

management of human resources. Both models stress the total assessment of profitability, a balance between the performance targets and different perspectives, and the use of the assessment criteria in monitoring performance.⁵⁵

So far, gender equality has only been included in performance guidance in the administrative branch of the Ministry of Social Affairs and Health, where it is one of the Ministry's six main objectives. The others comprise promotion of health and functional capacity, increasing the attraction of work, prevention and treatment of social exclusion, effective services, reasonable income security, and well-being of families with children. It has also, in accordance with the mainstreaming principle, been taken into account in definition of the other effectiveness objectives. For instance, an objective in the promotion of health and functional capacity is to reduce accidental and violent deaths among young men. A further objective is to reduce the health gap between population groups.⁵⁶

Gender equality has rarely been included in other ministries' performance targets on the basis of operating and financial plans. In these cases, it is almost always a question of personnel policy objectives or some individual issue of substance. The word 'equality' is used often, however – mostly in its wider meaning, i.e. referring to equality between citizens. Besides the Ministry of Social Affairs and Health, only the Ministry of Education has actual mainstreaming objectives related to decision-making and planning processes.

When there are no performance targets related to gender equality and mainstreaming, the gender equality content of the performance agreements for the administrative branches is also limited. In performance agreements, mainstreaming has actually been developed only at the Ministry of Social Affairs and Health, where a gender perspective has been integrated into the Balanced Scorecard applied in performance agreements. According to the BSC model, besides the success factors for social effectiveness (the Ministry's main targets), the gender perspective should also be integrated into processes and structures in the administrative branch, as well as into its personnel policy.⁵⁷

In practice, the performance agreements for the administrative branch of the Ministry of Social Affairs and Health for 2004–2007 do not, however, consistently include all the gender equality objectives stated at the BSC. Promotion of gender equality may not feature either among the success factors of social effectiveness or in the development of action processes and structures. Gender equality promotion has been stressed most in the personnel policy of the agencies and institutions under the Ministry. On the other hand, actual mainstreaming objectives have only been recorded in four performance agreements.⁵⁸

Achievement of the objectives defined in the action plans and performance agreements is monitored annually in the operating reports included in financial accounts. The statements on financial accounts signed by the minister provide the agencies and departments in the administrative branch with feedback on achievement of the defined objectives. In the feedback provided by the Ministry of Social Affairs and Health, implementation of operations is to some extent also assessed from a gender equality perspective. Defects have been observed for instance in the preparation of gender equality plans, mainstreaming and assessment of operations from a gender equality perspective. For example, the State

⁵⁵ Handbook on Performance Management 2005.

⁵⁶ Operating and financial plan for the Ministry of Social Affairs and Health 2007–2011.

⁵⁷ Performance agreements for the sector of the Ministry of Social Affairs and Health 2004–2007.

⁵⁸ Performance agreements in the sector of the Ministry of Social Affairs and Health 2004–2007.

Provincial Offices should have started to plan mainstreaming in 2004, but because of a lack of training and expertise the start has been postponed to 2006 at the earliest.⁵⁹

The Public Management Department of the Ministry of Finance is developing a performance guidance model based on the performance prism and an Internet-based performance management model suitable for the entire government administration. It should include all the information on central government finances, personnel and effectiveness, as well as the planning and monitoring documents of central government. Integration of a gender perspective into this development work could efficiently promote mainstreaming in planning and managing central government finances. This development work could also derive benefit from the Ministry of Social Affairs and Health's earlier experiences of gender-sensitive performance guidance.

3.5.2 Personnel policy

The Act on Equality between Women and Men (609/1986) requires every employer with over 30 employees to promote gender equality purposefully and systematically. Planning should further the equitable job placement of women and men, promote equality in pay and career advancement, and ensure that working conditions suit both women and men. As well as what the law provides, the Ministry of Finance has issued ministries and government agencies with additional guidelines on equality planning and monitoring achievement of targets.⁶⁰

At many ministries, the gender equality perspective has been incorporated most consistently into personnel statistics and planning. This is also the area of mainstreaming with the broadest coverage. In itself, broad coverage does not necessarily guarantee real impact, however. According to a survey made in 2004 by the Ministry of Finance, for instance, an imbalance in gender breakdown among their various personnel groupings has been identified at ministries, but they have rarely decided on any concrete objectives for correcting the situation. The assumption, says the survey, is that the ban on discrimination, together with gender-neutral job qualification conditions and recruitment principles, are enough to ensure equal chances for both women and men to be selected for managerial posts, even at the highest level. Overall, equality planning at the ministries has been overshadowed by other strategic planning.⁶¹

With the exception of top management, central government personnel will be changing over to a new pay scheme by the end of 2006. In this new system, pay will be determined according to the demands of the job and personal performance and competence. As well as updating their personnel policy equality plans and improving gender-differentiated statistics, a few ministries are actually having more intensive studies made of the impact of the new scheme on the pay of women and men.

⁵⁹ Statements of the Ministry of Social Affairs and Health on the financial accounts, 6 June 2006.

⁶⁰ Government Action Plan for Gender Equality 2004–2007; Recommendation for the promotion of gender equality at central government departments and agencies 12/2001.

⁶¹ Naisjohtajat – uralla eteenpäin. Naisten sijoittuminen valtionhallinnon johtotehtäviin 2004. (Women managers – career advancement. Placement of women in central government management posts 2004)

3.5.3 Tools of political steering

The most important instrument of political steering is the Government Programme, which sets out the most important political objectives for the term concerned and also lays down guidelines for attaining them. Mainstreaming of the gender equality perspective has certainly been greatly promoted by its inclusion in Government Programmes ever since 1999. Its realization has also been boosted by the Government Action Plan for Gender Equality based on the most recent Government Programme for 2004–2007, which calls for its systematic incorporation and monitoring into the various measures being taken by ministries to promote gender equality.

The Government's main action areas are also defined in its policy programmes, which cover measures, projects and appropriations falling within a ministry's administrative branch. Prime Minister Matti Vanhanen's Government has launched four policy programmes, each headed and coordinated by specific ministers: the information society programme (Prime Minister), the employment programme (Minister of Labour), the entrepreneurship programme (Minister of Trade and Industry), the citizen participation programme (Minister of Justice). If the gender equality perspective were mainstreamed more comprehensively into implementation of these programmes, more justification would be provided for making the promotion of gender equality a task for the whole of the government administration. If, moreover, it could be formulated into a separate policy programme, the steering instruments could be yet more forceful, the coordination firmer and the resources far greater. Thus, the impact would probably also be clearer.

As long as the gender equality perspective is not an organic and self-evident element in administrative processes, political management at the ministries will continue to play an extremely important role in bringing mainstreaming about. If ministers view the gender perspective as an important factor in preparatory work and decision-making, the civil servants involved will rapidly learn to take it into account. It has happened at least once that a minister who considers gender matters important has sent an inadequate gender impact assessment of new legislation back to the civil servants concerned in the drafting. Ministers can also set timetables for law drafting projects and other preparatory work that allow enough time for gender impact assessment. Currently, the implementation of mainstreaming is actively promoted by at least the Minister of Social Affairs and Health, the Minister of Labour and the Minister of Culture.

An extremely significant role in getting the gender equality perspective considered in the workings of Government and in Government commitment to the implementation of mainstreaming is played by the Ministry of Social Affairs and Health, which is responsible for gender equality affairs. However, the Minister for Gender Equality can intervene in equality matters only in the workings of the Government, raising equality issues when relevant to the matter in hand. The Minister cannot, for instance, intervene in the structures and implementation of mainstreaming inside individual ministries, as these are responsibilities of the ministers concerned.

The Minister of Social Affairs and Health, Tuula Haatainen, says that it is extremely important for both the political leadership at ministries and top civil servants there to commit themselves to the implementation of mainstreaming. It is thanks specifically to support from the top level of the civil service that the mainstreaming target and responsibility for its achievement can be spread evenly throughout the organization and its personnel, also guaranteeing the structural permanence of mainstreaming. According to Minister Haatainen,

the precondition for such commitment at the highest level is sufficient leadership training and induction in mainstreaming issues.

4 CONCLUSIONS

There is currently a structure of actors mainstreaming the gender equality perspective at all of Finland's ministries. The ministries all have their own gender equality working groups and an interministerial group to monitor the Government Action Plan for Gender Equality has also been set up. In addition, each ministry has its own gender equality contact person.

Specifically the interministerial monitoring group can be considered an important tool in spreading mainstreaming throughout central government. It has been particularly active in setting up mainstreaming structures and monitoring the implementation of agreed measures. As yet, there has been little time for issues of method and content, however.

On the other hand, only some of the internal equality working groups at the ministries have won themselves an established standing in the promotion of mainstreaming. They have often concentrated only on producing the equality plan called for in the Equality Act and have not yet started on systematic implementation of mainstreaming. Consequently, at many ministries this implementation still depends on the input and activeness of individual civil servants. Yet a well-functioning equality group can act as an effective channel for ideas on and monitoring of mainstreaming. The equality group at the Ministry of Social Affairs and Health, for instance, can be said to be playing an extremely important role in mainstreaming in the internal functioning of the Ministry.

Mainstreaming has been greatly furthered by the coordination and development work done by the Gender Equality Unit at the Ministry of Social Affairs and Health. Though the ministries sometimes view the reporting duties involved in monitoring equality work as burdensome, active monitoring has been useful. Reminding civil servants of the importance of the matter is sometimes necessary when they have been in danger of forgetting gender equality considerations. However, though further resource input is certainly needed, particularly at the initial phase, too few resources are still available for the systematic promotion of mainstreaming and for development of tools, practices and training. Another problem is that the coordination of mainstreaming is in the hands of fixed-term employees, and therefore lacks continuity.

Incorporation of the gender perspective and promotion of gender equality are being extended to Government processes and decision-making. The gender impact assessment of legislation has already been initiated. The gender perspective has also been taken into account in some individual projects and programmes that are considered to be vital to gender equality. On the other hand, gender budgeting and promotion of gender equality in performance guidance are only in their initial stages. Statistics and data production have been developed to some extent, but in making progress in other sub-areas of mainstreaming we are often still faced with the problem of availability of gender-specific information. Further attention should be paid to this prerequisite for mainstreaming.

As regards tools for mainstreaming, the most efficient tool in furthering gender equality has been the guidelines prepared by the Ministry of Social Affairs and Health on gender impact assessment, in which this theme is approached in a concrete and practical way by means of questions that may disclose gender equality problems. These guidelines have served as background information in the preparation of both legislation and programmes. The development of guidelines for all the ministries in taking the gender perspective into account can be considered particularly significant. In this respect the instructions for formulating the Budget and drafting legislation have been improved. There are great expectations for the

guidelines being prepared by the Ministry of Justice for the impact assessment of legislation, which include gender impact assessment as a sub-area. Clear guidelines are also needed for project and programme work regarding how and at what stage of project implementation gender aspects should be taken into account.

In addition to guidelines and tools, training has also played a major role. The training organized so far has been praised, among other things, for approaching the theme from an everyday rather than an academic point of view. It has provided concrete examples of the impact of taking a gender perspective into account and clarified difficult mainstreaming concepts. It is important to underline that civil servants do not need to know how to 'mainstream' but rather to promote gender equality; mainstreaming is only about the tools for realising this. So far, only a low proportion of Government civil servants have taken part in the related training, so there is still a strong demand for it. There is, in addition, a need for more concrete training suitable for each ministry's own policy areas, in which civil servants could ponder mainstreaming of the gender perspective through thematic areas familiar to themselves.

The biggest challenges for the promotion of mainstreaming are often related to the fact that this is a difficult issue to understand. Gender and gender equality issues are still often felt to be issues that are separate from one's own work and the expertise needed for it. Although ridicule and mitigation rarely occur today, the significance of one's own action from the point of view of gender equality is not necessarily understood sufficiently. This is illustrated e.g. by the fact that the gender perspective is often taken up only in policy areas that are naturally linked to gender equality – e.g. through public debate or objectives laid down in the Action Plan for Gender Equality. Instead, gender impacts of measures taken in other policy areas are rarely suspected. Training and guidelines can alleviate this problem. It is, however, important for the ministries' top management – both their political and civil service management – to give a clear message: this issue is important and it must be addressed with adequate seriousness. Sufficient resources should also be allocated to the development of mainstreaming and thorough gender analyses.

At the political level, the status of mainstreaming has been strengthened significantly as it has been recorded not only in international norms but also in the national Act on Equality between Women and Men, the Government Programme and the Government Action Plan for Gender Equality. In administrative terms it would, however, be possible to develop its status for instance by means of performance guidance and arrangements between and inside the ministries. In order to guarantee continuity, both the interministerial body developing and monitoring mainstreaming and the ministries' internal working groups could be made permanent. Furthermore, more actors involved in development of the administration could be engaged in the development and monitoring of mainstreaming, for instance the Government financial controller's function, the Public Management Department of the Ministry of Finance and the Administration and Development Unit of the Prime Minister's Office. As well as the Gender Equality Unit, mainstreaming could be 'placed' closer to bodies involved in developing the administration.

Mainstreaming of the gender equality perspective in Finland's central government does not rest on explicitly theoretical debate about its background, targets or tools. Rather, the justifications for mainstreaming derive from a foundation of national and international norms and on the idea that future government should take gender equality considerations and people's individual needs better into account. The approach is thus more pragmatic, taking the starting points of the various actors and processes into account.

Despite this lack of a theoretical foundation, it can be argued that discreet guidance and coaxing of civil servants into work to promote gender equality has so far worked well. Mainstreaming has made quite good progress on many fronts and action so far has had considerable equality-promoting impact. The main effects will not, however, be felt until promotion of gender equality becomes a natural and permanent element in all ministries' major preparatory and decision-making processes, such as budget formulation and law drafting. The commitment of more civil servants to pro-equality action still calls for a lot of work in building up knowledge and expertise. At some stage it may also be necessary to provide a more comprehensive answer to why it is so important for gender equality to be actively furthered in all governmental operations.

REFERENCES

- 10 henkilökohtaista kysymystä alkoholin käytöstä. (*10 personal questions about alcohol consumption.*) Brochures of the Ministry of Social Affairs and Health 2004:3.
- Alkoholiohjelma 2004–2007. Yhteistyön lähtökohdat 2004. (*Alcohol Programme 2004–2007. Starting points for co-operation 2004.*) Publications of the Ministry of Social Affairs and Health 2004:7.
- Alkoholipolitiikan kuluttajaopas. (*Alcohol policy consumer guide 2004.*) Summary of the book Alcohol: No ordinary commodity. Brochures of the Ministry of Social Affairs and Health 2004:6.
- Alueellinen maaseudun kehittämissuunnitelma 2000–2006. (*Regional rural development programme for 2000–2006.*) Ministry of Agriculture and Forestry.
- Alueellinen maaseudun kehittämissuunnitelma 2007–2013. (*Regional rural development programme for 2007–2013.*) Ministry of Agriculture and Forestry.
- Arjen turvaa – sisäisen turvallisuuden ohjelma. (*Everyday safety – internal security programme.*) Publications of the Ministry of Interior 2004:44.
- Aula, Maria Kaisa 2002. Talousarvion sukupuolivaikutusten arvioinnin mahdollisuuksia kansainvälisten esimerkkien valossa. (*Gender budgeting in the light of international examples.*) In the publication Naiset ja budjetti, Publications of the Network of Women in Finland's Parliament, publication 2, Kustannusliike Susi, Helsinki.
- Council of Europe 1998. Conceptual Framework, Methodology and Presentation of Good Practices: Final Report of Activities of the Group of Specialists on Mainstreaming. Council of Europe, Strasbourg.
- Daly, Mary 2005. Gender Mainstreaming in Theory and Practice. *Social Politics* 12(3), 433–450.
- Ehdotus naisten voimavarojehlmäksi vuosille 2007–2013 (*Proposal for a women's resources programme 2007–2013*),
[http://www.intermin.fi/intermin/images.nsf/files/87ac92fcb0841f28c2257021003998ea/\\$file/naisten_voimavarojehlmaehtotus.pdf](http://www.intermin.fi/intermin/images.nsf/files/87ac92fcb0841f28c2257021003998ea/$file/naisten_voimavarojehlmaehtotus.pdf) 27.7.2006.
- Grönroos, Maria 2005. Tasa-arvon tietopalvelu Suomeen. Informaatio- ja dokumentaatiotoiminnan selvityshenkilön raportti. (*Gender Equality Information Services in Finland – a report on information and documentation.*) Working Group Memorandums of the Ministry of Social Affairs and Health 2005:13.
- Haataja, Anita – Järviö, Maija-Liisa – Mustonen, Esko 2006. Talousarvion sukupuolivaikutusten arviointi. Pilottihanke sosiaali- ja terveysministeriön hallinnonalalla. (*Gender Impact Assessment of the Budget. A pilot project in the sector of the Ministry of Social Affairs and Health.*) Reports of the Ministry of Social Affairs and Health 2006:1.
- Hallituksen esityksen laatimissuunnitelma. (*Bill Drafting Instructions 2004.*) Publications of the Ministry of Justice 2004:4.
- Government Action Plan for Gender Equality 2004–2007. Publications of the Ministry of Social Affairs and Health 2005:12.
- Hallituksen tasa-arvo-ohjelma 2004–2007 seurantaraportti (maaliskuu 2006). (*Government Action Plan for Gender Equality, Follow-up Report (March 2006).*) Reports of the Ministry of Social Affairs and Health 2006:14.
- Hanhela, Tiina 2004. Yhteenvertausta ohjelmien tasa-arvoarvioinneista. (*Conclusions of the gender equality evaluations of the programmes.*) In the publication Tasa-arvosta lisäarvoa alueiden hyvinvointiin, 34–39.

- Holli, Anne Maria 2002a. Suomalaisen tasa-arvopolitiikan haasteet. (*Challenges of the Finnish Gender Equality Policy.*) In Anne Maria Holli – Terhi Saarikoski – Elina Sana (eds.) Tasa-arvopolitiikan haasteet. WSOY, Council for Gender Equality, Ministry of Social Affairs and Health, Helsinki, 12–30.
- Holli, Anne Maria 2002b. Suomalainen tasa-arvopolitiikka vertailevan tutkimuksen valossa. (*Comparative Research on Finnish Gender Equality Policy.*) In Anne Maria Holli – Terhi Saarikoski – Elina Sana (eds.) Tasa-arvopolitiikan haasteet. WSOY, Council for Gender Equality, Ministry of Social Affairs and Health, Helsinki, 128–146.
- Horelli, Liisa – Saari, Milja 2002. Tasa-arvoa valtavirtaan. Tasa-arvon valtavirtaistamisen menetelmiä ja käytäntöjä. (*Mainstreaming equality. Methods and practices of gender mainstreaming.*) Reports of the Ministry of Social Affairs and Health 2002:11.
- Huugo – Työelämän alkoholiohjelma, (*Workplace alcohol programme*), Internet page, [<http://www.huugo.fi>] 27.7.2006.
- Kansalaisvaikuttamisen politiikkaohjelman sukupuolinäkökulman valtavirtaistamisselvitys. Tasa-arvon työkirja. (*Gender mainstreaming: Analysis of the state of equality between the sexes within the Policy Programme for Citizen Participation. Equality Workbook.*) Helsinki 27.10.2004, [<http://www.om.fi/uploads/9aad828q10c.pdf>] 26.7.2006.
- Kansallinen ohjelma väkivallan vähentämiseksi. (*National programme to reduce violence.*) Publications of the Ministry of Justice 2005.
- Kunta- ja palvelurakenneryhmän esitys puitelaksi 28.6.2006, (*Municipality and service structure reform group proposal for a framework act, 28 June, 2006*), [<http://www.intermin.fi/suomi/puitelaki>] 27.7.2006.
- Lombardo, Emanuela – Meier, Petra 2006. Gender Mainstreaming in the EU. Incorporating a Feminist Reading? *European Journal of Women's Studies* 13(2), 151–166. SAGE Publications, London.
- Maaseudun naisten toimintaohjelma 2005–2008 (*Action Programme for Rural Women 2005–2008*), [www.maaseutupolitiikka.fi/Julkaisut/Julkaisut_2004/YTR_julkaisu_17_2004.pdf] 27.7.2006.
- Minna, National women's studies and gender equality portal [<http://www.minna.fi>] 27.7.2006.
- Mitchell, Ritva – Kanerva, Anna 2004. Onko sukupuolella merkitystä, onko toimenpiteillä vaikutusta taiteissa ja kulttuurissa? Sukupuolivaikutusten arviointia taiteen ja kulttuurin toimialoilla. (*Gender impact assessment in the areas of arts and culture.*) Publications of Cupore 2004:2.
- Naisjohtajat – uralla eteenpäin. Naisten sijoittuminen valtionhallinnon johtotehtäviin. (*Women managers – career advancement. Placement of women in central government management posts.*) Ministry of Finance. Working Group Memorandums 2004:5.
- Naisten ja miesten tasa-arvon edistäminen sosiaali- ja terveystieteiden ministeriön hallinnonalalla (Valtavirtaistamisopas). (*Promoting equality between women and men in the administrative branch of the Ministry of Social Affairs and Health, Mainstreaming Guidelines*) 18.6.2002.
- Onwen, Hanna 2004. Valtavirtaistaminen tasa-arvon edistämisen työvälineenä. (*Gender mainstreaming as a tool for promoting gender equality*) National women's studies and gender equality portal Minna, [<http://www.minna.fi/minna/artikkelit/valtvirtonwen.html>] 27.7.2006.
- Pekingistä Suomeen. Suomen hallituksen tasa-arvo-ohjelma 1997. (*From Beijing to Finland. Finnish Government Action Plan for Gender Equality 1997.*) Publications of the Ministry of Social Affairs and Health 1997:11.
- Piikkareilla nopeammin, korkeammalle, tasa-arvoisemmin. (*Faster, higher, more equally.*) Working Group Memorandums of the Ministry of Education 1995:3.
- Poliisin toimenpiteet väkivallan estämisessä ja vähentämisessä. (*Police measures to prevent and reduce violence.*) Publications of the Supreme Police Command 2005:10.
- Pääministeri Matti Vanhasen hallituksen ohjelma 24.6.2003. (*Prime Minister Matti Vanhanen's Government Programme 24 June 2003.*)

