



Gender Equality Manual for Local Authorities

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INTRODUCTION: GENDER EQUALITY AS A TOOL FOR LOCAL DEVELOPMENT

Gender equality is not an easy issue to handle. For some people, this is an issue of yesterday, as equal rights for women and men have been enshrined in law and most countries have instituted extensive mechanisms for handling gender discrimination cases. Others—who notice the existing status and situation gaps between women and men—consider this natural and tend to ascribe this to biological differences between the sexes. In their opinion, gender inequality is not a problem, and each person should follow the social role at which he or she is “naturally” best.

A number of people strongly relate the future of gender equality to the economic development of countries: the more developed a country is, the more gender equal it is. That leads to the conviction that equality of women and men will come without “artificial intervention” by policy makers, as it is a natural societal development. Therefore, a number of people fail to regard gender equality as a political issue. They stress that gender related policies would

give too much power to the authorities and restrict people’s freedom of choice.

The purpose of this manual is not only to show that gender equality is important and how we should define it. The goal of the manual is also to present arguments demonstrating the need to perform gender equality work not only on the national level, but also on the local level.

We usually relate our political expectations to the national political agenda, but our daily needs are satisfied and our everyday problems are solved on the municipal level. Despite the level of power centralization, local authorities are important service providers. In various ways, they are usually responsible for organizing a system of education, welfare, environmental protection, housing, sanitation, health protection, public transportation, public safety and other services of relative importance.

We should not be ignorant of the fact that apart from being essential service providers and decision

makers, municipal institutions also are big employers, important social partners and a good channel for dissemination of information. It is due to all these functions that municipal governments are vested to implement their efforts, and policies in the field of gender equality are of the utmost significance.

In order to create sustainable, equal and democratic local governments where women and men have equal access to decision-making, equal access to services and equal treatment in these services, the gender perspective must be mainstreamed into all areas of policy making and management in local government. This is the reason why we devote a significant part of the manual to the issue of gender mainstreaming and to methods to enable local personnel to consider gender mainstreaming in their daily routine.

As there is strong evidence that local authorities still lack extensive gender-segregated statistics and data that in many cases might prevent them from identifying gender equality problems or efficiently solving them, in the manual we present the 3R gender analysis method. The method was developed in Sweden to aid the local authorities in their attempts to strengthen gender equality. The 3R analysis simplifies the process of collecting facts and information about women's and men's situation in defined spheres of life or organization and of analyzing this data with the aim of achieving gender equality goals.

The practical examples of applying the 3R method in the daily work of municipalities are the result of work done during the international project “*Equality for Local Development: Gender Mainstreaming in Local Municipalities*” (2006-2007). The project—supported by the European Commission under the Community Framework Strategy for Gender Equality—has enabled the municipalities of Sofia, Veliko Turnovo and Plovdiv in Bulgaria, Kuressaare and Narva in Estonia, and Ukmerge, Siauliai and Sirvintos in Lithuania to start working on gender equality. The small scale 3R investigations have covered the following areas

of municipal work: organizing sports activities for pupils, training the unemployed, organizing health prevention programmes, contacting parents at day care centers, organizing leisure activities, teaching in kindergartens, providing services to senior citizens and people with disabilities, improving public safety and tourist services, analyzing project proposals, and providing start-up funding for first-time entrepreneurs. All of these investigations have revealed gender gaps of varying degrees to which no attention had been previously paid. The new data has enabled the researchers not only to see gender differences in their fields of daily activity and to identify gender equality problems related to that, but have also encouraged them to undertake action within their field of competence or responsibility. Some of the studies are presented in the manual; the others are available on the web¹.

The manual will also give insights about what can be done to achieve greater gender equality: general guidelines for developing gender equality action plans are provided.

Moreover, all changes in organisation generate resistance; the bigger the changes are, the greater the resistance. It is important to identify and understand obstacles to achieving gender equality and gender mainstreaming. The purpose of the last chapter of the manual is therefore to increase awareness of possible resistance to gender equality work and to provide information on how to deal with this resistance in a constructive manner.


Before starting to work on gender equality at any government or organizational level, it is very important to realize that you are exactly the person who can bring about change. Creating equal opportunities for

¹ The English summaries of individual 3R surveys may be found at: www.cwsp.bg (for Bulgaria), www.svv.ee Projects (for Estonia), www.gap.lt and www.lygybe.lt (for Lithuania)

women and men is a field where even minor changes can lead to substantial social developments and where even individuals with limited responsibility can make an impact if they consider the gender dimension in their everyday work. Individual pressure and efforts will lead to broader policies as soon as we start regarding gender equality as our responsibility and as being in our personal interest.



