difference between women and men that is universal.

**Gender:** the social differences or roles allotted to women and to men, roles that are learned as we are growing up, change over time, and depend on our culture, ethnic origin, religion, education, class and the geographical, economic and political environment we live in. These models of behaviour set the standard and influence who we are apart from our sex. They form our social identity. An identity that differs from culture to culture and at different periods in history.

**Gender equality:** that the different behaviour, aspirations and needs of women and men are equally valued and favoured and do not give rise to different consequences that reinforce inequalities.

**Gender relations:** the interdependent relations between women and men. This implies that changes for women will require changes for men and vice versa.

**Mainstream:** the principal, dominant ideas, attitudes, practices or trends. It is where choices are considered and decisions are made that effect economic, social and political options. It is where things happen. The mainstream determines who gets what and provides a rationale for the allocation of resources and opportunities.

**Gender mainstreaming:** to make gender equality part of this dominant (mainstream) trend in society so that women and men benefit equally. It means looking at every step of policy – design, implementation, monitoring and evaluation – with the aim of promoting equality between women and men.

**Gender impact analysis/assessment:** examines policies and practices to ensure they have equally beneficial effects on women and men. It identifies the existence and extent of differences between women and men and the implications of these differences for specific policy areas. It assesses policies and practices to see whether they will affect women and men differently so as to neutralise discrimination and provide equality. Where possible, it needs to use statistics and indicators disaggregated by sex.

**Specific/positive actions:** favour particular groups of women or men. They target specific inequalities or address particularly resistant problems. They are required in addition to gender mainstreaming policies.

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