- Pääministeri Paavo Lipposen toisen hallituksen ohjelma 15.4.1999. (*Prime Minister Paavo Lipponen's 2nd Government Programme, 15 April 1999.*)
- Räsänen, Leila 2002. Hallituksen tasa-arvopolitiikkaa tekemässä. (*Making Government Gender Equality Policy.*) In Anne Maria Holli – Terhi Saarikoski – Elina Sana (eds.) Tasa-arvopolitiikan haasteet. WSOY, Council for Gender Equality, Ministry of Social Affairs and Health, Helsinki, 100–127.
- Saari, Milja 2005. Miten etenee Kansalaisvaikuttamisen politiikkaohjelman sukupuolinäkökulman valtavirtaistaminen? Sukupuolinäkökulman valtavirtaistamisselvityksen seurantatutkimus, (*Follow-up report on the gender mainstreaming in the Policy Programme for Citizen Participation*), [<http://www.om.fi/uploads/0d65vva.pdf>] 26.7.2006.
- Siukola, Reetta 2005. Tasa-arvoa alkoholityöhön. Alkoholipolitiikan valtavirtaistamisselvitys. (*Promoting gender equality in alcohol harm prevention. A study on the mainstreaming of alcohol policy in Finland.*) Reports of the Ministry of Social Affairs and Health 2005:24.
- Sosiaali- ja terveysministeriön hallinnonalan tulossopimukset kaudelle 2004–2007. (*Performance agreements for the sector of the Ministry of Social Affairs and Health 2004–2007.*) Stencils of the Ministry of Social Affairs and Health 2004:4.
- Sosiaali- ja terveysministeriön opas sukupuolivaikutusten arvioimiseksi lainsäädäntöhankkeissa. (*Ministry of Social Affairs and Health guidelines for gender impact assessment.*) Ministry of Social Affairs and Health. Helsinki 2003.
- Sosiaali- ja terveysministeriön tilinpäätöskannanotot 6.6.2006, (*Statements of the Ministry of Social Affairs and Health on the financial accounts, 6 June 2006*), [<http://stm.fi/Resource.phx/vastt/sostu/talou/kannanotot.htx>] 26.7.2006.
- Sosiaali- ja terveysministeriön toiminta- ja taloussuunnitelma vuosille 2007–2011. (*Operating and financial plan for the Ministry of Social Affairs and Health 2007–2011.*) Stencils of the Ministry of Social Affairs and Health 2005:13.
- Squires, Judith 2005. Is Mainstreaming Transformative? Theorizing Mainstreaming in the Context of Diversity and Deliberation. *Social Politics* 12(3), 366–388.
- Suomaa, Leo 2005. Näin työturvallisuuslaki suvatitiin. (*This is how the gender impact of the occupational safety and health act was assessed.*) National women's studies and gender equality portal Minna, [<http://www.minna.fi/minna/artikkelit/suomaa.html>] 27.7.2006.
- Suomen hallituksen ohjelma sukupuolten tasa-arvon edistämiseksi YK:n naisten vuosikymmenen jälkipuoliskolla 1980–1985 (approved in 1980). (*Finnish Government Action Plan for Gender Equality in the latter half of the UN Decade for Women 1980–1985.*)
- Suositus sukupuolten tasa-arvon edistämisestä valtion virastoissa ja laitoksissa 12/2001. (*Recommendation for the promotion of gender equality at central government departments and agencies 12/2001.*) Ministry of Finance, Document of the personnel administration.
- Tasa-arvoa valtavirtaan (*Mainstreaming equality*), Internet page, [<http://www.eurofem.net/valtavirtaan/>] 27.7.2006.
- Gender Barometer 2004. Publications of the Ministry of Social Affairs and Health 2004:4.
- Tasa-arvolaki 2005. (Act on Equality between Women and Men 2005.) Brochures on equality 2005:2. Ministry of Social Affairs and Health.
- Tasa-arvotietopankki. Faktatietoa naisista ja miehistä Suomen kunnissa ja maakunnissa. (*Finnish Gender Statistics Website. Facts about women and men in Finnish municipalities.*) [<http://www.tasa-arvotietopankki.fi/>] 27.7.2006.
- Tasapeli – Sukupuolten välisen tasa-arvon edistäminen ja sukupuolivaikutusten arviointi liikunnan alalla. (*Promoting gender equality and assessing gender impact in sports and physical recreation.*) Working Group Memorandums and Reports of the Ministry of Education 2005:3.

- Tehokkaampaa, suunnitelmallisempaa ja hallitumpaa lainvalmistelua. (*More effective, systematic and controlled law drafting.*) Working Group Memorandum. Publications of the Prime Minister's Office 13/2005.
- Terveys 2015 -kansanterveysohjelma, ('*Health 2015' public health programme*), Internet page, [<http://www.terveys2015.fi/>] 27.7.2006.
- Toiminta- ja taloussuunnitelmien laadinta. Valtiovarainministeriössä laadittu epävirallinen yhdistelmä voimassa olevasta määräyksestä 31.3.2004, osittain muutettu 6.4.2006. (*Drafting of the operating and financial plans, partly amended on 6 April 2006. Ministry of Finance.*)
- Tulosohjauksen käsikirja. (*Handbook on Performance Management.*) Publications of Ministry of Finance 2005:2.
- Uitamo, Elina 2005. Työvoimapolitiittisen aikuiskoulutuksen sukupuolivaikutukset. (*Gender impact assessment of the labour market training.*) Publications of the Employment Administration 357. Ministry of Labour.
- Ulkoasiainministeriön toiminnallisen tasa-arvon suunnitelma III. (*Ministry for Foreign Affairs gender equality action plan III.*) Ministry for Foreign Affairs 2003.
- Verloo, Mieke 2001. Another Velvet Revolution? Gender Mainstreaming and the Politics of Implementation. IMF Working Paper No. 5/2001, Vienna.
- Wakeham, Maria 2005. Sukupuolten välisen tasa-arvon valtavirtaistamisen kokemuksia valtionhallinnossa - kansalaisvaikuttamisen politiikkaohjelman näkökulma. (*Experiences of gender mainstreaming - Analysis of the state of equality between the sexes within the Policy Programme for Citizen Participation.*) Seminar on gender mainstreaming 15.9.2005 at the Bank Meeting Point, [<http://www.om.fi/33161.htm>] 26.7.2006.

APPENDIX: GENDER IMPACT ASSESSMENT OF THE OCCUPATIONAL SAFETY AND HEALTH ACT

The revision of the Occupational Safety and Health Act (Government proposal 59/2002) is a particularly good example of gender impact assessment of legislation, since its drafting process incorporated the gender perspective from the very beginning (see sub-section 3.4.1) The following presentation of the gender impact assessment of the Act is based on addresses given by Leo Suomaa, head of the legislation unit of the Department for Occupational Safety and Health at the Ministry of Social Affairs and Health, at training sessions arranged for the Government on mainstreaming. It was issued by the women's studies and gender equality web portal 'Minna' in 2005 and was originally published in the internal bulletin (Soster) of the Ministry of Social Affairs and Health.

Leo Suomaa

THIS IS HOW THE GENDER IMPACT OF THE OCCUPATIONAL SAFETY AND HEALTH ACT WAS ASSESSED

The Occupational Safety and Health Act (738/2002) was probably one of the first acts to undergo gender impact assessment. This is a brief explanation of how it happened. The paper is based on an introductory address that I gave at training sessions organized by the Ministry of Social Affairs and Health.

When the drafting of the Occupational Safety and Health Act began in the relevant committee on 15 June 2000, no previous model for gender impact assessment existed. In a way it was a coincidence that it was assessed at all. As the chair of the Revision Committee I was interviewed for the Ministry's in-house bulletin and was asked whether the Act would be assessed for gender impacts. Under the circumstances I could not say no.

One alternative was to have the Committee give its report and leave it to the ministry to obtain an expert assessment of the gender impact of the proposal in a manner it deemed suitable. The gender impact assessment would thus have been just one opinion among many. It would probably not have had a significant impact on the bill being drafted. A legislative report drafted through a tripartite procedure is a result of many compromises and it is extremely difficult to change its contents, particularly if the report is unanimous.

In view of the future act itself, the most useful procedure seemed to be the incorporation of gender impact into the drafting process along with other impacts.

In drafting the Occupational Safety and Health Act, the gender perspective – its impact on the status of men and women – was given attention throughout the process. This was naturally reflected in the composition of the committee. The Committee on the Revision of the Occupational Safety and Health Act was put together in compliance with the Act on Equality between Women and Men: two women and two men from administration, and two men and two women from wage-earners' organizations; employers were represented by one woman and three men; and the total number of secretaries was five, two women and three men, at various points of time. Of the seven permanent experts interviewed by the committee, two women and two men took part in the committee work on a regular basis.

In terms of gender impact assessment, the battle lines, if there indeed were any, were not based on visible differences, such as age or gender. Rather, any differences of emphasis arose from work or research experience, and above all from which actor each member represented. In addition to the permanent experts, the Committee also interviewed other specialists. On the

whole, the expert opinions appeared gender-neutral. Indeed, who could disagree with the view that the priority issue was to ensure employee safety regardless of whether the employee in question was a woman or a man?

Nevertheless, the views of both the committee members and the experts it interviewed did have an effect on what women and men should be protected from. The surveys and the expert opinions gave the concept of occupational safety and health a richer content than previously. I am hardly unjustified in saying that the Committee also identified issues typical of female-dominated sectors and recognized them as actual problems.

In a way, this was also a response to the task of taking into account the trends in safety doctrines mentioned in the Committee's commission. The Committee was to determine the material and structural functionality and clarity of occupational safety and health legislation, taking into account the trends in European and international work protection principles and occupational safety doctrines, to assess the need for revision in the occupational safety and health legislation and to draft amendment proposals on that basis.

The commission did not specifically mention gender impact assessment or any other impact assessment. The Committee applied the checklist for law drafters that can be found in the Ministry of Justice and the Ministry of Finance Quality Requirements for Good Regulatory Drafting. It was distributed to the committee members and discussed at a meeting.

All ten items on the checklist made useful reading. The fourth item concerns impact assessment: "Have impacts been studied to a sufficient extent?" The title is followed by this text: "The drafting process must assess the overall cost and other impacts of every regulatory proposal and its every feasible alternative. The assessments must be submitted to decision-makers in understandable form. The expected benefit must justify the cost of the activity and its other impacts."

Among other things, the Committee on the Revision of the Occupational Safety and Health Act noted the following:

- that the labour market was divided into women's and men's jobs,
- that men are susceptible to accidents and that the risk of accident is increasing among young women,
- work-related mortality by gender,
- the proportion of part-time work by gender
- the differences in health aspects of jobs by gender and
- the extent of gender-based discrimination.

These may sound self-evident, but in view of the bill drafting process they were important observations. One might toy with the idea of what effect ignoring these aspects would have had.

On the basis of the surveys carried out, the Committee performed an evaluation to see which issues were best solved through regulation. The Committee weighed up various risk and harm factors and regulatory proposals carefully. The general obligations of employers do not differ in terms of regional, economic, business or gender factors. However, particularly some of the provisions issued in chapter 5 of the Act relate more to the jobs and workplaces that are currently female-dominated and others in turn to male-dominated ones. This chapter includes provisions on issues such as ergonomics, workloads and harassment.

The Committee's report (2001:3) does not present impact assessment as a section of its own, partly due to scheduling. There was no time to write the report in the exact form described in the Bill Drafting Instructions, although the report was completed 23 hours before the deadline. Any mentions or opinions concerning gender impact in the report can be found in sections where they had a significant influence on consideration of the issue in question and the end result.

The Government proposal (59/2002) was essentially based on the Committee report. In accordance with the instructions, the Government proposal included chapter 4 “Impacts of the proposal” and under it section 4.5 entitled “Impact on the status of men and women”.

Parliament’s Administration Committee praised the Government proposal as well drafted. Texts commenting on the impacts on the status of men and women in the well-drafted Government proposal were written primarily by lawyer Vesa Ullakonoja, who was one of the Committee’s secretaries. His memorandum is probably the only drafting document with a gender impact assessment title.

The Government proposal first refers to the Committee report containing more detailed explanations concerning gender impact. In addition, it contains more than ten short sections assessing the proposal’s impact on the basis of gender. This was no longer actual assessment of gender impact but a record of the key ideas compiled during the past couple of years.

On the basis of this experience I should like to underline four issues.

The organ doing the bill drafting, be it a multi-member drafting organ or a single person, **must consider gender impact**. Further, it is the duty of parties nominating representatives for a multi-member organ to ensure that the expertise of the members is also sufficient in terms of impact assessment. If an organ’s expertise is not sufficient, it is the duty of the chair to see that the organ interviews a sufficient number of external specialists. The worst alternative for the bill being drafted is for an external party to assess an already completed proposal – that is throwing the yeast into the oven after the bread. When a Government proposal has been submitted, it is relatively useless in terms of the bill to carry out impact assessment any more. Monitoring legislation already in force is a different matter, but there is probably room for improvement there as well.

A legislative proposal is always an entity. A balance must be achieved between the various impacts. A proper gender impact assessment is part of drafting, as are other impact assessments. It is, for instance, the purpose of the Occupational Safety and Health Act to improve working environments and conditions. Maintaining working capacity and reducing the number of accidents and work-related diseases are the specific objectives aimed at, and naturally an assessment of environmental impacts which is required by the Bill Drafting Instructions must be in proportion to the actual purpose of the act. The same goes for other impact assessments. Proposals for various sections of an act may be chosen for analysis and impacts taken up separately, but an assessment calls for an evaluation of the act as a whole. It is not possible to do everything at the same time.

Impact assessment is a matter of routine. It is already a key element in law drafting, and assessment of issues affecting gender – the status of girls and boys, women and men – is not likely to be any more difficult than assessing economic impact, for instance. Statistics, for example, usually take gender into account. A gender impact assessment carried out in the proper manner during the drafting process does not require a great deal of additional work as long as it is carried out under the rules of law drafting and not under the rules of writing an academic dissertation, for example.

Guidelines concerning gender and other impact assessments required in law drafting should be included in the new Bill Drafting Instructions (HELO). The guidelines issued by the Ministry of Social Affairs and Health on 18 June, 2002 and the gender impact assessment guide issued on 16 April, 2003 are useful in themselves, but it would be more efficient to say the same things in the Bill Drafting Instructions. The greater the number of separate guides issued by various ministries, the less their instructions are followed. Who at the Ministry of Social Affairs and Health, for instance, has been inspired by the Ministry’s own corresponding guidelines?

Appendix 2: In-depth study of Lithuania

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

LITHUANIA

by Dalia Marcinkeviciene

2006

CONTENTS

INTRODUCTION	
The development of the gender mainstreaming concept in Lithuania.....	
Commitments to gender mainstreaming.....	
Gender mainstreaming: object and methodology.....	
CHAPTER 1	
ORGANISATION OF THE GOVERNMENTAL WORK, PRECONDITIONS FOR GENDER MAINSTREAMING AND COORDINATION	
1.1. Governmental institutions and organization of its work.....	
1.2. Preconditions: Political will, Legal basis.....	
1.3. Preconditions: Gender equality institutional mechanisms, coordination of actions.....	
Parliamentary level.....	
Governmental level.....	
Municipal level.....	
Academic level.....	
Public sector.....	
Social Partners.....	
1.4. Preconditions. Capacity building: improvement of competence, training, awareness raising.....	
1.5. Preconditions. Resources.....	
1.6. Mainstreaming of gender as a horizontal priority.....	
CHAPTER 2	
GENDER MAINSTREAMING IN SOCIAL INCLUSION	
2.1. Gender impact assessment: object.....	

2.2. Two strategic governmental programmes: “National action plan of the Republic of Lithuania for struggle against poverty and social exclusion for 2004-2005” and “The consolidated list of activities for 2005-2006 for the action plan of the Republic of Lithuania for struggle against poverty and social exclusion”.....

2.2. Policy of social inclusion.....
Combining family life and career
Long-term unemployment.....
Labour market Awareness as tools for social inclusion.....
Education Women’s opportunities in starting and developing business.....
Social exclusion and ageing society.....
Measures against long-term unemployment.....
Most vulnerable risk groups.....

CHAPTER 3.....

EXAMPLES OF GENDER MAINSTREAMING.....

3.1 Successful examples.....
3.1.1. Gender Mainstreaming of Lithuanian policies.....
3.1.2. Control and Prevention Programme for Trafficking in Human Beings and Prostitution 2000 - 2004.....
3.2. What needs improvement.....
3.2.1. Inter-ministerial Commission on Equal Opportunities for Women and Men. Lessons learnt.....

CONCLUSIONS AND RECOMMENDATIONS.....

REFERENCES.....

INTERNET SOURCES.....

INTRODUCTION

The development of the gender mainstreaming concept in Lithuania

In 1996 the first programme on gender equality issues – *The Lithuanian Women's Advancement Programme* - was approved by the Government, establishing strategic goals. Two action plans have been implemented following the programme. In 1998 the Parliament of Lithuania passed the *Equal Opportunities for Women and Men Act*. This Act was the first and the only in the entire region of Central and Eastern Europe and came into force on 1 March 1999. The Act contains gender mainstreaming provisions, prohibits discrimination, and covers equal opportunities for women and men in employment and education areas. In 2000, the *Interministerial Commission on Equal Opportunities for Women and Men*, including representatives of all Ministries has been set up. In 2001 the *Programme of the Government of the Republic of Lithuania for 2001–2004* included the provision “to ensure equal opportunities for men and women in seeking education, in upgrading their qualifications, in employment, promotion, setting salaries; to enable women to participate on equal terms in all areas of political and public life and high-prestige activities, and to occupy leading positions in public administration institutions.” In 2002 *National Action Plan on Support and Protection of Human Rights*, containing a separate part on gender equality including measures aimed at equality of opportunities and protection of women's human rights, was approved by the Parliament. In 2002 the *Equal Opportunities for Women and Men Act* was amended. In 2003, the *National Programme on Equal Opportunities for Women and Men* has been adopted by the Government. The Programme based on gender mainstreaming contains gender equality activities in all areas. The Programme includes a broad set of integrated measures, indicates responsible institutions and identifies financial resources for implementation. In 2003 the *Equal Opportunities Act* prohibiting discrimination on the grounds other than sex was adopted by the Parliament. The Act came into force on 1 January 2005. In 2005 the *National Programme on Equal Opportunities for women and men 2005-2009* was adopted by the Government. This programme is already the third of its kind. Two previous programmes (the first started in 1996 and the second in 2003), were fully implemented.

Commitments to gender mainstreaming

It is widely accepted approach that the EU with its requirement to integrate a gender perspective as a condition of EU funding constitutes the main driving force in the introduction of gender mainstreaming practices in new Member States. Such a model of gender mainstreaming is called “the EU-driven model”. It can be partially applied to Lithuania. On the other hand, while EU policy has brought significant changes to legislation and the institutional set-up in all the new Member States, Lithuania’s experience indicates that before accession, a significant role was played by international institutions such as United Nations, the Nordic Council of Ministers, the Council of Europe. The role of local bodies (such as Lithuanian Women’s NGOs) in implementation of gender mainstreaming should also be mentioned,

Recent governmental documents explicitly refer to gender mainstreaming either as an objective or as a principle governing gender policy. In practice, there is rather a preference for an integrationist approach to gender mainstreaming in Lithuania. By and large, it functions as policy practices such as positive action measures, national plans involving different administrative departments and equal treatment legislation. It should be stressed that gender mainstreaming in Lithuania has not yet fully replaced previous approaches to gender equality – notably legislation and positive action. Accordingly, gender mainstreaming in Lithuania consists of the integration of an equality perspective into public institutions and activities, including policy-making, service provision, spreading responsibility for gender across units and ministries.

Gender mainstreaming: object and methodology

The term *gender mainstreaming*, used in this in-depth study is based on the definition suggested by the Council of Europe in 1998: “Gender mainstreaming is the (re) organisation, improvement 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.” In other words, gender mainstreaming means gender perspective in certain policy field in order to achieve results as neutral as possible in respect of gender equality.