WHY IS IT NECESSARY TO SEEK GENDER EQUALITY?



Some people just do not believe in gender equality, as they believe women and men live on “different planets”. Even among those who support equal opportunities for women and men, credit for gender equality developments is assigned to natural processes in society, to the improvement of living standards and economic conditions, to cultural changes or to other “natural” trends. However, we stress that gender equality is not a self-developing process; it requires explicit work and efforts in many different domains of social activity.

Therefore in this chapter we present several important arguments explaining why it is essential to draft and implement consistent policies in different fields aimed at increasing equality between women and men.

GENDER EQUALITY IS A NECESSARY CONDITION OF ECONOMIC AND SOCIAL WELL-BEING

Gender equality principles are not just democratic rhetoric. Any kind of discrimination is unfair and illegal; it squanders talent and ability present in the society. A community’s most valuable asset is its people. While seeking to successfully cope with day-to-day challenges, it is important to make as much use as possible of each person’s experiences, skills and creative potential. Therefore, the enactment of gender equality laws and principles is a necessary condition for society’s economic and social development.

Moreover, when women and men are satisfied with their present condition less energy is wasted because individuals are motivated and are not weighed down by negative emotions.

GENDER EQUALITY PROBLEMS DO NOT SOLVE THEMSELVES

Often it is thought that gender equality problems will work themselves out. Generational change, social development, and economic growth will ostensibly encourage this transformation. However, historical experience shows that positive changes do not occur if special means are not put in place to safeguard equal opportunities. The inequality between men and women in different domains is determined not by biological differences or personal choices—no matter how hard some try to assert this—but rather has structural roots. Preconceived notions about men's and women's abilities and roles in society and prevailing prejudice and stereotypes restrict individuals' creative potential and create conditions for gender discrimination and inequality of opportunities.

GENDER EQUALITY IS NOT ONLY A WOMEN'S PROBLEM


It is wrong to think that the issue of gender equality is important only to women, and thus must be ad-

ressed by non-governmental women's organizations and not by state or municipal authorities. Men also experience difficulties because of the prevailing restrictive gender norms and stereotypes. Because of society's expectations, men are only assigned the role of maintaining the family. Yet the inconsistencies in social policies prevent them from more actively participating in family life and from evenly sharing with women the responsibility of child care and household chores. Therefore, a narrow perception of men's role impoverishes their individual experiences and ultimately becomes a serious obstacle for society's successful development. When both parents are involved in the care of children, women can more easily integrate into the labour market, employers have at their disposal the potential of a larger work force and can more effectively use human resources, and men become more emotionally and practically involved in their family's life. Such a balance between professional life and family life would make it easier to avoid most social problems and would more effectively make use of both men's and women's capabilities.

Consistently putting in place gender equality principles in the work of municipalities has positive effects for the quality of life of men, women and children and encourages society's economic development and social well-being.



GENDER EQUALITY PRINCIPLES



European Union (EU) legal regulations assure the same rights for men and women to participate in politics and work, to seek education, to engage in academic work, and to receive the same services and the same quality of service. Therefore it is often thought that gender equality problems do not exist as all citizens have the same legally guaranteed rights. However, women's and men's equality is not only a matter of rights and obligations. Equality can only become a reality if women and men, girls and boys, have access to same conditions and opportunities and are equally able to execute the rights guaranteed by the law.

Not all areas of public life are regulated by legislation. Laws are not applicable to family life and individuals' private lives, and they do not regulate leisure time and the opportunity to participate in cultural or public activities. Officially applicable to all, equality legislation can have different consequences for women and for men, because their experiences differ due to the disparity in their socialization. Strengthening gender equality does not mean supporting gender neutrality. Gender equal policies seek to take into account the way of life of women and men, their interests and the peculiarity of their needs. Gender equal thinking leads to exploring the existing prerequisites for

gender discrimination and tries to offer ways to overcome them.

Moreover, legal regulations do not have power to fight the prevailing stereotypes about women's and men's roles in public and private life. However, assuring gender equality is important in social, economic and political aspects, as all these domains are strongly inter-connected. Thus, gender equality in one area will not be achieved until there are equal opportunities in another area.