Gender mainstreaming as a strategy is comparatively new, still in the process of development and open to creative ideas and decisions. On the other hand, gender mainstreaming is understood not only as a political strategy, but also as a study process. From the scientific point of view, gender mainstreaming has well-developed and specific means and methods of policy area monitoring. In this case, gender studies and research constitute one of the main methodological principles of gender mainstreaming as they allow determining and defining the problems that are typical of each particular policy field and indicating the ways to solve these problems in the light of gender perspective.

Gender impact assessment takes a particularly significant position among other gender mainstreaming methodologies (statistical, financial, institutional, legal and other analyses of certain policy fields). Gender impact assessment makes it possible to envisage the diversity of consequences regarding women and men in certain policy area. Thus, it allows timely prevention of potential gender discrimination before the process of policy implementation starts. Gender impact assessment aims at evaluation of the impact of any policy field on gender relationship in a particular society. The analysis provides an effective means making it possible to identify whether any decision, law or political programme adopted would have any negative consequences for the equality of men and women.

Gender impact assessment of this in-depth study aims at three major objectives:

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

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

1. To analyse a particular policy area considering the interests of men and women;
2. To determine if the policy area that is being analysed pays respect to the different positions of men and women by applying adequate legal regulations and socio-cultural emphasis.

Chapter 1

ORGANISATION OF THE GOVERNMENTAL WORK, PRECONDITIONS FOR GENDER MAINSTREAMING AND COORDINATION

1.1. Governmental institutions and organisation of its work

The Government of the Republic of Lithuania consists of the Prime Minister and Ministers. The Prime Minister shall, with the approval of the Seimas, be appointed or dismissed by the President of the Republic. The Ministers shall be appointed by the President of the Republic on the nomination of the Prime Minister. The Prime Minister, within 15 days of being appointed, shall present the Government which he or she has formed and which has been approved by the President of the Republic to the Seimas and shall submit the programme of its activities to the Seimas for consideration. The Government shall return its powers to the President of the Republic after the Seimas elections or upon electing the President of the Republic. A new Government shall be empowered to act after the Seimas approves its programme by majority vote of the Seimas members participating in the sitting.

The Government of the Republic of Lithuania administers the affairs of the country, protects the inviolability of the territory of the Republic of Lithuania, and ensures State security and public order; implements laws and resolutions of the Seimas concerning the implementation of laws, as well as the decrees of the President; coordinates the activities of the ministries and other governmental institutions; prepares the draft budget of the State and submits it to the Seimas; executes the State Budget and report on budget performance to the Seimas; drafts bills and submits them to the Seimas for consideration; establishes diplomatic relations and maintains relations with foreign countries and international organisations; discharges other duties prescribed to the Government by the Constitution and other laws.

The Government of the Republic of Lithuania shall resolve the affairs of State administration at its sittings by issuing directives which must be passed by a majority vote of all members of the Government. The State Controller may also participate in the

sittings of the Government. Government directives shall be signed by the Prime Minister and the appropriate Minister.

The Government of the Republic of Lithuania shall be jointly responsible to the Seimas for the general activities of the Government.

The Prime Minister shall represent the Government of the Republic of Lithuania and shall direct its activities. In the absence of the Prime Minister, or when the Prime Minister is unable to fulfil his or her duties, the President of the Republic of Lithuania, upon the recommendation of the Prime Minister, shall appoint one of the Ministers to substitute for the Prime Minister during a period not exceeding 60 days; when there is no recommendation, the President of the Republic shall appoint one of the Ministers to substitute for the Prime Minister.

The Programme of the Government, approved by the Parliament, establishes main directions of the activities of the Government, plan of actions of the Government during its term of office.

Ministers shall head their respective ministries, shall resolve issues assigned to the competence of their ministries, and shall also discharge other functions prescribed by law.

The Ministers, in directing the spheres of administration entrusted to them, shall be responsible to the Seimas, the President of the Republic, and directly subordinate to the Prime Minister.

The Government consists of 13 Ministries: Ministry of Environment, Ministry of Finances, Ministry of Defence, Ministry of Culture, Ministry of Social Security and Labour, Ministry of Transport and Communications, Ministry of Health Protection, Ministry of Education and Science, Ministry of Justice, Ministry for Foreign Affairs, Ministry of Economy, Ministry of Interior, Ministry of Agriculture.

Upon the request of the Seimas, the Government or individual Ministers must give an account of their activities to the Seimas. Internal structures of the Ministries and other governmental offices, other subjects of public administration are established by the Public Administration Act.

Top administration of the ministry consists of Minister, Vice-Minister, Advisers to the Minister and assistants to the Minister (political level) and State Secretary, undersecretaries (career level). Internal structures are: departments (boards) and divisions (bureaus).

Every Ministry in Lithuania is in charge of implementation of gender equality in the area of competence of the respective Ministry and covers both activities of the Ministry itself and subordinate bodies. In every ministry 1 or 2 persons are in charge of gender equality (50% posts).

The Ministry of Social Security and Labour is charged with coordinating implementation of the policy on equal opportunities for women and men in all areas. The Ministry is also in charge of integration of the gender aspect into the policies in the area of its competence and implementation of gender equality policies in the areas of social security and labour. The Commission on Equal Opportunities for Men and Women – to coordinate adherence to the equality principle by governmental institutions (the commission is comprised of representatives of all ministries and the Statistics Department). The commission is a standing institution of the Government. The Commission collaborates closely with the Equal Opportunities Ombudsman's Office; Gender studies centres and Women's organizations. According to the rules they have participatory status in the Commission's meetings as non-voting members.

Decision-making processes in the Governmental institutions are regulated by a number of laws (for instance, The Public Administration Act, the Civil Service Act, The Act establishing the rules of Drafting of Laws and other Legislation, the Labour Code etc.) and other legislation.

According to the established order, a governmental institution prepares a draft Act and organises its impact assessment following Methodology on the Impact Assessment of the Governmental decisions, adopted by the Government. Assessment of draft decisions is aimed to show and evaluate both positive and negative consequences of the decision and alternatives to the decision, so ensuring quality of the decision taken. In the process of the impact assessment, information is to be collected, analysed and evaluated, and conclusions made on the possible positive and negative long-term and short-term impact. Impact assessment might be performed by the Ministry preparing the draft decision or by scientific experts in the cases when extended impact assessment is required. Ministries may use standard questionnaires for impact assessment purposes. The main principles of the impact assessment are: proportionality, professionalism, cooperation. Assessment should cover such aspects as the impact on the respective policy area, on the economy, on finances, on social policy, on public administration, on the environment and others. One of the aspects of assessment of the impact on social policy is how the draft decision will influence ensuring equal opportunities (for instance, equal opportunities for women and men in the labour market, the opportunities of the disabled to participate in all areas of life and so on). An additional aspect to be evaluated is whether the draft decision would raise any impediment to ensuring equal opportunities for all persons regardless of sex, race and beliefs to defend their rights and legal interests and to obtain justice. Furthermore, in the framework of the impact on social policies it should be assessed how decision will influence non-governmental organisations and their cooperation with the state institutions. This aspect is also important taking into consideration the activities of women's organisations.

Governmental decisions are approved at the meetings of the Government. Before approval they should be considered by other relevant Ministries, according to the area of competence which the draft decision affects; the social partners, when the decision is related to relevant issues (social, employment, labour, economy), The Association of Local Municipalities, when the draft decision touches upon matters related to self-

government, The Equal Opportunities Ombudsman's Office, when the matters are related to equality issues and so on. All draft decisions are made public before adoption to enable non-governmental organizations to react. The process of preparation of the draft decision is coordinated by the State Secretary of the Ministry.

1.2. Preconditions: Political will, Legal basis

National legislation is fully in line with EU Acquis and is subject to continuous improvement. The Equal Opportunities for Women and Men Act, which was passed on 1 December 1998 and came into force on 1 March 1999, has been the first and the only in the entire region of Central and Eastern Europe. The Act prohibits both direct and indirect discrimination on the grounds of sex, as well as harassment on the grounds of sex and sexual harassment.

The Equal Opportunities for Women and Men Act obliges all state institutions to implement programmes and measures aimed to ensure equal opportunities for women and men so creating legal preconditions for integrating a gender perspective and gender mainstreaming. The Act forbids both direct and indirect discrimination, harassment on the ground of sex and sexual harassment, introduces provisions on positive actions, covers both the field of employment and education and science, establishing the duty of employers to Implement Equal Rights for Women and Men at Workplaces and the duty of Institutions of Education and Science to Implement Equal Opportunities for Women and Men.

Since 2002 the Act covers one more area, ensuring equal opportunities in access to and supply of goods and services. The Act requires, that implementing equal rights for women and men salespersons, producers and service providers must apply equal pay terms or guarantees for the same products, goods and services or those of equal value to all consumers irrespective of their sex; assure that there would be no humiliation, restriction of rights or granting privileges as well as forming public attitudes towards the superiority of one sex against the other when providing information about their products, goods and services or advertising them.

According to the Act a person who experiences discrimination regarding sex, harassment on the grounds of sex or sexual harassment has a right to demand compensation from guilty persons for material and other non-material damage according to the Civil Code of the Republic of Lithuania. Furthermore, the Act contains a provision on the burden of proof, stating "the court or competent authority investigating complaints of persons who consider themselves discriminated on the grounds of sex presumes that there has been direct or indirect discrimination. It is for the respondent (person or institution) to prove that the principle of equal treatment has not been violated."

Section 3 of the Republic of Lithuania Equal Opportunities for Women and Men Act establishes the duty of State and Government Authorities to Implement Equal Rights. The state and government authorities shall, within the scope of their competence: 1) ensure that equal rights for women and men be guaranteed in all the legal acts drafted and enacted by them; 2) prepare and implement programmes aimed at ensuring equal opportunities for women and men; 3) in accordance with the procedure established by the Act, support programmes of public organisations, public institutions, societies and charitable foundations which assist in the implementation of equal opportunities for women and men.

The gender aspect is integrated into the laws regulating employment and labour matters, and social policy issues. A number of laws (for instance, legislation on education, public administration, self government, the civil service etc) contain provisions requiring to ensure equality between women and men.

In addition Women's Parliamentary Group ensures constant political support for gender equality and women's issues.

Since 1995 gender issues are included in the goals of the Government, established in their programmes. The Goal of the Programme of the Government for 2004-2008 is to consistently implement equal opportunities policies to develop and further implement legal, administrative and other measures to ensure, that nobody is discriminated against on the grounds of sex, race, nationality, beliefs or other grounds.

1.3. Preconditions: Gender equality institutional mechanisms, coordination of actions.

The gender equality institutional mechanism, based on gender mainstreaming provisions, today covers several interrelated levels.

Parliamentary level

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

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

Informal group of Women Parliamentarians, which involves members of the Parliament from all political parties and is headed by a chairperson who is re-elected at the beginning

of each parliamentary session (for a period of six months). The group serves as a meeting point where female Members of Parliament can exchange opinions on various issues.

An Independent Ombudsperson for Equal Opportunities, accountable to the Parliament takes overall responsibility for supervision of implementation of the Equal Opportunities for Women and Men Act.

The Ombudsman investigates individual complaints on discrimination, sexual harassment and harassment on the grounds of sex; submits recommendations to the Parliament, Governmental institutions on the priorities in gender equality and equal opportunities policies, including recommendations on amendments to relevant legislation; refers the materials to investigative bodies; addresses an appropriate person or institution with recommendation to discontinue the actions in violation of the Equal Opportunities for Women and Men Act and the Equal Opportunities Act; hears cases of administrative offences and imposes administrative sanctions. One of the important areas of the activities of the Ombudsman's Office is project activities. Furthermore, the Equal Opportunities Ombudsman's office provides consultations for the citizens on gender equality and anti-discrimination issues, makes independent researches in the framework of the projects executed. Every year the Ombudsman's Office in cooperation with state institutions and NGOs, especially women's NGOs implements number of projects aimed at promotion of equal treatment and gender mainstreaming, including a broad range of training for civil servants, municipalities, the social partners, law enforcement officials, educationalists and other target groups; awareness raising on gender equality and equal opportunities issues, information campaigns, combating stereotypes and so on. Statistics of the complaints by gender vary each year. On average, more complaints are submitted by women, though men are equally active. In 2001 men submitted more complaints. Every year the Ombudsman submits a report to the Parliament.

The Equal Opportunities Act came into force on 1 January 2005. The Act forbids both indirect and direct discrimination and harassment on the grounds other than sex – race, nationality, disability, age, sexual orientation, religious and beliefs. The Act obliges state institutions to ensure equal opportunities for all on the grounds other than sex, establishes the duty of employers, educational institutions, and providers of goods and services to ensure equal opportunities. Accordingly, since 2005 the Equal Opportunities Ombudsman also supervises the implementation of the Equal Opportunities Act, investigates complaints on the direct and indirect discrimination and harassment on grounds other than sex, implements projects, aimed at promotion of equal opportunities for all.

Governmental level

On 26 November 2001, following the decision of the Government the Minister of Social Security and Labour was entrusted with a task of overall responsibility for coordination of gender equality issues in all spheres, in fact acting as a Gender Equality Minister. In Following gender mainstreaming provisions established by the Act, all Ministries are responsible for implementation of gender equality issues in the area of their competence

through preparation and carrying out of programmes and projects and integration of gender aspects into legislation prepared by the respective Ministry.

In accordance with ministerial regulations, the Ministry of Social Security and Labour is responsible for the implementation of equal opportunities for women and men in the fields of social security and employment and to coordinate implementation of the gender equality policy in all areas. An internal structure of the Ministry – the Equal Opportunities Division of the Equal Opportunities and Social Integration Department - is in charge of equal opportunities and anti-discrimination on all grounds, gender equality and gender mainstreaming, and the social integration of vulnerable groups. Its main activities involve drafting legislation and integration of gender aspect into the laws prepared by other institutions, implementation of relevant laws and other legal acts, aimed at ensuring gender equality and equal opportunities for all, drafting and implementation of gender equality plans, programmes and measures, as well as programmes aimed at combating discrimination on all grounds and promotion of Equal Opportunities for all, submitting proposals to other institutions concerning integration of gender aspects and special measures for women into the programmes, prepared by other Ministries, carrying out projects and measures aimed at promotion of gender mainstreaming, combating stereotypes, arranging training for a number of target groups, first of all for gender equality focal points in other ministries, labour market institutions, social partners, carrying out measures aimed at reconciliation of work and family life, reintegration of women in the labour market and other gender equality issues. The Equal Opportunities Division also works with the EU legislation on gender equality and antidiscrimination, including transposition of the EU directives to national legislation, preparation of the reports to international organizations and cooperation with the UN, CoE, NCM, OSCE, ILO and others, awareness raising on gender equality and equal opportunities, and initiating research. The division is also in charge of combating violence against women and participates in the implementation of programmes for combating trafficking with women, organising support and assistance for victims. In its activities on gender equality issues the Ministry cooperates with other structures of institutional gender equality mechanism, social partners and women's NGOs. Its responsibility also includes overall coordination and monitoring of gender equality activities of other ministries. Every year the Ministry prepares and submits to the Government reports on implementation of gender equality measures based on the reports from other Ministries.

Following the Equal Opportunities for Women and Men Act and gender mainstreaming provisions contained in the Act all Ministries are responsible for implementation of gender equality issues in the area of their competence through preparation and carrying out of programmes and projects and integration of gender aspect into draft legislation.

The position of Adviser to the Prime Minister on Social Policy was re-established in 2002 and remains until now. The tasks are: to advise the Prime Minister on social policies, including family, children, youth, gender equality, equal opportunities issues and NGOs. (the previous position was established in 1996).

The Interministerial Commission on Equal Opportunities for Women and Men is primarily a structure for gender mainstreaming. It consists of representatives of all ministries and the Statistics Department. Members of the Commission serve also as gender focal points in every Ministry. The Commission is a standing institution accountable to the Government. The State Secretary of the Ministry of Social Security and Labour chairs the Commission. The Equal Opportunities Division of the Ministry serves as the Secretariat of the Commission. The Commission meets at least four times a year. The main functions of the Commission are: to monitor implementation of the National Programme on Equal Opportunities for Women and Men and gender equality measures within other national programmes, implemented by other Ministries, to develop and submit to the Government proposals, recommendations on promotion, development and implementation of gender equality and gender mainstreaming. Other components of the gender equality machinery are: The Women's Parliamentary Group, Equal Opportunities Ombudsmen, Advisor to the Prime Minister, gender studies centres and women's NGOs are invited to every meeting of the Commission.. This structure, a part of gender mainstreaming, is an important point for networking of all components of national machinery, the public and the private sector. The Commission submits an annual report on its activities to the Government.

Since 1997, the Statistics Department under the Government compiles, analyses and publishes statistics in a number of fields, broken down by sex. The publication "Women and men in Lithuania" is published yearly. Statistic data broken down by sex make it possible to identify gender equality problems in different fields and to take appropriate measures to combat inequalities. It also helps to assess changes and evaluate effectiveness of policies in different fields.

Municipal level

The establishment of the municipal level starts with creation of legal prerequisites and implementation of projects aimed to promote gender mainstreaming at the local level as well as to encourage municipalities to work with gender equality. Amendments to the Local Self-Government Act introduced gender equality provisions, so ensuring legal preconditions for further development of municipal level in institutional machinery. The municipality of Vilnius was the first to appoint a person responsible for gender equality. Several initiatives by other municipalities are underway.

Academic level

Four Gender Studies Centres, founded at the biggest Lithuanian Universities, provide gender competence, expertise, advocacy, mediation, consultations, gender training, perform gender research on a variety of subjects, and influence further development of gender-sensitive scientific research environment. Gender Studies Centres serve as a base for interdisciplinary research on women and gender. The Gender Studies Centre at one of the oldest universities in Eastern Europe Vilnius University, established in 1992 was the

first of its kind in the Baltic countries. Furthermore, the Lithuanian Association of University Women for scientists, brings together women with higher education, strengthens mutual understanding and friendship, fosters solidarity among women and changes stereotyped perceptions of gender, encourages women to undertake intellectual work and professional development, and supports implementation of gender equality.

Public sector

There are more than 120 non-governmental Women's Organizations, actively working in every region of Lithuania, well-experienced in women's advancement, different aspects of gender equality and gender mainstreaming, which draw society's attention to the needs and problems of women and men. Carrying out projects on gender equality in such fields as employment, education, politics and decision-making, protecting women's human rights, combating violence against women and trafficking in women, health, including reproductive health, protection of environment the NGOs positively influence development of gender-equal society and promote gender mainstreaming. In 2001, an informal coalition of NGOs for the protection of women's rights was established. Its partners include the Women's Parliamentary Group, the Equal Opportunities Ombudsman's Office and the Commission on Equal Opportunities for Men and Women. The electronic network of the Women's Issues Information Centre, one of the most active women's organisations, unites over 130 NGOs, state institutions, scientists and researchers, gender experts, politicians interested in promotion of gender equality and ensures exchange of information in the quickest and most effective way. This most rapid and effective way of communicating information guarantees the opportunity to exchange ideas, experience and proposals, other necessary information and promotes informal cooperation between different sectors. The Internet Portal for Women based on gender mainstreaming since 2002 maintained and regularly updated by the Centre contain exhaustive information on different aspects of gender equality. Kaunas Women's Employment Information Centre, one of the most active women's organisations, successfully dealing with employment, business, mentoring, and the political and economic leadership fields, maintains network of women politicians both at the parliamentary and municipal level, unifies women politicians belonging to different parties in all municipalities. Lithuanian women's organisations joined the European Women's Lobby in 2004. First in the Baltic Men's Crisis Information Centre was established in Vilnius in 2001.

Social partners

It should be recognised that social dialogue on gender equality and equal opportunities issues is not sufficiently developed yet. The two biggest associations of the trade unions have Women's Councils and just one Association of Employers has already established a position on social issues, including equal opportunities and gender issues. Private

companies still do not pay special attention to ensuring equal opportunities for women and men.

1.4. Preconditions. Capacity building: improvement of competence, training, awareness raising

Sufficient knowledge and competence in gender equality matters is one of the most important preconditions for successful gender mainstreaming activities. Gender mainstreaming at governmental level requires permanent training for civil servants. A training programme entitled “Equal Opportunities for Women and Men in Public Administration” has therefore been prepared by the Lithuanian Institute of Public Administration at the Ministry of Interior in close co-operation with the Ministry of Social Security and Labour and the Office of the Equal Opportunities Ombudsman in 2003. This training programme was launched in 2004. Training includes courses and lectures providing an introduction on gender equality and the gender mainstreaming concept, main concepts of equality theory and practical examples, legislation on gender equality and its application, and case studies. The attendees are introduced to: legislation and Directives concerning gender equality in the UN and EU, the institutional as well as legal mechanisms of the implementation of equal rights of women and men in Lithuania, the mechanisms for the protection of equal rights in the EU, among other topics. The programme is aimed at providing civil servants with basic knowledge on equality between women and men, the necessary skills to deal with gender-related issues and integration of a gender perspective, awareness of the benefits of gender equality and the importance of partnership between women and men based on equal footing, and the disadvantages, caused by traditional stereotypes on the roles of women and men. The main target groups for the training were expected to be: directors of the departments and heads of divisions at state institutions and their deputies, officials in charge of developing and carrying out programmes of in-service training, officials involved in shaping personnel policies, lawyers, officials responsible for assessment of impact of draft governmental decisions etc., although training is available for all civil servants. Regrettably only a few courses have been held between 2004 until 2006, due to the fact that not so many civil servants expressed a desire to attend these training courses. Consideration is therefore being given to the idea of making this training compulsory for all entrants to the civil service. When such a decision has been taken, every civil servant would be provided with at least basic gender equality knowledge in the future.