Therefore, the objective of this chapter is to outline the main five gender equality principles to reveal which parts of society need to be shaped by consistent gender equality policies.

I. THE SAME OPPORTUNITIES FOR WOMEN AND MEN IN DECISION-MAKING

A strong democracy is based on the even representation of citizens when making varied decisions about political, economic and social life. Women's and men's experiences, interests, and needs differ; therefore it is important that their participation in the decision-making process be as even as possible.

Often the existing lack of women's political representation is presented as women's conscious personal choice. Although women enjoy the same rights as men, they neither wish to engage in politics, nor tend to vote for other women. Thus, is it worth it to change the situation? The response to this question depends on the viewpoint towards democratic governance provisions, based on the principle of representation rather than power.

The lack of gender diversity in a homogenous group of people makes the decision-making process easier, because the group's members observe and judge reality from similar perspectives. However, in their adopted decisions they often fail to consider the interests of other groups in society. In due course, this may become the reason for isolation and social exclusion of certain groups of people whose voices are not present in the discussion. Decision-making in a diverse group requires longer negotiations and often a compromise. However, decisions made in such a manner will more likely reflect the needs of more people and more effectively solve problems. Therefore, if we are seeking to adopt decisions that echo the interests of more individuals, it is important to discover and remove the obstacles preventing women and men from equally participating in the decision-making process.

II. THE SAME OPPORTUNITIES FOR WOMEN AND MEN TO BE ECONOMICALLY INDEPENDENT

Equal opportunities for women and men in the economic field are a crucial aspect of a gender equality concept. When doing the same work or the work of equal value, women and men should receive the same wage. They should also have the same opportunities to seek education, to obtain a well-paid, sought after profession and to climb the career ladder. No less important is to receive the same access to credit, social

benefits, health care services, and other payments available through the taxation system.

As we live in a society where material welfare is becoming an important social indicator of society's progress, equal opportunities for women and men to be economically independent are necessary. Indeed, economic independence offers the opportunity to plan one's life individually, to support one's family and determine personal status.

In addition, EU economic growth is linked to the effective use of women in the work force. Using available human resources efficiently cannot coexist with gender or any other kind of discrimination.

In reality women's economic opportunities are not equal to men's. The average pay gap between men and women in EU countries is more than fifteen percent. Vertical and horizontal labour market segregation, the lower economic and social value assigned to women's occupations, and preconceived notions of different gender skills have created the conditions for the lack of women's economic independence. These and other reasons lead to women becoming economically dependent on men and on the state and suggest that women are more likely to live in poverty and experience violence, which often stems from imbalanced power relations in the family or in society. Women's weaker economic situation narrows their opportunities for self-expression, limits the roles they carry out in society and makes them very vulnerable in society.

III. THE SAME OPPORTUNITIES TO SHARE RESPONSIBILITY FOR THE FAMILY AND THE HOUSEHOLD

Opportunities for women and men in society strongly depend on what roles, rights and responsibilities are assigned within the family structure. Household work and child care are necessary jobs that carry

much responsibility and that take much time and effort. Those are domains that are still traditionally assigned to women. Due to this, a number of women lose their foothold in the paid labour market and become dependent on their husbands. Employers prefer to hire men, because present practices and general gender patterns dictate that men will not go on paternity leave. They will spend much less time taking care of children or older members of the family who are incapacitated. Thus men can more easily work overtime and be sent on business trips. In this manner, men have better opportunities to succeed in the labour market and to earn money. The culture of the workplace and the belief that every man has a “housekeeper-wife” prevents women from being able to have a career and from fully participating in society culturally, socially and economically.

However, for the successful development of society, the contribution of each member of society is very important. Thus, seeking to ensure high levels of employment for men and women, to improve the quality of life for individuals, and to reinforce economic competition, it is important to guarantee social services which would help both women and men at the same time care for their families and actively participate in the workplace. It is important to encourage the dual income, and dual care-taker family model where both partners would participate in the labour market and share equally responsibilities for household work and child care. In this manner, we would also assure the economic and psychological stability of family, avoid a number of social problems and strengthen society.

IV. FREEDOM FROM GENDER-BASED VIOLENCE

Violence cannot be tolerated, regardless of the victim’s gender. Statistically, men are more likely to be victims of violence. However, they are also responsible for a considerably larger percentage of criminal acts.

Whereas men are more likely to experience violence in public spaces, women are most likely to be victims of violence at home. Power relations, gender stereotypes and cultural traditions determine that women experience more violence in the family. For most, their homes are not safe fortresses; there, more than anywhere else, they risk being battered or even losing their lives. This situation negatively affects women’s general condition, their health, and their work productivity, and the abuse also has devastating psychological effects. Violence harms not only peoples’ lives, but it also becomes a serious obstacle to economic development. Therefore, EU documents treat domestic violence as a serious violation of human rights and as a problem of social dimension, rather than a private affair.

V. FREEDOM FROM GENDER STEREOTYPING

Seeking equal opportunities in society, it is important to take into account how the norms of femininity and masculinity are formed in by the press, mass culture images, and ads. Even if at first glance the message conveyed seems to be gender neutral, nowadays it can carry weight, strengthen the stereotypes or change them. As stereotypical viewpoints towards masculinity and femininity are inculcated from childhood, it eventually becomes difficult to fight social problems, such as violence against women, human trafficking, sexual exploitation or the feminization of poverty. Gender stereotyping makes it difficult to eliminate the horizontal and vertical segregation of the labour market, to constructively solve work-life imbalances, to see more men as care-givers and to more effectively use women’s professional competencies.



GENDER EQUALITY AND LOCAL GOVERNANCE

The objective of this chapter is to stress that governmental efforts in the field of gender equality are not sufficient. Despite the differing centralization level—and the differing functions of local governance, which are reviewed in this part of the manual—municipal authorities represent an important institutional level for providing equal opportunities to women and men.

Municipalities define the development of the local environment and, by doing so, affect the quality of life of women and men. Cities remain a primary unit for the organization of populations and services. In urban centers, women and men, and girls and boys, do not share the same quality of urban life and do not benefit equitably from resources and opportunities. These inequalities reproduce themselves from one generation to the next.

Among others gender-sensitive local governance has the following principal objectives:

- *To deliver services that address specific needs and interests of women and men in the community. This requires engendered economic policies, development planning and allocation of resources.*
- *To overcome gender blindness when considering the impact and effectiveness of public services.*
- *To reduce gender imbalance in bearing the burden of family management and childrearing and overcoming the difficulties faced by both men and women in balancing family and work.*
- *To strengthen gender-awareness and capacities among both women and men politicians and civil servants.*
- *To increase women's participation in politics, not only in formal political structures but also in civic engagement in politics.*
- *To create awareness of women's rights.*

Authorities should consider how municipal functions that affect the population respond to the needs

and priorities of women and men. Issues will be specific to each country and municipality. However, a consideration of several municipal functions, listed below, illustrates the issues that may arise.

Urban planning. The distance between residential areas and industrial and commercial zones that offer employment and services may be a more significant issue for women as they tend to carry a larger load of domestic responsibilities than men. When employment, markets, schools and clinics are hard to reach because of distance and/or transport limitations, the costs for women may be heavier workloads or reduced employment opportunities.

Transport planning. Women and men tend to use public transport in different ways: women tend to make more frequent and multi-purpose journeys at off-peak hours (to reach markets, schools and clinics as well as jobs) rather than longer work-focused commutes. As a result, women and men are likely to have different needs and priorities for route design, service frequency and fare structures.

Economic development. In most countries, women and men tend to work in different industries and occupations, and the impact of policies resulting in the expansion (or contraction) of a particular activity will have different impacts on the employment opportunities and incomes of women and men.

Security issues. High rates of violence against women in many cities have increased concern about women's physical security. Ways in which municipal planning can promote security include: lighting streets at night, designing bus routes and stops to reduce risk, designing public housing complexes with women's security in mind.

Gender equality goals require, on the one hand, programs and policies that address the specific needs of groups of women and, on the other hand, programs and policies that address the needs of both women and men. The tools for gender mainstreaming – *dis-*

aggregating data, transparent analysis, consultation of stakeholders, care for all segments of communities, integration of evidence-based practices into policy development and implementation, accountability through monitoring outcomes and impacts — are the tools for good governance.

GENDER MAINSTREAMING AS A TOOL FOR MORE GENDER EQUALITY

The purpose of this chapter is to give a general overview of gender mainstreaming as a tool for gender equality work, to show how it is defined in the international and national contexts, and to outline the benefits that can be brought by explicit and well-designed gender mainstreaming policies on the national and the local level. The chapter also goes through a more detailed presentation of gender mainstreaming methods, tools and techniques to give initial information on the possibilities available to local authorities who are eager to engage in equal opportunities work.