Since 2004, a number of gender equality training courses in the framework of National Programme on Equal Opportunities for Women and Men and within several projects were arranged for civil servants at different ministries (Ministry of Environment, Ministry of Transport and Communications, Ministry of the Interior, Ministry of Education, Ministry of Social Security and Labour), for representatives of several municipalities, lawyers, law enforcement authorities, educationalists, and the social

partners. Unfortunately no courses were provided specifically for politicians and decision-makers, besides special training for journalists.

It should be noted that gender equality training and gender expertise is provided by four gender studies centres established at the biggest Universities, as well as at the newly established Institute for Equal Opportunities and Social Cohesion. Nevertheless only a few specialities include a gender equality course among other subjects and then mostly as an alternative choice.

Traditional stereotyped attitudes on gender roles in the society, in economic and family life are one of the most important factors preventing the achievement of gender equality goals. Raising awareness of various aspects of gender equality, on the benefits of equality and the disadvantages caused by inequalities is one of the ways which has proven its effectiveness. Combating stereotypes is one of the goals of the National Programme on Equal Opportunities for Women and Men and relevant measures have already been implemented, mainly training courses, seminars, information and awareness-raising activities. Much broader awareness raising is provided in the framework of a number of projects, arranged by women's NGOs and, in particular, the Equal Opportunities Ombudsman's Office. Nevertheless it should be recognised, that awareness raising on gender equality is still fragmentary and lacks a systematic approach.

1.5. Preconditions. Resources

Financial resources cover budget allocated for implementation of the National Programme on Equal Opportunities for Women and men, means for implementation of projects and support of European structural funds, mainly European Social Fund and EU initiative EQUAL.

The National Programme on Equal Opportunities for Women and Men is fully financed by the State Budget and implemented by every Ministry in cooperation with women's organizations and universities, mainly gender studies centres. The programme includes both gender mainstreaming activities and specific positive actions. The budget is allocated by actions and measures, but not separated for both kinds of actions.

The total amount for implementation of the Programme in 2003-2004 was 727,000 litas (LTL 727,000 = approx. EUR 208 000). LTL 315,000 (approx. EUR 90 000) of this amount was for 2003 and LTL 412 000 (approx. EUR 118 000) for 2004. The total amount for implementation of the programme in 2005 –2009 is LTL 14 446 000 (approx. EUR 413 000). Of this amount, LTL 210 000 (approx. EUR 60 000) has been allocated for 2005 and LTL 2 866 000 (approx. EUR 818 000) for 2006. LTL 160 000 (approx. EUR 47 000) of this amount has been allocated annually allocated from the state budget for measures implemented by the Ministry of Social Security and Labour in cooperation with women's organisations. Every ministry has financial funds for gender issues within the above-mentioned Programme.

Since 2004, gender equality projects have been supported by European Social Fund and the EU initiative EQUAL. The EQUAL initiative supported 7 projects aimed at promoting the reconciliation of work and family. Total amount LTL 9.5 million (approx. EUR 2.7 million.)

In 2004, the European Social Fund supported three projects aimed at promotion of women in politics and decision making, at the reintegration of older women and women after the child care period into the labour market, at gender mainstreaming in the sphere of employment. In 2005, the European Social Fund already supported 14 projects aimed at combating gender stereotypes, raising awareness on gender equality in society, reintegration of elderly women and women after the child care period, as well as vulnerable women into the labour market.

Since 2004, projects supported by the Fifth Community Programme on Gender Equality are also supported by the State budget. In 2005 LTL 70 000 was allocated from the State budget for that purpose.

Nevertheless, it is normally impossible to separate financial means allocated for gender mainstreaming from the total amount allocated for gender equality issues. Furthermore, it is much more difficult to separate funds allocated for salaries of gender equality officers, as their functions and activities cover both gender equality and gender mainstreaming. For instance, one or two persons in every ministry are in charge of gender equality, but in addition to their other functions. They are responsible for both implementation of gender equality measures and integration of gender aspects into policies within the competence of their respective Ministry.

Human resources are no less important. The governmental level of institutional gender equality mechanisms consists of eight persons responsible for both gender equality and gender mainstreaming, but none of them is responsible only for gender equality and/or gender mainstreaming issues. The Minister of Social Security and Labour, is also responsible for coordination of gender equality activities of all ministries and implementation of gender equality and the integration of gender aspect in the area of Social Security and Labour; The State Secretary of the Ministry of Social Security and Labour is also the Chairman of the Commission on Equal Opportunities for Women and Men; The Undersecretary of the Ministry is also responsible for the areas of child, youth and family affairs, equal opportunities (in a broad sense – equal opportunities for all, including gender) and social integration; The Adviser to the Prime Minister on social policy, is also responsible for gender equality issues and matters relating to women's organizations; The Director of Equal Opportunities and Social Integration Department (equal opportunities for all and antidiscrimination, social integration of vulnerable groups, social services and social work and also gender equality and gender mainstreaming); The Head of the Equal Opportunities Division (social integration of vulnerable groups, antidiscrimination on the all grounds and equal opportunities, gender equality and gender mainstreaming issues, violence and trafficking); The Deputy Head of Equal Opportunities division (gender equality, gender mainstreaming and antidiscrimination on all grounds); The Chief Specialist of the Equal Opportunities

Division (violence against women). In addition 18 members of the Commission on Equal Opportunities for women and men (1-2 persons from every Ministry) serve as a focal point for gender equality, but these issues have been added on their main functions.

1.6. Mainstreaming of gender as a horizontal priority

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

Long-term strategic objectives for gender equality are established in the Women's Advancement Programme, adopted in 1996 by the Government and in effect until now. National Programmes on Equal Opportunities for Women and Men have been implemented since 2003. The first such Programme took place from 2003 to 2004 and the second is taking place between 2005 and 2009. The main objectives of the Programme are to ensure equal opportunities for women and men in all areas in a consistent, integrated and systematic way; to ensure gender mainstreaming, to highlight and resolve specific problems of women and men.

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

Every Ministry participates in the implementation of the Programme and implements concrete measures aimed at gender equality in the relevant policy field.

This Programme prepared in line with the gender mainstreaming strategy. The strategy is defined as organisation, reorganisation, improvement, development and evaluation of political processes taking into account gender equality aspect in all policy areas, levels and stages and to evaluate all political actors and all planned activities, laws, strategies and programmes in any area and on any level from the point of view of impact on both women and men.

The Implementation of the National Programme on Equal Opportunities for Women and Men for 2005-2009 is monitored by the Commission on Equal Opportunities for Women and Men established in 2000. Every Ministry submits to the Ministry of Social Security and Labour, reports on implementation of the measures of the Programme by 15 January every year. Members of the Commission representing the Ministry of Social Security and Labour prepare, in accordance with the Regulations of the Commission, a general report on the implementation of the Programme, which is considered at the Commission's

meeting. If the report is approved, the Ministry of Social Security and Labour submits it to the Government by 15 February every year. Each institution, which is responsible for measures within the Programme, is responsible for informing the public and, where necessary, other institutions about implementation of relevant measures.

Non-governmental organisations are encouraged to participate in implementation of different measures of the Programme in particular by implementation of joint projects, where part of the project funding is provided from the state budget of the Republic of Lithuania and part from international foundations, including EU structural funds.

The National Programme on Equal Opportunities for Women and Men for 2005-2009 is a complex programme, covering implementation of concrete measures. Activities in all areas are mostly both gender mainstreaming activities and positive actions, although the activities in such parts as development of mechanisms, tools and methods, health and environmental protection are mostly gender mainstreaming activities, on the other hand women's human rights area cover much more specific activities for women, while the employment area contains both: activities on promotion of women's business as well as specific measures and activities on training for civil servants, relevant professionals and social partners aimed to promote gender mainstreaming.

Evaluation criteria of the effectiveness of the programme are established in the Programme. The Programme contains a few quantitative and qualitative indicators which might be described as follows: changes in men's and women's situation in different areas (determined by statistics and the results of surveys and research), changes in public opinion on different gender issues, determined by conducting sociological surveys; number of persons trained and training courses, seminars, information and awareness campaigns held, effectiveness of cooperation among state and local authorities and institutions and NGOs. Indicators of Beijing Platform for Action in several areas already agreed on EU level are also used but no specific national indicators have been developed yet.

It should be noted that the Department of Statistics publishes gender statistics annually. (the publication "Women and Men in Lithuania"). A list of statistical indicators reflecting gender issues in Lithuania has been prepared. Sets of statistical data classified on a gender basis and published on an annual basis present statistics in certain areas: population, household structure, health and social security, education, science, economic activity of residents, employment etc. The National Labour Exchange under the Ministry of Social Security Labour responsible for the implementation of the labour market policy measures collect statistics disaggregated by sex.

Guidelines and methodologies on gender mainstreaming at the governmental level have not been developed yet, but guidelines on gender mainstreaming at the local level have already been published and distributed. Therefore gender mainstreaming manuals and general guidelines developed by the UN, CoE and other organisations are used in the routine work. It should be mentioned once again, that since 2003 the methodology of

assessment of the impact of draft governmental decisions in Lithuania contains the provision requiring assessment of gender impact.

Chapter 2

GENDER MAINSTREAMING IN SOCIAL INCLUSION

2.1. Gender impact assessment: object and sources

Gender impact assessment can be implemented in any selected policy area. All policy areas are adequate and need gender mainstreaming, for directly or indirectly all of them have an impact on the lives of men and women. Nevertheless, gender mainstreaming in *social inclusion* can be attributed to those social policy areas that are crucial in regard to gender. It should also be stressed, that there is common conviction that gender-related issues in everyday life are barely tangible if compared to the analysis of critical problems, such as violence, trafficking, re-socialisation of drug addicts, etc. This situation is often misinterpreted: people tend to believe that everyday problems and their solutions are the same for both women and men and that therefore, gender perspectives are unnecessary. There are cases when the gender perspective disappears in solving social maladies and these problems are often automatically defined as “problems of all citizens.” Accordingly, policy of social inclusion can be attributed to those social policy areas that are mostly indifferent with respect to gender.

Selection of social inclusion as the object of gender impact assessment was also fostered by the Beijing Declaration and Platform for Action, adopted at the Fourth World Conference on Women held in Beijing in 1995. On implementation of gender equality, the measures against poverty and social exclusion were referred to in the Platform for Action as one of the main fields alongside education, healthcare, violence, human rights, expansion of institutional mechanisms, etc. The measures against poverty and social exclusion were also referred to as an urgent issue by the documents of the European Union. In 2000, during the Lisbon meeting it was envisaged that by 2010 the European Union would become “the most competitive and dynamic, knowledge-based world economy, maintaining sustainable economic growth and generating a number of high-quality workplaces.” The issue of essential reduction of poverty and social exclusion was chosen as one of the main targets of the Lisbon meeting.

Attribution of the issue of social inclusion is adequate to the actual situation of present-day Lithuania, for the deepened poverty feminization is noticeable. Therefore, thorough integration of gender aspect is an inevitable condition in the efficient struggle with the reduction of social exclusion.

2.2. Two strategic governmental programmes: The “National action plan of the Republic of Lithuania for struggle against poverty and social exclusion for 2004-2005” and “The consolidated list of activities for 2005-2006 for the action plan of the Republic of Lithuania for struggle against poverty and social exclusion”

Gender mainstreaming in the policy of social inclusion was analyzed on the basis of two strategic programmes of the Government of the Republic of Lithuania: 1) The “*National Action Plan of the Republic of Lithuania for Struggle against Poverty and Social Exclusion for 2004-2005*” (hereinafter called the National Action Plan for Social Inclusion) and 2) “*The Consolidated List of Activities for 2005-2006 for the Action Plan of the Republic of Lithuania for Struggle against Poverty and Social Exclusion*” (hereinafter called the List of Activities for Social Inclusion). The main criterion of assessment of gender mainstreaming in the policy of social inclusion was the analysis of implementation of both programmes into practice.

Among the primary goals of the two programmes, the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion, there was a commitment to ensure a gender perspective in the policy of social inclusion. Accordingly, while designing both programmes, the Government of the Republic of Lithuania was well aware ...of the negative and positive consequences for men and women regarding the fight against social exclusion as well as upon implementation of both programmes in practice.

Both programmes, the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion, emphasized that those people who experience social exclusion should become one of the most important agents in the struggle against poverty and social exclusion. As was indicated in both programmes, those socially excluded must understand that they themselves are responsible for their welfare; they must feel the responsibility and their right to demand that the Government take action to improve their situation. Thus, the organisation of self-help and collaboration of socially excluded groups would be ensured. Among strategic tasks of both programmes there was also noted that one of the main factors, ensuring the participation of the socially excluded in the struggle against poverty, is the dissemination of information for men and women. It included the information about the rights, responsibilities and their opportunities, as well as the information about ways and means of practising those rights and opportunities. In the strategy of National Action Plan for Social Inclusion it was emphasised that the information must be sufficiently varying, widely spread and it must reach as many socially excluded men and women as possible. Thus, the gender perspective became a significant factor in striving for the most effective involvement of all socially vulnerable groups. From this point of view, through the implementation of both programmes into

practice, the gender perspective was optimally integrated in the overall strategy of social inclusion in Lithuania.

Both programmes, the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion, ensured that gender perspective was gradually integrated within the policy of social inclusion and that the different problems of men and women and the solutions to these problems have been considered in the best possible way at all levels. Thus, integration of the gender perspective constituted the basis for effective implementation of the principle of equal opportunities between men and women in the policy of social inclusion.

Accordingly, assessing the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion in gender perspective, it should be stressed that their actions created appropriate and favourable assumptions of ensuring gender mainstreaming in implementing the policy of social inclusion. The conventional position of the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion allowed for the needs, responsibilities, rights, priorities and historically-developed socio-cultural diversities of socially excluded men and women.

2.3. Gender mainstreaming in the policy of social inclusion

Both strategic governmental programmes, the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion, had these overall objects:

- Identification of the most vulnerable groups of individuals;
- Defining of the economic and socio-cultural reasons of social exclusion that allow discrimination of men and women;
- Subjecting the statistics, disaggregated by sex.

The analysis of both programmes reveals that gender aspect was taken productively into consideration. Inclusion of the gender perspective made it possible to predict the consequences that one or another proposed activity or means might have for men and women. Accordingly, in both programmes the relevant attention was paid to specific needs of men and women.

After the implementation of both programmes, the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion, into practice, the situation of men and women in the area of employment became more balanced from the perspective of gender. The level of unemployment in Lithuania among women and men has dropped to

about 8%. In 2005, male unemployment was 8.27%, and female – 8.3%. These rates provide hope that women's living conditions will improve.

Combining family life and career

Among the reasons that deteriorate both women's and men's living conditions, there are comparably poor opportunities in combining family life and career. Poorly developed flexible working arrangements for working parents can be particularly accentuated. However, the situation is going to improve. Both programmes introduced the measures for combining work and responsibility for a family and paid respect to gender differentiation. The problem of combining a job and responsibility for a family is equally important to both men and women. The suggested solutions in List of Activities for Social Inclusion were essentially positive: "To develop application of flexible working formats, to approve the specificities of temporary and secondary positions, as well as outwork and service-related contracts by regulating the issues of contracting, working hours and off hours, industrial safety and cancelling of contracts. To foster social partners to more widely apply flexible working formats". As a positive consequence of the programme, on 13 October 2005, amendments to the law of the Republic of Lithuania on providing military service personnel with extended childcare leave came into force. These amendments stipulate that childcare leave may last until a child is 3 years old. After returning to service, a person must be appointed to a position of the corresponding military rank.

Long-term unemployment

Although long-term unemployment is common among men and women, women are distinguished as a risk group in the programmes. The List of Activities for Social Inclusion points out the imperfect systems of vocational training and re-skilling and stress that information on these issues is not available for all individuals. It was also stressed in the programme that inappropriate attention to people with special needs causes different levels of unemployment for men and women. Attention was paid to the fact that these factors have a critical impact on pre-pensionable age women's positions in the labour market.

Labour market

Within the scope of both programmes, the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion, the Ministry of Economy of the Republic of

Lithuania has contributed a number of initiatives for the security of equal opportunities for women and men in the labour market. In 2003-2004, the Ministry of Economy of the Republic of Lithuania was responsible for the implementation of the PHARE 2001 programme project “Integration of socially vulnerable unemployed women (women of 16-25 years of age; single mothers with children under 18 years of age; women after the child care leave) into society through vocational rehabilitation”. Activities, as provided in the project, accelerated the integration of the socially vulnerable women’s groups into the labour market and society. Also, a specially adopted vocational training was arranged taking into consideration women’s social needs. During the implementation of the project, 30 women from the districts of Marijampolė and Vilnius were trained as cooks – a profession which is in great demand, which provides good employment prospects for socially vulnerable women. The training took place by application of high-quality technological equipment.

Awareness as tools for social inclusion

In both programmes, the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion, measures were taken to integrate the gender perspective into training programmes; to encourage the media to create and use non-stereotyped, balanced and universal images of both genders in mass communication; to develop women’s skills in work with the advanced information technologies, seeking to equalise men’s and women’s wages in the same positions of the private sector; to expand women’s opportunities to participate in decision making, recommending and fostering proportional gender representation in forming committees and working groups. One of the most important tools for ensuring the participation of target groups in the struggle against social exclusion is the spread of timely information (regarding the dwellers’ rights, responsibilities and their possibilities, information about ways and means, which people can employ to practice these rights and make use of opportunities). The information should be as varying as possible and spread among the biggest possible number of socially excluded groups, so that to better inform people from socially excluded groups about their rights and ways to exercise those rights.

Education

Within the scope of both programmes, the measures implemented in the field of education also had a positive impact on the policy of social inclusion from the perspective of gender. The level of women’s education is higher than that of men in Lithuania, thus, in 2002-2003, 51% of all students in educational institutions were girls (100 boys to 104 girls). Nevertheless, women with better education have lower-paid jobs and constitute a significantly smaller number of enterprise leaders than men. However, after the implementation of both programmes, the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion, some measures were taken towards neutralising traditional patriarchal images of men and women in the realm of

education. Relevant attention was paid to faulty presentation of gender roles and stereotypes in coursebooks and visual aids; insufficient gender-related education in schools has an impact on poverty feminisation.

Women's opportunities in starting and developing business

Both programmes, the National Action Plan for Social Inclusion and the List of Activities for Social Inclusion, took careful consideration to expanding women's opportunities in starting and developing businesses. The Ministry of Economy of the Republic of Lithuania together with the small and medium enterprise development agency has organised round-tables for businesswomen. Problems, which women encounter while starting their own business, were raised and discussed. The initiative of the Ministry of Economy provided women with the information about ways and means of business establishment, gave knowledge on measures to encourage women's enterprise, and discussed funding opportunities for women-led businesses. During the project implementation, the information, presented to its participants, was also placed online: www.svv.lt. The information published was useful for both businesswomen and women planning to start a business. The portal efficiently presents examples of successful women-led businesses. Two recent examples are placed monthly.

Social exclusion and ageing society

In Lithuania, one of the most serious causes of social exclusion is the increasing number of people aged 65 or more. Accordingly, both programmes stressed the problems arising due to the ageing society of Lithuania alongside with the issues related to social security, such as the decreasing number of the insured, the increasing number of the disabled, not well developed social services. The programmes stressed that an average old-age pension in Lithuania constitutes only 40.8% of the average wage. It was noted that the number of single (living alone) people aged over 65 according to the findings of the population census of 2001 amounted to 145 000 individuals or almost 30% of the whole population. A statistical table presented in the National Action Plan for Social Inclusion indicated that in Lithuania in 2004, people aged 65 or more were: men – 10.8% and women – 18.1%. Among elderly people women constitute almost twice as big a number as the number of elderly men; thus, women make up a risk group, which requires envisaging additional social securities. Accordingly, in both programmes significant attention from the perspective of gender was paid to the demographic situation. It was put in the List of Activities for Social Inclusion: “To take measures to slow down the negative demographic tendencies and to soften their negative consequences.” Such attitude allowed including solutions that considered diverse demographic tendencies for men and women in the overall policy of social inclusion. It should be stressed that in 2005 social transfers for women (LTL 159.6 per month) of old age consist of bigger disposable income than that for old men (LTL 110.7 per month).