How do we define gender mainstreaming?

Gender can be defined as the set of characteristics, roles, and behaviour patterns that distinguish women from men. These roles are social and cultural, not biological—except for maternity—and are generally understood as the product of nurturing, conditioning, and socio-cultural roles and obligations. Roles change over time and from one culture to another. They shape the behaviour and experience of men as well as women.

Gender also refers to the power relations between women and men. These relations of power are continuously negotiated as political, economic, social, and cultural changes occur locally, nationally and internationally.

Gender mainstreaming was introduced in 1995, at the time of the 4th World Conference for Women, organ-

ised by the United Nations in Beijing. As defined by the United Nations, **gender mainstreaming** is: “... *the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.*”

Gender mainstreaming is not only a question of social justice, but is necessary for ensuring equitable and sustainable human development by the most effective and efficient means. Gender mainstreaming makes the gender dimension explicit in all policy sectors. Gender equality is no longer viewed as a “separate question,” but becomes a concern for all policies and programmes. Furthermore, a gender mainstreaming approach does not look at women in isolation, but looks at women and men, both as actors in the development process and as its beneficiaries. Gender mainstreaming ties the gender equality goals of governments to their political and administrative processes. It is a transformative methodology that assesses, develops, implements, and evaluates political and policy-making processes in order to increase the visibility of, and to account for, gender differences. Its process and tools ensure that everyone involved in decision-making applies a gender equality perspective.

Gender mainstreaming must reflect the complexity of groups within nations and regions. Experience has shown that gender issues differ by country, region and concrete situation. At the same time, experience has also shown that rigorous, gender-sensitive analysis invariably reveals gender-differentiated needs and priorities, as well as gender inequalities in terms of opportunities and outcomes. Gender mainstreaming seeks to redress these problems. Given the above, it is clear that a gender mainstreaming approach does not

necessarily make obsolete the need for specific policies, programmes or projects on gender equality. The level of intervention (from basic gender sensitivity to comprehensive, targeted gender programmes) will depend on the specific needs and priorities revealed by a gender-sensitive situation assessment.

Finally, as a comprehensive strategy, gender mainstreaming should also address the environment (e.g., corporate, office) in which policies and programmes are developed and implemented. Thus a strategy to integrate gender concerns into programming must be accompanied by a strategy to ensure that the working environment is gender-sensitive, guaranteeing equal opportunities and treatment to both men and women. Sufficient technical capacity and human resources to successfully implement gender mainstreaming must also be ensured.

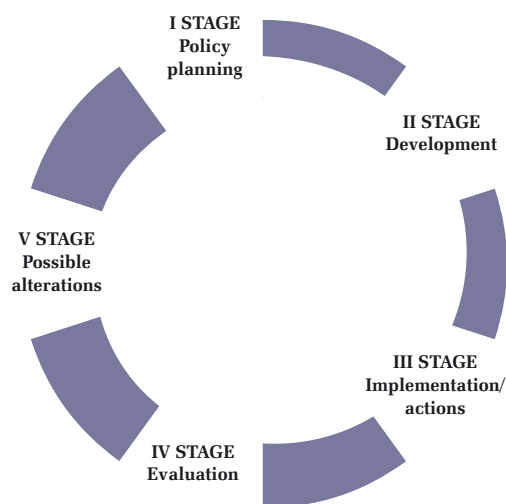
In 1999 a group of experts working for the Council of Europe came up with a report on gender mainstreaming², which is still being followed. It offers the following definition of gender mainstreaming: **Gender mainstreaming** is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making.

In fact, it is important to gender mainstream all stages of the policy process – from the planning stage to the moment when decisions are taken as this is the moment when financial and other means are allocated. The implementation stage includes the elaboration of concrete actions and may therefore be the most important stage. Finally, it is also essential to evaluate the effects of policies on current gender relations, as this can serve as a starting point for the development

² [http://www.coe.int/T/E/Human_Rights/Equality/PDF_EG\(1999\)3_E.pdf](http://www.coe.int/T/E/Human_Rights/Equality/PDF_EG(1999)3_E.pdf)

of new policies. Thus, each step is linked to the stages in the regular policy cycle as shown below.