Measures against long-term unemployment

Gender perspective was effectively applied in the List of Activities for Social Inclusion, in terms of increasing the employment and developing the access to resources, rights, goods and services for men and women. The measures envisaged the following: to support women who return to their occupational activities after a longer break and to foster the reintegration of older women into labour market; to encourage women to participate in commercial practice; to organise events to develop women's enterprise and spread information about outstanding examples of women's commercial achievements; to create and implement a system of financial aid for women in their commercial practice, which would facilitate their business organization and related activities; to train women to more actively engage in elementary business courses, organised by the employment office.

The measures regarding assistance for individuals having difficulties in integration into labour market ensured gender perspective effectively in the List of Activities for Social Inclusion. Gender perspective was efficiently envisaged through implementation of the EQUAL programme and its topic G: "Encouragement to combine work and family life and assistance for men and women, who had left the labour market, in their reintegration by implementation of more flexible and effective work organisation forms and assistance measures." Within the framework of the EQUAL programme, the preparation of 29 integration-related models helped to reduce unemployment among men and women, who suffered from discrimination in the labour market.

In the List of Activities for Social Inclusion, the measures regarding the consolidation of labour market accessibility were aimed to prevent long-term unemployment; to improve the competitiveness of commercial enterprises in the entire Lithuanian economy by investing in education; to modernise labour market and expand risk groups' possibilities of participation in it, as well as to help reduce social exclusion. Framework of this package of measures included gender perspective by a separate statement: "To ensure equal employment possibilities for men and women". The measures initiated a series of seminars on elimination of traditional gender stereotypes in the labour market.

Most vulnerable risk groups

The policy of social inclusion in Lithuania is also oriented towards the aid for traditional risk groups, such as women and children suffering from violence, those infected with HIV, former prisoners, victims of trafficking and prostitution, drug abusers, refugees and immigrants. However, while choosing the measures to help these risk groups, the gender aspect is not always applied productively. The measures that are intended for individuals suffering from violence, when women are traditionally related to this risk group, constitute an exception. However, the package of measures is not completely differentiated according to the gender aspect for the victims of trafficking and prostitution. In this case, it is ignored that the solution to the problem differs for men and women. According to the research data, in Lithuania victims of trafficking are adult men and women, as well as under-aged boys and girls. Meanwhile, the victims of prostitution are predominantly women and girls.

Chapter 3

EXAMPLES OF GENDER MAINSTREAMING

3.1. Successful examples:

3.1.1. Gender Mainstreaming of Lithuanian Policies

One of the first projects aimed to promote gender mainstreaming - “Gender Mainstreaming of Lithuanian Policies” has been held in 2002 – 2004. The project was executed by Women’s Issues Information Centre in partnership with the Ministry of Social Security and Labour. The project objective was to support the mainstreaming of the gender perspective into the legislation, policies and programmes of the Government of Lithuania. The main activities of the project were: to provide gender training for civil servants of the Ministries and municipalities, to organise discussions with lawyers at the Ministries on the sufficiency of the legal environment for integration of gender perspective and application in practice; on mainstreaming gender into Lithuanian policies through preparation of National Programme; to ensure the maintenance of the network between all agents involved in gender equality issues; to introduce gender mainstreaming methodology and definition at municipal and regional level; to present more and concrete good practice examples on Gender Mainstreaming in practice. In the framework of the project a seminar “Introducing Gender Mainstreaming into Lithuanian policies: the legal environment” was arranged for the members of the Commission on Equal Opportunities for female and male lawyers at the Ministries. In order to get them acquainted with the gender mainstreaming issue and gender policies in Lithuania. The next seminar on gender mainstreaming in employment and labour was arranged for the social partners and labour market institutions.

Within the framework of the project, expert assessment has been made of the draft National Programme on Equal Opportunities for Women and Men, covering equal opportunities in employment, education and science, politics and decision-making, gender mainstreaming in health policies and environmental issues, the area of human rights including combating violence, especially domestic violence, awareness raising and

combating stereotypes and development of mechanisms and methods and relevant suggestions on how to improve the draft prepared.

The other no less important outcome of the project that gender mainstreaming database was prepared as a part of the Women's Information Portal www.lygus.lt. The link to the Gender Mainstreaming Database is placed on the web pages of most Lithuanian Ministries. Furthermore, electronic networks at all levels and structures of institutional gender equality machinery, women's NGOs, gender studies centres, gender experts and scientists have been created and successfully maintained by the Women's Issues Information Centre until now.

The implementation of the Project was considered as very successful not only because of the significant outcomes, but also because of the fact that the strong partnership between the Ministry of Social Security and Labour, the Equal Opportunities Ombudsman Office and other Lithuanian institutions, scientists and women's organisations initiated during the project has continued up to now for the progress of gender equality issues in Lithuania.

3.1.2. Programme for Control and Prevention of Trafficking in Human Beings and Prostitution 2002 - 2004

Policy against trafficking in human beings is one of the state policies, in which gender mainstreaming is implemented particularly efficiently. On implementation of gender mainstreaming in measures against trafficking in human beings, the most significant initiatives of the Government of the Republic of Lithuania were accomplished within the framework of the Programme for Control and Prevention of Trafficking in Human Beings and Prostitution 2002 - 2004. Six ministries participated in the programme: the Ministry of the Interior, the Ministry of Social Security and Labour, the Ministry of Health Care, the Ministry of Education and Science, and the Ministry of Justice.

The programme gave much attention to social support for and reintegration of the victims of prostitution. The Government of the Republic of Lithuania allocated LTL 270 to support 387 victims of prostitution, among them being 143 women with children. 59% of state support was allocated for resolving the problems related to education, proficiency attainment, and employment of the trafficking victims.

Psychological help was provided to 58% of all trafficking victims, 34% of who received psychological help in groups, and 84% - individually. Psychological help by telephone was provided for 556 persons.

During the implementation of the *Control and Prevention Programme for Trafficking in Human Beings and Prostitution for 2002-2004*, 55% of trafficking victims received medical help, and 53% of female participants received food.

During the implementation of the programme, much attention was paid not only to support provision for the victims of trafficking, but also for the personnel providing the support. Training was arranged for 227 persons: volunteers, social workers, and people from the labour exchange. 382 events (lectures, seminars, training courses, etc.) were organised for the managing personnel.

In total, 2 516 persons participated in the programme: project managers and representatives of target groups (victims of trafficking and prostitution). Among them – 143 volunteers and 156 specialists: psychologists, social workers and medical workers, as well as lawyers.

In accordance with the *Control and Prevention Programme for Trafficking in Human Beings and Prostitution for 2002-2004*, in 2003-2004, specialised activities of rehabilitation vocational orientation, and employment of the victims of trafficking was implemented. These activities were implemented in several directions:

- Preparation of consultants;
- Cooperation with social workers;
- Public information about the programme implementation and advisory services for the victims of trafficking in the regional press;
- Educational and preventive work.

The consultants participated in five seminars, where they were trained for professional counselling of trafficking victims. In this case, much attention was paid to the specificities of counselling men and women. Counselling for trafficking victims took place either individually or in groups, according to personal needs. Some victims participated in self-knowledge or self-confidence programmes. These programmes also helped developing their reliance on joining the labour market thus integrating into the society. Educational programmes were implemented by help of the training video “*Self-knowledge and Preparation for Active Search of Employment*”.

The Ministry of Education and Science contributed a great deal to the implementation of the programme. On 28 November 2003, by order No ISAK-1699, the *Preventive Educational Programme Regarding Trafficking in Human Beings and Prostitution for 2003-2004* was approved. The programme was aimed at the creation and implementation

of the preventive educational conditions in schools of Lithuania, as well as fostering interdepartmental cooperation.

In 2004, a research called “The Mechanisms of Girls’ Involvement in Prostitution” was carried out. The study has surveyed 800 girls and implemented both qualitative and quantitative analyses. According to the research data, technical instructions “*Girls’ Attitude towards Prostitution. Prevention of Girls’ Involvement in Prostitution*” for social educators, schools psychologists, and teachers were prepared. The Ministry of Education and Science organised a series of seminars for specialists from educational institutions “*Threats of Coercive Prostitution*”. Seven seminars were arranged.

The Ministry of Education and Science also organised a seminar for the workers of pedagogical-psychological services and school psychologists “Prevention and Intervention: Psychological Crises of Children and Teenagers”. The practical skills of 42 psychologists of crisis prevention were improved. The psychologists were prepared for struggle against the involvement of girls and boys into the market for sexual services.

The Ministry of Education and Science organised a series of prevention-targeted training “*Self-Knowledge. Development of the Safety Skills*” for girls and boys. The seminars took place at boarding schools and foster homes. These seminars provided knowledge for 33 girls and boys. 136 children from foster homes participated in a similar type seminar “*Threats of Coercive Prostitution*”.

3.2. What needs improvement:

3.2.1. Interministerial Commission on Equal Opportunities for Women and Men. Lessons learnt

The Interministerial Commission on Equal Opportunities for Women and Men was established in 2000 as a mechanism for monitoring the implementation of the Programme for the Advancement of Women as well as primarily structure for gender mainstreaming. The Commission involves representatives of all Ministries, Statistics department and is to the Government. The Commission is chaired by the State Secretary of the Ministry of Social Security and Labour.

The Commission currently meets at least four times per year. Its main function is to monitor implementation of National Programme on Equal Opportunities for Women and Men. The commission is responsible for monitoring gender equality measures within other national programmes, implemented by all Ministries. It also develops and submits to the Government proposals, recommendations on the promotion, development and

implementation of gender equality and gender mainstreaming. The Commission submits an annual report on its activities to the Government.

Although the performance of the Commission is successful and efficient, we would like to highlight some of the poorly developed aspects of its activity. Currently, each Ministry is represented by one or two persons. Gender mainstreaming, however, constitutes only a minor part of his/her work. We, therefore, think that the Commission should enhance the emergence of more powerful ministry departments, which would be specifically responsible for coordination of gender mainstreaming in the relevant fields. Thus, the Commission's performance could become even more efficient as such departments would provide it with timely and high-quality information, as well as professional advice. Moreover, the Commission would be capable of responding considerably more promptly to issues causing negative consequences to men and women.

Due to a lack of human resources, the Ministries are unable to regularly provide the Commission with high-quality gender equality analyses, as well as to identify goals for gender equality in the relevant fields.

CONCLUSIONS AND RECOMMENDATIONS

The success of implementing gender equality policies depends on the a number of preconditions: the political will and the necessary legal basis, proper functioning of institutional mechanisms, clear distribution of competence and functions within such mechanisms, human and financial resources, close cooperation among different institutions and public organisations, the capacity to properly resolve gender equality issues, monitoring of the effects of activities, evaluation of results, and regular reporting.

Gender mainstreaming functions in Lithuanian at the level of practices such as positive action measures, national plans involving different departments of the administration, different ministries and equal treatment legislation. Recent governmental documents explicitly refer to gender mainstreaming either as an objective or as a principle governing gender policy.

Gender impact assessment and gender analysis take a particularly significant position among other gender mainstreaming methodologies (statistical, financial, institutional, legal and other analyses of certain policy fields). Gender impact assessment allows a possibility of envisaging the diversity of consequences regarding women and men in a particular policy field. Thus, it enable the timely prevention of potential gender discrimination before the process of policy implementation starts. Nevertheless, there is a lack of gender analyses and gender impact assessments in all policy areas in Lithuania. Relevant gender mainstreaming tools, methods, statistics, indicators, methodologies and guidelines are crucial factors, too, and this lack is obvious.

Gender mainstreaming in Lithuania consists of the integration of an equality perspective in public institutions and activities, including policy making, service provision, spreading responsibility for gender across units and ministries.

There is a need to strengthen cooperation among different structures within the institutional mechanism in the area of implementation of equal opportunities, encourage municipal institutions and capacities to pay attention to gender equality. The institutional mechanism, which has been quite active so far, is still lacking at the municipal/county level in Lithuania. In addition, there is an obvious lack of personnel.

There is a need to carry out more training on various aspects of gender equality, to provide each public servant with the necessary minimum knowledge about gender

equality. It is also very important to continue efforts to raise public awareness on the issues and legal tools available, and to encourage individuals to address public authorities in cases of discrimination and stereotyped attitudes towards women and men.

REFERENCES

Poverty Reduction Strategy. Lithuania. Vilnius, 2000, June. 44 p.

Joint Memorandum on Social Inclusion of Lithuania, 2003, December. 56 p.

Mary Braithwaite. Gender – sensitive and women friendly public policies: a comparative analysis of their progress and impact. 2005, April. 20 p.

Lietuvos Respublikos 2004-2006 metų nacionalinis kovos su skurdu ir socialine atskirtimi planas.

Konsoliduotas Lietuvos respublikos 2004–2006 metų nacionalinio kovos su skurdu ir socialine atskirtimi veiksµų plano įgyvendinimo priemonių 2005–2006 metams sąrašas.

Gender mainstreaming conceptual framework, methodology and presentation of good practices. Final report of Activities of the Group of Specialists on Mainstreaming. Strasbourg, 1998, May.

Recommendation No. R (98) 14 of the Committee of Ministers to Member States on gender mainstreaming. 1998.

Gillian Pascall, Anna Kwak. *Gender Regimes in Transition in Central and Eastern Europe*. The Policy Press, University of Bristol, 2005.

Susan Gal and Gail Kligman. *The Politics of Gender After Socialism*. Princeton University Press, 2000.

Gender Politics and Post-Communism. Ed. by Nanette Funk and Magda Mueller. Routledge. 1993.

Working Women. International Perspectives on Labour and Gender Ideology. Ed. by Nanneke Redclift and M. Thea Sinclair. Routledge. 1991.

Irina Novikova. Gender Equality and Gender Mainstreaming – Achievements and Issues. In *Sociologija*, p. 6-13.

Living standards and poverty. Statistics Lithuania. Vilnius, 2006. Statistikos departamentas prie LR Vyriausybės.

INTERNET SOURCES

<http://www.google.com/search?hl=en&q=lietuvos+respublikos+kovos+su+skurdu>

http://www.coe.int/T/E/Human_Rights/Equality/02._Gender_mainstreaming/

http://www3.lrs.lt/pls/inter3/dokpaieska.showdoc_1?p_id=262423

www.skurdas.lt

http://www.lygus.lt/gm_en/article.php?id=18

<http://www.gap.lt/equal>

www.moterys.lt

<http://www.undp.lt/lt/>

Appendix 3: In-depth study of Portugal

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

PORTUGAL

October 2006

INDEX

Introduction

Methodology

Chapter 1 – Framework

1.1. The Organization of the Government’s Administration

1.2. Background to Gender Mainstreaming in Portugal

1.3. Formal Political Framework and National Goals for Mainstreaming Gender Equality

The Government Programme

The Major Planning Options for 2005-2009

The II National Plan for Equality

1.4. Implementing Gender Mainstreaming at the governmental level

Configuration of the II National Plan for Equality

Structuring Measures and Measures by wide areas of intervention

1.5. Specific Resources allocated for the implementation of gender mainstreaming

1.5.1 Human Resources

National Mechanisms for Gender Equality

Counsellors for Equality

Members of Interdepartmental Teams in each ministry

1.5.2 Financial Resources

1.5.3 Evaluation

1.6. Working to implement gender equality mainstreaming at governmental level

1.7. Training

Chapter 2 - Policy Area Selected - The Education Sector

2.1. Policies in the field of Education

2.2. Initial and in-service teachers’ training

2.3. Edition and dissemination of materials

2.4. Projects both promoted by CIDM or in partnership with other promoters/countries

Chapter 3 - Commitments and Outcomes

3.1. Opportunities and weaknesses

3.2. Good practices in some policy areas

Chapter 4 - Conclusions and recommendations

4.1. Conclusions

4.2. Recommendations

Bibliography/ Resources

INTRODUCTION

This study examines the premise that such a strategy and process as gender mainstreaming, based on the definition presented by the Council of Europe (1998)¹, offers many advantages over more traditional strategies since it makes gender everyone's concern. By considering the addressee's specific needs, the mainstreaming of gender equality generates better-targeted political decisions and interventions, with the goal of ultimately achieving a *de facto* gender equality.

“As a strategy that requires law and policy-makers to evaluate the impact of their actions on women and men, rather than assume that impact will be identical, gender mainstreaming implicitly acknowledges that the patterns of men's and women's lives are different and that these differences may result from the way in which society constructs the roles of men and women. It reflects understandings about the role of state institutions and processes in reproducing inequality, and takes a wide view of the causes of inequality so as to include economic, social and cultural factors. Finally, it has the potential to combat law's essentialism by focusing on the realities of the lives of individuals and groups.”²

However, and in spite of many international and national commitments, including the EU's efforts to promote and give Member States an incentive to adopt this strategy, mainstreaming the gender equality perspective in the policy-making processes may not yet be sufficiently well understood and/or developed in several countries.

The aim of this study is to analyse how the Portuguese policy-making process is heading towards achieving greater substantive gender equality, throughout the adoption of this strategy.

The first chapter of the study identifies, from 1999 onwards and with a special focus on the years 2004 to 2006, the political and institutional framework that calls for the commitment of policy-makers to accommodate gender equality-based concerns. This chapter also identifies the context in which gender mainstreaming is implemented and examines the practical conditions created to support this process in the national context. It includes a detailed description of the *II National Plan for Equality (2003-2006)*, namely its objectives, training, methods and tools, coordination and support.

The second chapter examines how the process of mainstreaming gender equality in the area of education is being implemented.

The third chapter describes constraints/obstacles met when trying to mainstream gender equality in Central Public Administration and the lessons learned so far. It also provides information on some good practices identified at national level. The basis for this chapter is the experience acquired within the development and implementation of

¹ “Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making”.

² BEVERIDGE, F. and NOTT, S. (2001), *Gender mainstreaming: reflections on implementation strategies adopted in selected EU Member States*. Journal of Social Welfare and Family Law no. 23, pp 109-115 (p.113).

the *II National Plan for Equality (2003-2006)* - the first government action plan truly designed with a gender equality mainstreaming approach.

The fourth chapter presents the main conclusions of this study and some recommendations based upon the study's most relevant findings.

Methodology

The objective of the study was to offer an overview of the ways in which gender mainstreaming has been addressed at Governmental level. It is expected that at the end we will have given our national view of the situation and "tell it as it is".

In order to carry out the study a qualitative methodology was used.

The primary sources of information were the 23 semi-directive interviews with the members of a Reference Group. The secondary source of information was mainly official documentation on the attempts made to mainstream gender equality in the Portuguese Central Public Administration. Many reports and other written information provided by CIDM allowed for the structure and information found in chapter II of this study.

The aim of the interviews with the Reference Group was to provide information on the activities undertaken in recent years to mainstream gender equality at governmental level, to collect information regarding the strong points and obstacles met in this process up to the present time; successful and less successful practices, the effectiveness of the methods and tools used and possible recommendations.

The study's coordinator selected the Reference Group. The Reference Group includes a wide range of actors involved in the process of mainstreaming gender equality in the following areas: Ministerial Counsellors for Equality, senior officers of Central Public Administration Institutes (here including Operational Programmes in the framework of the ESF-European Social Fund, Advisers of the State Secretary of the Presidency of the Council of Ministers, Decision-makers and senior Officers of the National Mechanisms for Equality, Researchers in gender studies, and a former State Secretary for Gender Equality.

Background "official" documents were the government programme; the Major Planning Options; the Government's National Plans, in particular the *II National Plan for Equality (II PNI)*, official statements containing specific provisions on gender equality mainstreaming, national legislation and support instruments produced by the Commission for Equality and Women's Rights on ways of mainstreaming gender equality into overall and specific policy areas, national and international literature and researches on different forms of implementing and/or understanding the gender equality mainstreaming concept and international reports of projects on the same subject.

During the implementation of this study some problems emerged from the methodologies described above.

Interviews: double ambiguity and comparability. The problem of ambiguity derives from the type of interview (although there is a common reference framework, the

subject matter is still somewhat ambiguous) and from the gathering of information from a reference group chosen on the basis of the positions of the interviewee in the system under analysis. Being part of the system, their testimonies cannot be fully accepted as “objective” information, without some distance. On the other hand, their viewpoints are part of the reality under research and their opinions, with all that they may import of bias and distortions, are very interesting to us as such. Concerning the comparability, although the interviews have been conducted by the same method and from a common guideline, they have evolved very differently since each interviewee follows his/her own line of thought, making it impossible to compare them point-by-point and only allowing a global comparison.

As regards the collection and analysis of the bibliography available, the main problem was the difficult access to academic and institutional literature on the political processes concerning gender mainstreaming at the Central Public Administration in Portugal. This was already expected since gender mainstreaming at governmental level is recent in our country. The first in-depth analysis and evaluations are very recent, and therefore sometimes still inaccessible or currently being undertaken.

“Implementation of Gender Mainstreaming at Governmental Level in Portugal”

Chapter 1 - Framework

1.1. The Organization of the Government’s Administration

The Constitutional Government is one of the sovereign organs of the Portuguese Republic. It is also the organ that conducts politics in general in the country and also the superior body in the public administration. The Constitutional System includes the President of the Republic, who represents the Portuguese Republic; the *Assembleia da República* (Parliament), that represents the Portuguese citizens, the Government, the Courts of Law, which administer justice in the name of the people and act solely in accordance with the law and whose decisions are binding for all public and private entities, and the Regional Bodies. With the exception of the Courts of Law, these sovereign organs (except the Government) are elected by direct, secret and periodic vote by the people.

The Government has political, legislative and administrative functions and consists of the Prime Minister, other Ministers and the State Secretaries (junior Ministers), appointed by the Prime Minister. Each Minister heads a Ministry and can have assigned to him or her one or more State Secretaries.

The Government guides its actions by the Government Programme and implements it on the basis of the Government’s Budget (which is submitted each year by the Government for approval by the National Parliament (*Assembleia da República*), of the laws that it proposes, of the decrees issued by the Council of Ministers, and of individual decisions made by its members.

1.2. Background to Gender Mainstreaming in Portugal

The first official document stating explicitly the mainstreaming of gender equality as a strategy to be adopted by the various Ministries in order to build gender equality was the *Global Plan for Equal Opportunities*.

The *Global Plan for Equal Opportunities* was first adopted on 6 March 1997, as an integral part of a resolution published in the Government's Official Gazette. The Plan comprised nine comprehensive measures and several measures by policy areas aimed at integrating the principle of equal opportunities into all economic, social and cultural policies.

The comprehensive measures included, among others: Providing central and regional government officials and civil servants, agents in the social solidarity institutions and in the educational sectors with information on national and Community rules on gender equality, which the officials were then supposed to pass on to the general public; encouraging the inclusion of equality issues in training courses for central, regional and local authority staff; promoting the incorporation of gender and equality issues into school curricula and initial training courses for persons involved in education and for vocational training officers; and providing for gender indicators in the data gathering and recording instruments used by public statistical bodies.

The measures by policy areas concerned the following fields: Violence, including measures to prevent violence and protect women victims of violence; Employment and labour relations; Reconciliation of private and working life; Social welfare for mothers and families; Health; Education, science and culture. Many Ministries were involved in the implementation of this plan, which was evaluated one year after its launching. Nevertheless, this Plan lacked the definition of actors, clear timetables and quantified goals.

1.3. Formal Political Support and National Goals for Mainstreaming Gender Equality

During the period under consideration for the purpose of this study, the formal political support for the implementation of gender mainstreaming can be found in **three main documents**: the Government Programme, the Major Planning Options (2005-2009) in the field of Gender Equality and the II National Plan for Equality - 2003-2006, (II PNI).

The Government Programme

The current Government Programme states that “*gender-based inequality remains present in many areas of our life in society, therefore all political intervention aimed at fighting it always represents a progress in deepening democracy and in the implementation of human rights*” and that “*(...) a gender equality policy distinguishes itself from the former policies for equal opportunities by an increased accountability of the State for its achievement and promotion throughout the whole society, by the ethical-political dimension of its implementation, and by the proactive and changing perspective that the political intervention and public policies undertake*”.

The Government Programme strives therefore for a greater responsibility of the State in the promotion of Gender Equality policies in society as a whole and in the achievement of gender equality. In its Programme for Gender Equality, the Government states that the policy in this field shall be in line with the international and Community framework of guidelines and commitments, and will take into account the main principles of the Beijing Platform for Action, namely stressing *“the central place that gender equality policies occupy in the structure of governance and its mainstreaming into all other policies”*. This implies, at a conceptual level, that the mainstreaming of gender equality is taken into account when drafting and implementing all Government’s policies and measures.

The Major Planning Options for 2005-2009 (GOP).

The **Major Planning Options** (GOP) for 2005-2009 define five main options (goals) for the Government’s policy in this legislature: I. to ensure a path of sustained growth based on knowledge, innovation and the qualification of human resources; II. to strengthen cohesion, reducing poverty and creating more equal opportunities; III. to improve the quality of life and to strengthen territorial cohesion in a framework of sustained development; IV. to raise the quality of democracy, modernizing the political system and placing justice and security at the service of full citizenship; V, to leverage Portugal’s external positioning and to build a defence policy suited to the country’s international integration.

Family policy, gender equality and the fight against domestic violence are dealt with in the second option *“Strengthen cohesion, reduce poverty and create more equal opportunities”*.

In the main options regarding gender equality for the period of 2005-2009, the Government committed itself for 2005-2006 to implement monitoring procedures to assess the gender impact of the legislative initiatives of Government responsibility. Regarding the areas where the mainstreaming of gender equality could make a qualitative difference, the Government emphasizes education, training and employment, health and science. *“For the Government, promoting gender equality requires increased information, awareness raising, training and research, strategies, measures, human and financial resources, quantified objectives, setting of deadlines and assessment based on indicators disaggregated by sex”*.

For this purpose, the Government assumes, among others, three explicit commitments: the obligation to evaluate the gender impact of all governmental legislative initiatives; the promotion of education for all and the fight against the effects of gender inequalities in school performance and in the choice of a career; the strengthening of the political participation of women at all decision-making levels, in compliance with Article 109º of the Constitution, and the extension of this goal to economy and innovation.

National objectives for gender equality are implicit in the legislative commitments assumed by the Government Plan, these objectives being reiterated and reinforced in the Main Options of the Government for 2005-2009 and detailed in GOP for 2005-2006.

The II National Plan for Equality

The third instrument stressing the political commitment with the mainstreaming of gender equality is the ***II National Plan for Equality (2003-2006) (II PNI)*** approved on 6 November by the Resolution of the Council of Ministers no. 184/2003, and subsequently published in the Official Journal of the Government on 25 November 2003.

In order to integrate a gender equality perspective in a systematic way in the political agenda, and to ensure that all actors involved in its implementation recognise this dimension in the policies and measures adopted or implemented, the Plan follows a dual and integrated approach: mainstreaming of gender equality and the adoption of specific actions, including positive actions, with a view to achieving gender equality.

1.4. Implementing gender equality mainstreaming at the governmental level

Besides being a political commitment with gender equality mainstreaming as a strategy to reach gender equality, the II PNI is also the operational basis for its implementation in Central Public Administration, by creating structures for gender equality mainstreaming in each Ministry, setting up **structuring measures and measures by policy areas accompanied by deadlines**, and establishing a mechanism for the follow-up and evaluation of policies in the field of equality between Women and Men.

Configuration of the II National Plan for Equality

The II National Plan for Equality comprises two sets of measures: structuring measures and measures by broad areas of intervention.

Structuring Measures - Having a cross-sectoral character, these measures bind all Ministers and envisage a change of the public administration culture at all levels, so that a gender perspective may always be present in the activity of all civil servants while drafting policies and programmes, while putting them into practice and carrying out follow-up and evaluation. They are the main pre-requisites for the adoption of gender mainstreaming in all policy areas, and to produce durable effects.

The plan defines **13 Structuring Measures** to be put into practice by each ministry and by the two national mechanisms for gender equality:

A. Setting up, in each Ministry, interdepartmental teams, representing various organic units, responsible for the coordination, promotion, follow-up and assessment of the integration of the gender perspective in all policies and programmes. These interdepartmental teams should preferably be constituted by people holding a function which would allow them to deal with the central structures of each Ministry.

B. Training on gender equality for all members of the interdepartmental teams referred above, as well as all other civil servants whose action is particularly relevant for the promotion of gender equality within the framework of intervention of each Ministry.

C. Perfecting the judicial system by the introduction of the gender equality dimension in the preparation of legal documents.

D. Creating basic instruments to support the implementation of gender equality mainstreaming by all actors, namely, a Guide on Gender Impact assessment, a general Guide on Gender mainstreaming and guides for the main policy areas covered by the Plan. To be drafted by CIDM and adapted by each ministry.

E. Analysis of the budget allotted by each Ministry and service of the Public Administration to the achievement of the goals related to gender equality and definition of criteria to assess the relevance of the

money expended for the construction of gender equality. Drafting, whenever possible, budgets that take into account this perspective (*gender budgeting*).

- Actions to be developed by each Ministry, with the collaboration of CIDM as pilot-projects and through the drafting of an orientation guide on gender budgeting, to be drafted by CIDM.

F. Disaggregating by sex all statistics produced or published within the framework of the Public Administration and of all instruments which allow its production;

- Collaboration between CIDM and CITE (the two national mechanisms for gender equality) with the National Statistics Institute and with other bodies which produce statistical information, through periodic meetings leading to the definition and standardization of specific indicators for these areas.

G. Regular publication of qualitative and quantitative data, allowing a systematic update of a national database on equal opportunities between women and men, taking into account the follow-up and implementation, in Portugal, of the Beijing Platform of Action.

H. Progressive inclusion of the gender equality dimension in the texts and images of publications of public services, both in the documents used internally by the Public Administration, or in those used in its relations with the citizens.

I. The adoption of positive action measures in order to achieve a policy of human resources management that promotes equal opportunities in each Ministry, especially seeking to fight horizontal and vertical segregation, and to promote a gender balanced representation in the decision-making spheres, as well as support for the reconciliation between professional and family lives.

J. The Counsellors for Equality in each ministry should draft together with CIDM and CITE an action plan for their policy area, taking into account the best way to put this general Plan into practice.

- The policy areas Action Plans (of each Ministry) would identify measures with deadlines and, as much as possible, budgeted. Each Ministry should commit financially to the measures deriving from the respective Plan.

K. Optimising the necessary resources for the implementation of the Plan through the use of all financial means available in the various Operational Programmes of QCA III (Structural Funds) and in the Community Initiative programme.

- It is up to the Secretariat of Technical and Financial Support to NGOs, created by CIDM, to ensure that an ever-wider number of public and private entities are aware of the funds available for gender mainstreaming, which would allow them not only to apply for them in time, but also to do so in the most appropriate way. The information should be made available directly to each interested entity, through the organization of information and awareness-raising actions.

L. Awareness-raising of the National Administration Institute with a view to integrating the gender perspective in the training courses for Public Administration employees.

M. Dissemination of best practice examples in the area of equal opportunities between women and men, through the new IT platform to be created by the Government in the framework of the e-Government project.

Measures by broad areas of intervention - These measures were conceived to be put into practice by the different Ministries and by the equality mechanisms, and cover four broad areas of intervention:

1. Professional activity and family life, comprising labour, employment, protection of motherhood and fatherhood and the reconciliation between professional and family lives.

2. Education, training and information, comprising education and training, reproductive and sexual health, culture, sports and media.

3. Citizenship and social inclusion, comprising power and decision-making, poverty and social inclusion, migrant women, ethnic and cultural minorities, violence against women.

4. Cooperation with the Community of Portuguese-Speaking Countries (CPLP).

1.5. Specific resources allocated for the implementation of gender mainstreaming

1.5.1. Human resources

The human resources for the implementation of gender mainstreaming are those of the two national mechanisms for gender equality and, in each Ministry, the Counsellors for Equality and the members of their Interdepartmental Teams.

National Mechanisms for Gender Equality

The **Commission for Equality and Women's Rights (CIDM)** and the **Commission for Equality in Labour and Employment (CITE)**, are the two national mechanisms for equality between men and women.

The II National Plan for Equality states in its introduction that these two bodies are ***“in charge of, in the first instance, implementing the Second National Equality Plan, being responsible for its promotion and for the adoption of a pro-active intervention which would meet the needs of the citizens.”***

The Commission for Equality and Women's Rights was created in 1999 and follows the Commission on the Feminine Condition institutionally created in 1977, but which had nonetheless, already been in office ever since **1973**. Endowed with horizontal competences, it operates in all fields concerning equality between women and men. The document which institutionally placed this Commission directly under the supervision of the Prime Minister, who normally delegates its supervision to the Minister of the Presidency of the Council of Ministers or to the State Secretary of the Presidency of the Council of Ministers. Nowadays it finds itself under the direct supervision of the State Secretary of the Presidency of the Council of Ministers.

Aware of the need to promote dialogue with all sectors of the public administration and the civil society, as well as to stimulate the implementation of gender mainstreaming, the Commission for Equality and Women's Rights is endowed, ever since its creation in 1977, with an **Advisory Council**, comprising two sections: an **Inter-Ministerial Section**, composed by the representatives of various Ministries, with the statute of **Counsellors for Equality**, and an **NGOs Section**, composed by NGOs whose objectives converge with those of the Commission, or who militate for the improvement of the living conditions and the status of women or the promotion of equality between men and women. *“The Commission aims at contributing towards the enjoyment by men and women of the same opportunities, rights and dignity, at promoting effective shared responsibility in all domains of the family, professional, social, cultural, economical and political life, at encouraging society to perceive motherhood and fatherhood as social functions and to assume all responsibilities that derive from it”*. Its functioning is comparable to that of a ministerial General Directive.

In the Commission for Equality and Women's Rights a team is in charge of promoting, supporting and following up the implementation of the II PNI by policy areas according to their main areas of specialization in the field of gender equality.

The **Commission for Equality in Labour and Employment** is a tripartite Commission, composed by representatives of the Government, of the employers' organizations and of the trade unions, working under the supervision of the Ministry for Labour and Social

Solidarity. It was created in 1979 with the aim to promote the enforcement of the Decree-Law no. 392/79, equality between women and men in the fields of Labour, Employment and Professional Training. It also ensures the protection of motherhood and fatherhood as well as the reconciliation between professional and family lives. It operates both in the private and in the public sector. Its functioning is also comparable to that of a ministerial General Direction.

The Commission for Equality and Women's Rights (CIDM) coordinated the elaboration of the II National Plan for Equality in close cooperation with the Ministerial Counsellors for Equality, appointed by each Minister and belonging to the Advisory Council, and with the collaboration of the Commission for Equality in Labour and Employment (CITE). The two mechanisms for Equality are responsible for the implementation of this plan; however this responsibility is formally shared with the various ministries. A report on the progress of the Plan must be submitted annually by CIDM to the Ministry of the Presidency.

Counsellors for Equality

Aside representing their Ministries in the Interministerial Section of the Advisory Council of the Commission for Equality and Women's Rights (CIDM), the Counsellors for Equality have also, under the II PNI, the mission to integrate a gender equality perspective in the policies and actions promoted by the Ministries they represent, by:

1. Putting into force the measures, which bind their Ministries in the framework of the II National Plan for Equality.
2. Drafting of an **Action Plan for Gender Equality in their policy area**, identifying measures with deadlines and, as often as possible, budgeted, with a view to put this general Plan into practice. During this drafting process they will have to directly collaborate with the heads of several organic units of their ministries.
3. Ensuring that the **competent authority approves the Action Plan for Gender Equality in their policy area**.
4. Setting up an **Interdepartmental Team** representing the Ministries' various organic units, which will be in charge of the coordination, promotion, follow-up and assessment of gender mainstreaming, and which will preferentially be constituted of personnel occupying positions, which would allow them to deal with the central structures of each Ministry.
5. **Coordinating, promoting and following-up** the implementation of the measures binding their Ministries within the II PNI, as well as of those integrating the Action Plan of their Ministry, **regarding which the Counsellor for Equality will coordinate the activities of the Interdepartmental Team**.
6. Drafting an annual **evaluation** report regarding the fulfilling of the II PNI, **taking into account the indicators provided by CIDM**.

The responsibilities of the equality advisors revolve around their core activities: to draft proposals of measures, to stimulate, inform, raise awareness, promote training; to mediate, negotiate, to create a cooperation network; to coordinate, follow-up and assess.

Each Minister appoints therefore a Counsellor for Equality and a substitute Counsellor.

Members of Interdepartmental Teams in each ministry

Besides appointing the Counsellors for Equality each Minister also appoints the representatives of the various organic units of the Ministry at the central and regional level, representatives who integrate the **Interdepartmental Teams** and who, in close articulation with the Counsellor for Equality, mainstream the gender equality perspective in policies and programmes of the departments and services they belong to.

The Interdepartmental Team responsibilities are: to promote the achievement of the measures of the Plan for Gender Equality related to their policy area; follow-up the implementation of these measures; to proceed to the assessment of the achieved results, taking as point of reference their Plan for Gender Equality and taking into account their effects on the situation and living conditions of men and women, respectively; to elaborate reports on the progress achieved in what concerns the distribution of the Ministry's resources for men and women (economic resources, employment, social benefits, political participation); to follow-up the evolution of the quality of services, taking into account the gender equality dimension, which presupposed the adoption of indicators which would allow to assess, qualitatively and quantitatively, the levels of gender equality achieved; to propose and negotiate changes to be introduced into the adopted strategy, once the follow-up and assessment are completed.

1.5.2. Financial resources

As stated in the Chapter III - "Assessment and Financial Framework", of the II PNI *"those in charge of the execution of the measures foreseen in the Plan will be supported by the Ministries responsible for its implementation, through their usual financing sources, be that the State Budget, the Social Security Budget, the Programme for Investment and Expenses for the Development of the Central Administration (PIDDAC), the various Operational Programmes of the CSF II, the EQUAL Community Initiatives, other Community Initiatives and the V Programme of the European Commission, "Framework Strategy for Equality between Women and Men", and others which may prove applicable"*.

It is, therefore, the responsibility of the Counsellors for Equality, representing each Ministry, to identify, propose and secure the financial sources for the implementation of their action plans, and each Ministry needs to commit financially to the measures that result from the respective commitments and plan.

1.5.3. Evaluation

The II National Plan for Equality specifies in its Chapter III, under the title of **"Internal Evaluation"** that *"The internal follow-up and monitoring of the II PNI will be carried out in the framework of the Inter-ministerial Section of the Advisory Council of CIDM, presided over by the President of CIDM and constituted by the Counsellors for Equality. Other members of CIDM (to be determined) can also attend, as well as NGO representatives that the President of CIDM considers appropriate to invite. "The text also states that "This process will yield an Annual Report on the execution of the Plan that CIDM will draft until the end of every year and present to the Ministry in charge, who will decide if it should be presented further to the Council of Ministers"*.

It also mentions that the internal follow-up and assessment of the Plan needs to be supported by an external entity, chosen amongst the research centres and academic institutions of renowned competence, which will define, together with CIDM, the appropriate indicators and methodology. The study “*Definition of Indicators and of Methodology for Follow-up And Evaluation of the II National Plan for Equality*”, was launched at the end of 2003, implemented by the Research Centre on the Portuguese Economy (CISEP) and completed in 2004.

A progress report of the implementation of the II National Plan for Equality (2003-2004) was concluded in 2005 identifying the work in progress and main obstacles faced.

The process for an **external evaluation** has already been launched.

1.6. Working to implement gender equality mainstreaming at governmental level

In the Portuguese Central Public Administration gender equality mainstreaming is promoted through the implementation of monitoring procedures for the gender impact assessment of legislative initiatives of governmental responsibility, the production of statistics disaggregated by sex, namely through the development of a governmental Gender Database aimed at disseminating all the statistics disaggregated by sex produced by the Public Administration and the standardisation of gender sensitive indicators; the information and awareness raising of the public opinion through media, seminars on different topics, and campaigns on various issues, the edition of a great number of collections regarding all aspects of gender equality. The promotion of gender equality mainstreaming is also accomplished by training civil servants in local and central government and by the creation of support instruments.

1.7. Training

The Commission for Equality and Women’s Rights raises awareness and provides training on a regular basis to **target groups with multiplying effects** in the field of gender equality (central and local civil servants, namely, City Hall personnel, healthcare and social care workers, teachers, security forces, media workers, etc).

It also trains the ministerial Counsellors for Equality as well as the members of the interdepartmental ministerial teams working in this field, so as to develop new basic theoretical and technical skills which will allow them to integrate a gender equality perspective in policies and actions to be implemented by their Ministry in order to reach a *de facto* gender equality, and also to draw up and implement an Action Plan for Gender Equality in their specific policy area. This initial training is also designed to allow them to know the functions assigned to the Counsellors for Equality and to the members of interdepartmental teams working in this field and perceive themselves as multiplying agents of gender equality in their Ministry and to understand the importance of establishing information, work and exchange of experiences networks that reveal to be the more adequate for implementing a gender equality mainstreaming strategy, by the means of awareness-raising, cooperation with internal and external services and individuals, negotiation with their interlocutors trying to mobilise them to integrate a gender equality perspective in their current activities.

The training lasts four days split in two separate periods of two days each. These participants cumulate their functions in the field of gender equality with other regular functions in their ministries. It is therefore been proven difficult to guarantee their availability for longer continuous periods.

Training contents

The first two days: awareness-raising on gender equality; creation of a common understanding of basic concepts for dialogue and intervention in this field; knowledge of the compared situation of women and men in specific policy areas, of the legislative framework of equality at national and international level, of the evolution of the approach of gender equality issues at international level; understanding of what gender equality mainstreaming means as a strategy for gender equality, examples of gender based analysis in specific policy areas and the knowledge of the functions ascribed to the Counsellor for Equality and to the members of Interdepartmental Teams.

This training has an expository methodology, which resorts to PowerPoint presentations and specific videos to present statistical data, case studies and other information, but also generates a lot of discussion.

The last two days are aimed at acquiring the basic skills needed to draft and implement an Action Plan for Gender Equality.

During these two days an active methodology, for project drafting, is used based on the following parameters.

- Researching and producing basic information, namely statistical information disaggregated by sex, already existing research and reports, in order to build a diagnosis;
- Identifying barriers faced by women's and by men's participation in economic, political, social and cultural life and respective needs;
- Identifying the target group of their Action Plan for Gender Equality (decision-makers, civil servants in their Ministries, users of their services, and interlocutors);
- Defining: goals, priority intervention areas, activities that must be developed by the structure for gender equality within their sphere of competences taking into account their target groups;
- Preparing the planning, follow-up and (re)evaluation of that structure's activities;
- Building instruments to register and evaluate their activities;
- Envisaging the opportunities deriving from Structural Funds for the implementation of their Plans;
- Preparing the setting up of the networks and identifying the strategies that are more adjusted to the implementation of gender equality mainstreaming.

CHAPTER II - Policy Area Selected

The Education Sector

Over the last thirty years Portugal has witnessed a significant increase in the level of education reached by young women and girls and growing numbers of young women in higher education.

The existence of mixed-sex education and the improvement in women's general position as regards education are frequently confused with a genuine coeducation and democratization of education.

In fact, "school is one of the few places where girls and boys live a situation of equality because access is guaranteed, because all the educational process looks upon both sexes with the same concerns, because all the measures of educational compensation are applied to girls and boys and girls have educational success".

However, whilst acknowledging the importance of formal equality, we cannot forget that it still serves to legitimise the disparities observed between women and men in many areas and to ascribe these disparities to a natural imbalance in gifts and skills, depending on sex or social group, and to perpetuate them.

Schools do not exist in isolation from the society around them: they transmit society's models and, since society is characterised by discrimination against and domination over women, these models are inevitably repeated in schools. **Accordingly, the absence of formal discrimination is insufficient to guarantee that the school system is a vehicle for *de facto* equality.**

"The school system cannot measure itself in terms of equality as an isolated system, having nothing to do with what is before it and what will come after it, in terms of success inside the system; being an educational one, the school system must evaluate itself in terms of the correspondence of success inside the system with the success attained outside the system".

But girls' academic success does not lead to social success in terms of the transition from school to the workforce and of participation in political and economic decision-making.

Gendered representations of men and women are widely responsible for the gender imbalances in education and reproduced by education. Therefore, in order to promote a true coeducation, a change of practices must be promoted - personal practices of teachers' trainers, teachers, parents and children/students in order to encourage new ways of thinking and knowing about the world and about gender relations.

Teachers and trainers must be aware of the role they can play in perpetuating or changing gendered representations and attitudes and realize the educational and social implications of their teaching practice. Therefore, teachers' training institutions and departments, including those responsible for training teacher-trainers, must include the issue and pedagogies of equality between women and men in their initial and in-service training.

Education is a key area for mainstreaming gender equality as it involves the ways in which societies transfer norms and representations, build knowledge and skills. It is crucial that the education systems and all elements of these systems (teachers, schools, textbooks, universities, teacher's training institutions, research institutes and so on)

empower both girls and boys, and take care in counterbalancing the existing gender hierarchies.

It is only by promoting genuine co-education throughout the educational process that we can achieve equality between girls and boys and can prepare them for the future and their role as full citizens.

Education is the policy area where the Commission for Equality and Women's Rights (CIDM) has been striving longer and continuously to promote gender mainstreaming. This chapter is a story of permanent attempts, of deeply thought strategies, of networking and partnerships, of persistence leading to few but greatly celebrated successes. It is a description of a **process initiated by CIDM in the late 1970s**, which has progressively led to the involvement of an increasing number of actors in the Portuguese education system and to the development of skills allowing them to mainstream gender equality into their current fields of intervention aimed at building a true coeducation.

From this period until the early 1990s, one can say CIDM has been the main actor in this process by the means of: several pilot projects with a national scope, which gave way to coeducation experiences in several schools, the creation, edition and dissemination of support materials addressed to teachers, the training of teachers and teachers' trainers all over the country, the training of school and professional counsellors and other staff of the Ministry of Education; implementation and dissemination of research on the *"School Curricula, teaching and training norms applied to girls and boys in secondary education and in teachers training schools in Portugal"* and on sexism in schoolbooks; seminars addressed to different actors in the education system; the participation in some working groups of the Ministry of Education, namely working groups of authors of schoolbooks and literature for children; the participation of elements from the national mechanism for gender equality in several projects promoted by the Ministry of Education in order to mainstream a gender equality perspective into them; the establishment of partnerships with teachers' training schools and a protocol agreement with the Ministry of Education. From these efforts undertaken during the late seventies and eighties a concrete result was achieved, the National Education Act, adopted in May 1986, stated in Section 3 on "Organizational principles" that:

"The educational system is organized in order to: j) Ensure equal opportunities for both sexes, namely through practices of coeducation and school and professional counselling and thereby raising awareness of all the actors intervening in the educational process".

Since the 1990s, in order to mainstream gender equality in the education system, CIDM continued being the main actor in this process by setting up its ongoing efforts in **four main areas** of intervention:

- I.. Policies in the area of Education. Continuous observation of the changes introduced in the education system and follow-up.
- II. Teachers' initial and in-service training, with multiplying effects on the field deriving from some projects.
- III. Edition and dissemination of materials to support training and teaching practices.

IV. Projects both promoted by CIDM or in partnership with other promoters/countries, complementing one another and contributing to mainstream gender equality in the education system.

We will describe the activities undertaken in order to mainstream gender quality in the education system and the results achieved.

Progress achieved until now emerges from the permanent outlining of strategies of intervention, of the identification of privileged stakeholders, of the construction, widening and maintenance of action support networks, through a constant information/communication/articulation with each stakeholder. It also derives from the existence of channels and ways of communication and dissemination of planned initiatives and actions undertaken in cooperation with or with a view to galvanize the involvement and participation of a greater number of significant actors within the education system (universities, higher education institutions, research centres, central, regional and local services of the Ministry of Education, teaching establishments of different levels, municipalities, Teachers' Training Centres, teachers trade unions and professional associations).

In this process, **the main actors** are the staff from CIDM in charge of mainstreaming gender equality in this area and the Ministry of Education's Counsellors for Equality and its Interdepartmental team. They have been working since 2003 in strong and ongoing co-operation in order to draft, in an initial phase, an Action Plan for Gender Equality in Education and then to implement both the Action Plan and the measures in this area included in the II National Plan for Equality.

In the course of the last years, a progressive involvement of a great number of teachers' training institutions and of central and regional services of the Ministry of Education has been occurring, through the adoption of partnerships with CIDM and the cooperation for the implementation of joint initiatives.

2.1. Policies in the field of Education

Work in the area of Education requires a constant attention to all the moments of debate in various *fora* aiming at the adoption of legislation and to changes in processes (Parliament, national debates open to the educational community), in order to identify moments of change that may allow a systematic mainstreaming of a gender equality perspective into the educational system and its practices.

For instance the National Council for Education has been mandated by the Portuguese Parliament to launch a National Debate on Education aimed at improving the quality of Education in the country. This debate involves all teaching levels and is decentralized, covering the whole country. It is organized around several thematic areas. CIDM has been developing, together with professors from higher education institutions, concrete efforts to mainstream gender equality into this debate by cooperating and participating in several initiatives organised by stakeholders of the different levels of the education system, promoted under the thematic area "Education and Citizenship". Each debate/event gives way to a report written according to established guidelines. All the reports deriving from each debate will be included in the Final Report on the National Debate on Education.

In 2004 a new draft of the National Education Act was being considered by Parliament. CIDM has carefully analysed this draft law and presented a proposal in order to mainstream gender equality into the text. The Minister in charge of gender equality forwarded this proposal to the Minister of Education. A governmental change stopped this discussion and the Act was never approved.

As results of this work it can be mentioned:

- The Regional Directorate for Education of the Central Region promoted a Seminar on The role of School and Professional Counselling in Promoting Equal Opportunities. A Protocol Agreement was also established between this Regional Directorate and CIDM.
- Gender Equality was integrated in the group of subjects that allow teachers who are writing their Master or PhD degree thesis on these subjects to have a scholarship position, (since 2003).
- Until 2006, teachers had to attend training courses to obtain the number of credits needed in order to advance in their teaching careers. Teachers training courses on issues in the area of gender equality and education were recognised by the Ministry of Education as part of the courses providing those credits.
- The Service of the Ministry of Education corresponding today to the General Directorate for Innovation and Curricular Development promoted a meeting with the Association of Editors in 2003. This meeting had the participation of CIDM and aimed at raising their awareness to the need of mainstreaming gender equality in schoolbooks published by them.

Another result of this work was the recent integration of the principles of non-discrimination and gender equality into Act 47/2006, adopted by the Parliament on 28 August 2006 This Act defines the regime of evaluation, certification and adoption of schoolbooks of the basic and secondary levels of education, as well as the principles and goals to with socio-educational support must obey as to the acquisition and lending of schoolbooks. During the phase preceding the adoption of this Act the text did not include any reference to gender equality. The Commission for Equality and Women's Rights therefore proposed the inclusion of this dimension in the text and the integration of people with skills both in gender equality and education in the commissions in charge of evaluating the schoolbooks.

This Act states in its section 11, no, 1, that the commissions in charge of evaluating the schoolbooks in order to certify them must compulsory take into account the following criteria:

- scientific, linguistic and conceptual accuracy,
- adequacy to the development of the skills defined in the national curricula,
- conformity with the objectives and contents of curricular programmes or orientations,
- pedagogic and didactic quality, namely in what concerns the method, the organisation, the information and the communication,
- possibility of reutilisation and adequacy to the period currently foreseen,
- material quality, namely resistance and weigh.

Nº 2 of the same section states that these evaluation commissions must also take into account the constitutional principles and values, namely non-discrimination and gender equality.

The participation of CIDM in Project SAC@USEF (204-2006), described in point IV of this Chapter, was also a result of this work.

2.2. Initial and in-service teachers' training

The application of the pedagogic materials created by the “Coeducation” project, “**Coeducation Textbooks**”, allowed the mainstreaming of gender equality in teachers training. Teams were created in each partner institution (Universities and higher education teachers training institutions), which elaborated a programme of experimental use of these pedagogic materials in initial training of teachers at all levels of education.

In 2004, 16 Universities and higher education teachers training institutions had incorporated the gender and gender equality perspective in a broad range of subjects in initial training of teachers of all levels of education.

Seven gender equality courses accredited by the Ministry of Education were also implemented under the framework of teachers' in-service training. The last five courses were implemented in the school years of 2002/03 and 2003/04. Some derived from protocol agreements established between CIDM and the Association of History Teachers and others from protocols signed with Teachers Training Centres (teachers' in-service training).

Teachers Training Centres in partnership with municipalities and CIDM, also promoted several training sessions on different issues addressed to teachers, in 1999, 2003 and 2005.

The General Directorate for Innovation and Curricular Development of the Ministry of Education promoted, in 2005, a 50 hours training, “*Co-education or gender equality: gender and citizenship*”, aimed at mainstreaming gender equality in the teachers' in-service training. This training was made by CIDM and was addressed to teachers of the basic and secondary levels of education of the geographical area covered by Regional Directorate of Lisbon. This training was first organized by CIDM in order to be available in the areas covered by the five Regional Directorates of the Ministry of Education, but a change in in-service training made it only possible for this initiative to happen in the Region of Lisbon.

2.3. Edition and dissemination of materials

CIDM has so far launched **several collections** addressed to the area of education, namely in order to support the main actors in charge of mainstreaming gender equality.

The public presentations of these books are carefully planned so as to involve institutions such as central and regional services of the Ministry of Education and/or Universities/Higher education institutions.

Seminars throughout the country, with the participation of main actors of the educational system, on the issues covered by these publications and wide strategic dissemination targeted at selected actors (Higher Education institutions, in charge of teachers' initial training, Teachers' Training Centres, in charge of in-service training, Research Centres, the Ministry of Education, public and institutional Libraries, and Schools) complement CIDM's editorial activities.

Communications on the mainstreaming of gender equality in the system of education and in pedagogic practices presented in several Congresses; the publication of several articles in specialized Magazines, including in magazines and journals of universities, teachers' trade unions and teachers' professional associations and the creation of a web page on the Coeducation project in CIDM's website, contributed to rendering this strategy of dissemination more effective.

The members of the Coeducation Network are fully involved in these activities - production, launching and dissemination.

- **Collection "Changing Attitudes"**. Created in the late seventies, this collection was first aimed at supporting the main actors in charge of mainstreaming gender equality in the area of education. It has so far extended its scope to research in the area of gender equality and education. (Fifteen titles have been published so far).

- **The "Coeducation Textbooks"** is a collection launched by the Project with the same name, described in point IV of this Chapter. It contains 10 original titles and 16 translations. These materials cover a wide and diversified range of issues that are not confined to specific disciplines, but privilege instead a horizontal approach which is itself part of the process of learning and understanding, (for instance when teaching mathematics avoiding examples which reproduce traditional gender stereotypes). They do not require therefore specific gender equality or women's issues programmes. They are applicable across the EU being available in 5 languages: Portuguese, Spanish, Italian, French and English).

The Coeducation project also produced theoretical and practical support publications aimed at teachers' trainers, educators and teachers, including two studies from a gender perspective on schoolbooks; proceedings of three international seminars on the experiences made with the Coeducation Textbooks and several awareness-raising initiatives undertaken in academic circles in the four partner countries (Portugal, Spain, France and Italy). It also gave way to a good practice news bulletin in four languages.

The Ministry of Education published a book on gender equality and school and professional counselling, addressed to the School Counselling Services. The General Directorate of Education of the Central Region presented the book at Coimbra, at a public session.

- More recently, in 2005, CIDM launched a new Collection in the area of Education: the **Collection "Fio de Ariana", (*Ariana's Thread*)**. The main goal of this Collection is to

contribute to mainstreaming gender equality in the pedagogic practice of teachers and educators, thus contributing to the emergence of more diversified social models, both feminine and masculine, in the education system. This collection gives visibility to prominent women in Portuguese society, to their status and life stories. It aims at bringing closer the scientific research, in the field of Women's Studies, and educational practice, allowing a balanced visibility and treatment of the participation of women and men in the different fields of knowledge, thus allowing an effective implementation of coeducation and education for parity. Four titles have been edited so far. They have been launched in the Ministry of Education by the Director General of Innovation and Curricular Development and the President of the Commission for Equality and Women's Rights with the participation of staff and managers of the Ministry of Education and of University professors.

- Many other titles focusing on mainstreaming gender equality in the area of education have also been published in various other CIDM's collections.

Other projects also contributed to produce support materials:

- **Project "Polite: Equal Opportunities and Textbooks"**, also described in point IV of this Chapter, produced a good practice guide, a self-regulation code for textbooks' publishers, a vademecum for textbooks' authors, a website and a video.

- **Project "PAREKO: Towards a co-educational school"**, produced a video, a guide to the video, didactic materials, a good practice guide and a brochure for students and families.

Results: As a result of this strategy and the efforts made, a strong support and impulse was given to research, which reflected upon the degrees, post-graduations and master's presented in this area.

Gender equality has also been mainstreamed in several school projects. Several General Directorates from the Ministry of Education together with CIDM are now identifying these pilot projects in order to create a Database to be placed in their websites.

2.4. Projects both promoted by CIDM or in partnership with other promoters/countries

Project "Polite: Equal Opportunities and Textbooks"

Coordinated by POLIEDRA, Italy, under the IV Community Programme, the project was aimed at raising awareness of editors and schoolbooks' authors to the need of mainstreaming a gender equality perspective in the production of school textbooks.

This project was addressed to authors and publishers of school textbooks, teachers and students. It designed a code of good practice on gender equality for publishers of school manuals. This code comprised a series of guidelines for editors and publishers, analysis of current material and was accompanied by suggestions on how a gender dimension can be incorporated into teaching materials and methodologies. It created a Website that acted as an information point about the project and on equal opportunities in schools. It produced a vademecum for textbooks' authors offering an overview of the most

common disciplines in primary and secondary education and suggesting strategies for the application of gender equality perspective in their writing. A video “Polite movie” was a teaching tool for the classroom to stimulate discussion among students.

Project “PAREKO: Towards a co-educational school”

Coordinated by EMAKUNDE, Spain, under the IV Community Programme, the project aimed at mainstreaming gender equality in education and in the educational system. It also wanted to train teachers of the different levels of education and parents and intervene in basic and secondary education.

The project produced a series of videos, brochures, didactic materials and good practice guides aiming at raising awareness amongst girls and boys, as well as among their parents, on how gender stereotypes are reproduced both at home and at school. These materials also helped to train teachers by providing them with the means to detect sexism in schools and to help them develop a coeducational approach to education.

Project “Co-education: from the principle to the development of a practical approach”

This project started in the school year of 1998/1999 following transnational pilot projects financed by the European Commission and promoted by CIDM during the 1990s, aimed at providing initial and in-service teachers’ training for mainstreaming gender equality in their pedagogic practices. It was part of a broader strategy from the national mechanism for gender equality in order to involve in gender mainstreaming decisive actors in gender equality mainstreaming in the field of education.

It relied upon the constitution by CIDM of a wide partnership at national and transnational levels (Universities, University Schools of Education and the Portuguese Association of Women’ Studies). The work started upon the premises that teachers are privileged actors for mainstreaming gender equality not only in the contents of school curricula, but also in pedagogic practices. But for teachers it is difficult to convert the speech about gender equality into a consistent and ongoing practice. Therefore, in order to do so they need training and support.

The project aimed at mainstreaming gender equality and the gender perspective in the field of education by the means of developing and publishing pedagogic materials aimed at initial teachers’ training and of applying these materials in higher teachers’ training institutions. This project was aimed at trainee teachers, trainers, teachers and education ministries.

The project produced pedagogic materials aimed at mainstreaming gender equality in initial teachers’ training and published them in several languages, among them a new collection, the “Coeducation Textbooks”.

It built a **wide network of experts in the areas of gender and of education covering the whole country.**

The pedagogic materials were first applied in initial teachers’ training and then in teachers’ ongoing training.

The experiences of application of these materials were disseminated and after these experiences, debate and reflexion was launched on the mainstreaming of gender equality in education.

The pedagogic materials and other materials produced were strategically disseminated and a careful follow up was carried out.

Project teams were created in several Universities and in higher education teachers' training institutions, who have been carrying out, to the present time, actions aimed at mainstreaming gender equality in education.

The project had several innovative results:

The creation, reinforcement and enlargement of a national and transnational multidisciplinary network of experts in various fields: education, teachers' training and gender issues, the "Coeducation Network". This network revealed to be a precious human resource for the subsequent implementation of programmes and actions aimed at mainstreaming gender equality in education. By involving these experts in the project and by benefiting from the knowledge acquired by them in the area of gender and education and benefiting also from their works in this field, the project has set up a network constituted by teachers in higher education institutions, researchers and gender equality specialists.

This network is still fully operational and is essential for the implementation of initiatives in this area, namely those developed under the framework of the II PNI.

The network allowed to treat, in an integrated way, three main issues – gender equality, professional training and education - and succeeded to put and keep in touch almost everyone working in the field of teachers' training in the area of gender equality. It also succeeded to attract other people who for the first time now work in this field.

The network favoured the articulation between two research traditions that remained separated in Portugal, research on gender issues/women studies and research on education, which is essential for mainstreaming gender equality in education.

The project created, translated, published and experimented pedagogical materials aimed at supporting the mainstreaming of gender equality in programmes of teachers' initial training of several universities and Higher Schools of Education.

The project opened the way to a structural change in Higher Education:

- In initial teachers' training from 1999 to 2006.
- Two Master's Degrees were created in Gender and Education (in 2004 and in 2006) and several master degree theses were written in the area of education since 1999.
- These Master's Degrees were created in two of the institutions belonging to the national partnership of the project.
- Scientific research on Gender and Education received financial support from the Foundation of Science and Technology (since 1999).

Project "SAC@USEF - System of Evaluation, Certification and Support to the Use of Software in Training and Education". (2004- 2006).

The General Directorate for Innovation and Curricular Development of the Ministry of Education promote the project SAC@USEF in partnership with CIDM and the Institute for Quality in Training. The Mission CRIE (Computers, Networks and Internet in Schools), created by the Ministry of Education, coordinates it since July 2005. The project started in June 2004 and is expected to end in December 2006.

The first goal of the project is to implement a system of certification of multimedia projects, in particular educational and training software available in the Portuguese market, in order to guarantee its quality and create support to its use in the context of education and training, namely in the framework of the education system from pre-school to secondary education. The target group includes editors of multimedia products and other educational materials, such as schoolbooks, authors of educational software and other pedagogic materials, including schoolbooks.

CIDM's partnership has therefore two goals:

- To guarantee the integration of gender items in the instruments aimed at evaluating educational software, ensuring that their formulation will render them applicable.
- To guarantee that putting this evaluation process into practice allows the use of the gender items, by integrating specialists in gender equality in the area of education in the Evaluators' Team, and by training the other evaluators for the use of the gender indicators when evaluating the software.

This project can very well illustrate how gender equality mainstreaming is implemented not without resistance of the decision-makers in vertical policy areas. For instance, the first goal mentioned above has so far proven difficult to attain. The evaluation criteria are organized around five main domains: Technical, Scientific, Pedagogic, Linguistics, Values and Attitudes. The domains chosen to mainstream a gender equality dimension were the ones of "Linguistics" and "Values and Attitudes". In 2004, two gender items were integrated in the evaluation criteria. The evaluation criteria were published in the project's first publication edited by the General Directorate for Innovation and Curricular Development. This publication was distributed to all evaluators. In September 2005, a second version of the evaluation criteria made available in the project's website included all the agreed criteria except for the gender items, on the grounds that they were not operational. CIDM immediately asked for the cooperation of a renowned specialist in gender and educational software in order to reformulate them. Since the project's coordination could not refuse the gender items on the grounds previously presented, they have proposed to integrate them only in the explanatory notes of the evaluation criteria.

As to the second goal, seven teachers/trainers proposed by CIDM, trained in the area of gender equality in education, were integrated in the Evaluators' Team.

The training proposed by CIDM to the project's coordination, after they have decided to promote it in February 2006 under the scope of the project, was postponed several times due to procedural delays in the General Directorate for Innovation and Curricular Development/Mission for Computers, Networks and Internet in Schools. A one-day training on gender issues aimed at supervisors and evaluators is finally going to take place during the next month of November. CIDM also expects to be able to promote three decentralized training sessions addressed to evaluators. This training will consist

on a practical approach on how to apply the gender criteria in the evaluation of multimedia products.

CHAPTER III - Commitments and outcomes

3.1. Weaknesses and obstacles

In this chapter we will first take up some factors that represent weaknesses and/or obstacles to the implementation of gender mainstreaming as identified by the Reference Group and lessons learned from them.

Framework for mainstreaming gender equality

Frequent Governmental changes: In Portugal, frequent governmental changes over the last five years, leading to continuous changes of the people in charge of implementing gender equality mainstreaming in each Ministry (Counsellors for Equality and Interdepartmental Teams), has rendered difficult putting into practice the dispositions stated in the II National Plan for Equality, with effects on the number of measures implemented by various Ministries and the setting up of Action Plans for Gender Equality in the various policy areas.

Lack of consultation: Theoretically, the national mechanisms for gender equality should be consulted whenever new laws and/or policies are being prepared in order to verify if they duly incorporate the gender equality dimension. However, in practice and although there is a centralised system of policy-making that includes a consultation phase, it appears that these mechanisms are too often not consulted.

Lack of information: Portugal has already the tradition of disaggregating statistics by sex, at least in very important policy areas such as education, employment, health, etc.

Although the National Institute for Statistics and most ministries provide statistical data disaggregated by sex, making it easier to assess the gender impact of a particular policy and/or action, policy makers do not regularly use this tool. Also, disaggregating data by sex, which many central public administration departments do, does not mean that the chosen indicators are the more relevant from a gender perspective.

Problem: Having statistics disaggregated by sex is quite different from having statistics according to gender sensitive indicators. For instance, in the areas of poverty, health and violence, gender sensitive indicators have proven to be essential for establishing an accurate diagnosis allowing adequate gender sensitive policy-making.

Confidentiality: The Ministries and the Central Public Administration insist on confidentiality in relation to their policy-making strategies and tools. Most often, their studies are requested to Universities and Research Centres but are not promptly released to a wider public, remaining therefore unknown, sometimes even by their peers.

Political commitment and accountability: Although the II PNI established the setting up of the prerequisites for gender mainstreaming, together with objectives and clear actions by broad policy areas, to which every minister committed him/herself, the

ministers neither feel responsible for mainstreaming gender equality into their policy areas yet, nor are made clearly accountable for it.

The Ministerial Counsellors for gender equality contributed to the formulation of objectives and actions to be implemented in their area but, once the Plan for Gender Equality was adopted, most of them didn't feel concerned any more about its implementation.

The Plan was drafted upon a gender equality analysis by policy areas, but this analysis was mainly done by the national mechanism for gender equality and although some ministries contributed with some statistical data and gender-based research, they did not feel committed to the continuous updating and improvement of this diagnosis. Decision-makers in the various policy areas seldom use the gender equality analysis as grounds for decisions.

Isolated actions are often preferred to actions leading to mainstreaming gender equality into current policy area activities. Isolated actions are isolated projects implemented during a period of time and seldom generating structuring effects. Policy-makers prefer them to gender mainstreaming because clear results are reached in a shorter period and can be made visible. But above all, they seldom lead to questioning and changing policies, processes, the organization and its culture, the deeply rooted causes of gender imbalances.

Competition between horizontal policy areas: In Portugal, there are several agencies dealing with the promotion of equality besides the national gender equality mechanisms, so there is a problem of political priorities and allocation of resources. In addition there are other groups seeking equal treatment, for example the ethnic minorities or the disabled, which are perceived as competition for resources and may well be seeking to take advantage of the same strategies, e.g. mainstreaming. This has led to speculation that it could create an equality hierarchy where, for example, racial equality is seen as more important than gender equality, and bodies compete amongst each other to retain a given sphere of competence or to maximise their potential authority at the expense of other groups.

There are also several National Action Plans calling for horizontal intervention. So far, the II National Plan for Gender Equality was the sole horizontal area endowed with a specific structure in each ministry. Lately, the National Action Plan for Inclusion foresees a similar structure.

Lack of quantified goals and indicators in the II PNI. This Plan is the operational basis for mainstreaming gender equality in policy areas. It contains objectives, defines actors and actions together with calendars for its implementation but it doesn't contain quantified goals and indicators. Those were developed only later, once the process had already started.

Coordination and support

Actors in charge of gender mainstreaming in each ministry - Counsellors for Equality and members of Interdepartmental Teams

The Counsellors for Equality and the members of Interdepartmental Teams are strategic actors and instruments for mainstreaming the gender equality perspective into the policies, actions and processes of their ministries.

Portugal was, somehow, a pioneer in setting up this instrument even before the concept of gender mainstreaming had been formulated. When the national mechanism for gender equality was first created in 1977, it was endowed with an Advisory Council, comprising two sections: an Inter-Ministerial Section, composed by the representatives of various Ministries, with the statute of Counsellors for Equality, and an NGO Section, composed by NGOs, thus structuring, also in a pioneer way, dialogue with the civil society.

Since then and although innovative, this process has proven sometimes difficult to be put consistently into practice. The present Government shows a strong political will to make it work.

Although they are a very heterogeneous population, the general opinion of the interviewees (Counsellors for Equality of the Reference group) is very consensual, allowing no doubts. The Counsellors for Equality were seldom “taken seriously” in their ministries. The fact that they are appointed by their ministers for the national gender equality mechanism’s Advisory Council and Counsellors for Equality with duties and responsibilities to fulfil under the II National Plan for Gender Equality (II PNI) provides neither recognition, nor legitimacy to the function. The lack of political support for gender mainstreaming in their policy area, the lack of resources and the lack of training for the reasons mentioned above, have often hindered them of accomplishing a serious, profitable and rewarding work.

The fact is, the functions and work of the Counsellors for Equality and of the members of Interdepartmental Teams are seldom known in their ministry and worse, are seldom acknowledged by their direct hierarchy. The minister’s formal commitment to gender equality goals and strategies to promote it most frequently does not give way to the commitment of the various decision-makers in the hierarchy of the ministry. Thus the implementation of gender equality and gender mainstreaming are not perceived as being part of the goals and tasks of the ministry, are seldom integrated in the action plans of departments and services, in the personal goals negotiated with the hierarchy for notation and promotion purposes and are often envisaged as a mere personal interest of the Counsellors for Equality and of the members of Interdepartmental Teams. Gender mainstreaming is often perceived as extra work, not a priority of the department and, in extreme situations, might sometimes even endanger the carrier progress of people formally in charge of promoting it.

Even if training has been made available, knowledge of gender equality issues remains very much attached to a single person who feels isolated, since the general culture of the ministry is not permeated by this concern.

When decision-makers in the ministries do not feel responsible for mainstreaming gender equality into their policies, processes and actions, any initiatives for gender

equality rely solely on the motivation and capacity of the Counsellor and Team members. If they do not have a clear mandate and legitimacy, they cannot require their colleagues' work, or change processes, they can only suggest. This is why we must make this function known and render it visible in each division of each ministry. Give legitimacy to the work of Counsellors and Team members. Several of them even expressed the wish for the adoption of a legal mandate.

The Counsellor is supposed to inform on gender equality, to propose ways to mainstream gender equality into the ministries policies and measures. This would imply a good access to the top decision-makers. But in many cases they do not have direct access to them and must rely upon the understanding and goodwill of their direct hierarchy to transmit their viewpoints and proposals. It would be interesting to find out how many times a Counsellor has had the opportunity to be heard by her/his Minister.

Although the status, functions (duties and responsibilities) and profile of the Counsellors for Equality and of the members of Interdepartmental Teams have been specified in a document produced already at the beginning of 2004 by the Commission for Equality and Women's Rights and sent to all Ministers by the Secretary of State in charge of Gender Equality, this document still lacks a legal form. As for the profile pointed out for these functions, it is seldom taken into account when the decision of appointing someone is taken by the Minister.

Counsellors for Equality appointed by the Minister are not always civil servants; they often are one of the minister's direct advisors. This fact has two types of negative consequences: this person has too many duties and tends to prioritise them in accordance with the political priorities of that specific policy field. Gender equality being a horizontal issue is therefore seldom a priority. This person is replaced whenever the minister changes, which happened frequently during the past few years thus interrupting the work in process or, frequently, necessitating that it start it all over again. But, when taken seriously, being a minister's direct advisor, a person who has direct access to the Minister, could benefit the process of gender equality mainstreaming.

Others are civil servants affected to functional units of their ministries, such as the Ministries' General Secretaries, who are not the most suitable for these functions.

These facts highlight the implicit or explicit obstacles associated with the political nomination of the Counsellors for Equality and Team members. The majority of interviewees consider they should be recruited in Studies and Planning Departments or in other horizontal functional units of the ministries, not in administrative units such as General Secretary Offices. They should be recruited among civil servants already having some experience or training in the area of gender equality, or even recruited for this function alone, instead of cumulating it with other regular functions in the ministry.

During the recent training given to Counsellors for Equality and Team members, these issues were fully discussed.

Coordination and support structure for gender mainstreaming in the national mechanism for gender equality

The inexistence of an effective coordination and support structure in the national mechanism for gender equality can also be identified as an obstacle.

From the moment the Plan was adopted, the Commission for Equality and Women's Rights created a team in charge of promoting, supporting and following up the implementation of the II PNI by policy areas, composed by people appointed according to their main areas of specialization in the field of gender equality. But the people appointed to these functions have to cumulate them with other regular functions. It deprives them from the time needed to carry out this work with continuity.

The members of this team should have a good knowledge of the policy areas they are responsible for. One of the reasons of the greater success of gender mainstreaming in the area of Education is the fact that, in the national mechanism for gender equality, the persons in charge of the articulation with the Ministry of Education and follow up of the policies in this field are themselves teachers or civil servants from the area of Education and have therefore a consistent knowledge of both areas, Education and Gender Equality. The other positive factor is that they have been devoting themselves solely to implementing gender mainstreaming in this specific policy area for a long time.

All Counsellors for Equality have nowadays a contact person in the national mechanism for gender equality. Nevertheless, Counsellors for Equality, but also the members of Interdepartmental Teams in charge of implementing gender mainstreaming in each ministry feel the need for closer and individual based support from the national mechanisms for gender equality. Some members of Interdepartmental Teams feel the need to contact directly this contact person.

Mainstreaming gender equality in specific policy areas is a task of each ministry, but one can say that still very much of the "pushing" is done by the national mechanism for gender equality.

Training

Training for mainstreaming gender equality is determinant for the success of this work, but the strong turnover of Counsellors for Equality and members of Interdepartmental Teams, together with the total lack of people appointed for these functions during some long periods, made it impossible to achieve this goal so far. Nevertheless, the ongoing training carried out by CIDM will allow covering this whole population until the end of 2006. By then all Counsellors for Equality and members of Interdepartmental Teams will have participated in initial training sessions on gender equality.

Problem: Although, during the period ranging from 2003 to 2006, the national mechanisms for gender equality worked together with various ministries on specific projects aimed at building gender equality, the lack of Counsellors for Equality and members of Interdepartmental Teams for long periods giving way to the lack of initial training on a steady base was one of the main causes for the poor implementation of gender mainstreaming achieved so far.

The basic/initial training given to Counsellors for Equality and to members of Interdepartmental Teams has been so far completed with the possibility for civil servants to attend seminars on various dimensions of gender equality and to attend other training sessions promoted by CIDM and other entities according to guidelines provided by the national gender equality mechanisms. The intensive training of trainers in the

area of gender equality has made available a large number of trainers on this issue in the whole country.

Problem: Aside from the national mechanisms for gender equality, training on gender equality is promoted by an impressive number of other entities operating in the training market. The quality of training available in the area of gender equality hasn't been certified yet, thus not guaranteeing that the actors trained possess the most adequate skills.

The Secretary of State in charge of Gender Equality announced the training for Counsellors for Equality and members of Interdepartmental Teams giving it strong political support.

So far, this has been an initial training aiming at producing a common understanding of basic concepts in the area of gender equality, producing a basic literacy on gender equality issues, showing them the advantages of gender mainstreaming, making them familiar with this strategy, giving them the knowledge of basic instruments to implement it, showing them how it will contribute to improve the quality of the policies and of their work, mainly teaching them to look at the reality from a gender equality perspective and to act accordingly.

Although frequent seminars on different issues related to gender equality can contribute to develop skills for gender mainstreaming, further training is needed more focused to the specificities of each policy area and on ways to put gender mainstreaming into practice.

The Secretary of State in charge of Gender Equality intervenes often in these seminars showing the importance the government attaches to gender issues is needed.

Staff of the national gender equality mechanisms also intervene in a wide range of seminars and training sessions, namely those promoted by other Government offices.

Gender equality is a policy area and a political commitment, but since gender equality mainstreaming relies upon the engagement of each actor it takes also an individual commitment to this goal and this strategy. Training needs therefore to provide not only knowledge and skills but also to question gender-based individual stereotypes and representations in order to produce motivation, personal commitment and engagement. Gender mainstreaming is a strategy for individuals and implemented by individuals; it relies upon a constant analysis and questioning of gender-based representations and practices.

Director-Generals and heads of departments are seldom present in these training sessions, "they lack time", not to speak of State Secretaries and Ministers. So far, it seems completely out of the question to propose training for them on gender equality issues.

Production of support instruments and materials

The Commission for Equality and Women's Rights (CIDM) produces, publishes and disseminates various collections addressed to different actors, covering a wide range of

issues related to gender equality (namely information, research, seminar proceedings, support to actors in the field).

With the specific goal of making available instruments and materials to support stakeholders' work in the field of gender equality mainstreaming, CIDM has promoted the drafting of several guides: Gender Impact Assessment, a general guide on gender mainstreaming, and eight guides aimed at supporting interventions in the following policy areas: Health, Professional and Family Life, Education and Training, Culture, Media, Poverty and Social Inclusion, Power and Decision-making and Cooperation.

Each of these guides for gender mainstreaming in one specific policy area has a common structure: Introduction; how to consult the guide; arguments in favour of change (evidence of the need to incorporate a gender perspective in the area); examples of initiatives that can be undertaken; good practices (national and international); bibliography and reference sites. They also have an appendix containing the context of the issue (a gender analysis of the policy area based on meaningful indicators and statistical data) and the definition of the most significant concepts for that area.

The Commission also translated into Portuguese, published and widely disseminated the study on Gender mainstreaming promoted by the Council of Europe.

Problem: These specific guides are just now being published and disseminated, having thus produced little effect for the implementation of the present National Plan for Gender Equality.

3.2. Good practices in some policy areas

Integrating a gender perspective in the management and implementation of the Structural Funds – The III Community Support Framework

Several measures have been mainstreamed across the III Community Support Framework, in view of stimulating and supporting the concretisation of equality between men and women. On the other hand, in the Operational Programme “Employment, Training and Social Development” (POEFDS), a specific measure was created (measure 4.4) to **promote equality between men and women, both by strengthening the positive actions and the adoption of a gender perspective** in all fields of activity. It comprises several sub-measures:

A first sub-measure, structuring in nature contributes to the definition of policies by financing studies, surveys, arguments, databases and other researches and analysis tools. It is strictly destined to equality mechanisms.

The second sub-measure, also structuring, funds training for gender equality and awareness-raising of target groups. The entities promoting the training are obliged to follow the referential provided by the national equality mechanisms and the trainers must be certified.

A third sub-measure, also structuring, supports the granting of awards to entities, which promote gender equality in the labour world and in the media, including advertising. Two prizes are granted annually by the two national equality mechanisms: “*Equality is Quality*” Award and “*Parity: Women and Men in the Media*” Award.

The *“Equality is Quality” Award* is granted annually by the Commission for Equality in Labour and Employment. Its strategic objective is to combat discrimination and to promote equal opportunities between men and women in labour, employment and professional training. It is awarded to enterprises and entities that adopt and promote gender equality policies in this domain, to men and women who have given visibility to these issues and to enterprises and entities that integrate these objectives in their global management. The institutions who receive this prize commit to maintain or develop, during at least two years, the measures for which they have been awarded.

The “Parity: Women and Men in the Media” Award is awarded annually by the Commission for Equality and Women's Rights. It envisages the creation of an appropriate environment for equality by promoting a balanced and non-stereotyped image of women and men in the media. It applies to journalistic, creative or other products publicised by the media, whether on paper, video, digital and audio support, and which promote equality between women and men among its public and, especially, which raise awareness on the human rights of women.

The **fourth sub-measure** supports companies and employers regarding the organization of human and labour resources, so that they are able to promote innovating plans and solutions for equality between women and men within these companies, contributing, namely, to the reconciliation of professional and family life.

The **fifth sub-measure** supports the development of women’s entrepreneurial skills in various lines of business, especially in the field of high technology.

The **sixth sub-measure** fights the horizontal segregation in the labour market by the promotion of training and thus contributing to balancing the participation of women and men in professions marked by a sex-based segregation.

Support to NGOs

A **seventh sub-measure** gives support to NGOs activities, including NGOs aimed at promoting equality between women and men, in order to strengthen the conditions for the exercise of citizenship, respect for human rights and their capacity to participate in all fields of activity. The Commission for Equality and Women’s Rights is in charge of the management, coordination and follow-up of this sub-measure and has created for this purpose, in February 2003, a technical structure, working under the supervision of the President of the Commission, to coordinate this technical and financial support to the civil society. Since then, 95 projects have been carried out in various fields: “labour, employment, professional training”, “reconciliation”, “decision-making”, “violence”, “human rights and migration”, “culture, health and sports”.

The evaluation of these measures is under course.

Database: Gender Profile – National Institute for Statistics³

3 Statistics distributed by sex and research on gender issues: www.ine.pt/pi/genero

The Commission for Equality and Women's Rights compiles and releases regularly since 1980 a publication on the comparative situation of women and men in Portugal regarding, among others, statistics distributed by sex in various fields. Recognizing the need to follow the set of strategic programmes and instruments concerning equality between women and men and to render this information easily accessible to various audiences working in this area, the National Institute for Statistics has, since 2004, a database on its website, updated regularly (in terms of available statistics as well as of new indicators which should be kept in mind). The data is so far distributed by sex on 100 indicators in the following areas: population, families, activity, employment and unemployment, reconciliation between family and work, education and training, decision-making, health, crime and violence. The creation of this database is the result of the cooperation between the National Institute for Statistics, the Commission for Equality and Women's Rights and the Commission for Equality in Labour and Employment. It included several work meetings to select the indicators (taking into account national and international commitments on the matter) and to build up the database. This database has free of charge access and aims at responding to the needs of civil servants, researchers, decision-makers, journalists and students, among others, who need complete and updated standardised statistical information, in various relevant fields for a gender analysis.

Promoting research

The Commission for Equality and Women's Rights has played since the beginning of the 80s, a highly significant role in the stimulation of research in the area of equality between men and women and gender relations. Ever since its creation, it has elaborated, promoted and released various studies and has stimulated the creation of a Network of Women's Studies. Since 1998, it set up three Protocols with the Foundation for Science and Technology, in order to extend the financing granted, to scientific research in the area of gender social relations and policies of equality between women and men in Portugal. The first two competitions led to the financing of 31 research projects. In 2005, 64 projects were presented.

Mainstreaming gender equality in professional training

The National Centre of Training for Trainers of the National Institute for Employment and Professional Training (IEFP) provides training on Gender Equality. The first course was promoted in 2002 in order to allow them to mainstream gender equality in professional training.

Guidelines for in-service pedagogic training of trainers were adopted and systematic training of IEFP's trainers has been progressively ensured throughout the country.

This training module of 40 hours allows for the renovation of the Certificate of Professional Capacity (CAP). All trainers need to have this Certificate in order to be allowed to exercise this function. It must be renewed periodically.

Mainstreaming gender equality in Social Networks operating at municipal level

The Social Networks are *fora* of articulation and congregation of efforts aimed at eradicating or attenuating poverty and exclusion and promoting social development.