PICTURE 1. Gender should be mainstreamed through all the stages of the regular policy making cycle



Gender mainstreaming cannot replace “traditional” policies that have been designed to deal with specific problems related to gender inequality. Gender mainstreaming as a tool is applied to the existing regular policies or those that are being developed. The aim is to introduce ways to incorporate the gender equality perspective into the policy process, so that the specificity, interests and values of both sexes are taken into account. Gender mainstreaming and specific equality policies are dual and complementary strategies with the same goal of gender equality.

The Council of Europe’s report mentions five main reasons why gender mainstreaming is in the perception of the authors important:

1. It puts people at the heart of policy-making.
2. It leads to better government.

3. It involves both women and men, thus making full use of human resources.
4. It makes gender equality visible in the mainstream of society.
5. It takes into account the diversity among women and men.

Gender mainstreaming in the European Union

The EU, having enshrined the principle of equality between women and men in the Treaty of European Union, has long encouraged the governments of the member states to gender mainstream their policies. In the EU gender mainstreaming is defined as a strategy which supports gender equalisation efforts and promotes the development of equal opportunities for women and men. The implementation of gender mainstreaming in political targets, laws, directives and development programmes is therefore strongly promoted.

Gender mainstreaming plays an important role in the European Commission’s Equal Opportunity Policy.³ Another document developed by the European Commission--“Roadmap for Equality Between Women and Men 2006 – 2010”--speaks of monitoring and enriching gender mainstreaming in several important areas:

- Equal economic independence for women and men;
- Reconciliation of private and professional life;
- Equal representation in decision-making;
- Eradication of all forms of gender-based violence;

³ http://ec.europa.eu/employment_social/gender_equality/index_en.html;

http://ec.europa.eu/employment_social/gender_equality/gender_mainstreaming/roadmap_en.html

- Elimination of gender stereotypes;
- Promotion of gender equality in external and development policies.

Gender is and will remain a point of interest in the guidelines for employment growth and the “open method of coordination”, which concerns policies on pensions, social inclusion, health, care and other matters. Consequently, the gender dimension will also be applied in European health policy and European research policy.

The European Commission has formed several informal expert groups - the High Level Group on Gender Mainstreaming and the High Level Group on Gender Mainstreaming in the Structural Funds – whose aim is to investigate and advise the Commission on issues of gender mainstreaming.

Preconditions for gender mainstreaming strategies

The essential element in the definition of gender mainstreaming is its stress on policy processes. Gender mainstreaming incorporates the gender perspective into regular procedures and routines, as well as into the responsibilities and capacities of the organization. It is also about organizing the use of gender expertise in policy-making, applying the methods for gender analyses in this process, and ensuring the consultation and participation of relevant groups and organisations in the process. If this is not done, then clearly gender mainstreaming has not yet started.

Gender mainstreaming usually involves a *reorganisation* of policy processes, because all too often existing procedures and routines are gender-blind or gender-biased. In contrast to the standard assumption of policy makers and policy making organisations that their work is gender-neutral, it has been proven that gender differences are in many cases not recognised, and the assumptions are biased in favour of the

existing unequal gender relations. Mainstreaming the gender perspective in general government or municipal policy means considering the implications for men and women of all intended activities (e.g. legislation, policy measures, and new programmes) in every relevant field and at every relevant level and stage.

For gender mainstreaming efforts to be successful, the following conditions need to be in place:

- *The political will at the top of an organisation to make gender mainstreaming a success;*
- *A structure in which gender mainstreaming can be shaped, meaning that there are clearly defined responsibilities and clearly defined accountability for the results of gender mainstreaming policy;*
- *The presence of gender expertise inside the organisation;*
- *The availability of financial and possibly other means;*
- *The availability of relevant gender segregated data to measure both the relevance of the gender perspective in a particular field (making a gender analysis) and the progress of the gender mainstreaming process (monitoring the results).*

Techniques and tools used for gender mainstreaming

A range of techniques and tools are used for gender mainstreaming. They can be separated into three main sets:

1. analytical,
2. educational,
3. consultative and participatory.

Analytical techniques and tools

The main tools in this category are: statistics split up by sex; surveys and forecasts regarding gender relations; cost-benefit analyses from a gender perspective; research and gender studies, checklists (setting out objectives, describing actions to be taken), guidelines and terms of reference.

Gender Impact Assessment originates from the environmental sector but has been adapted for the use of mainstreaming. It can be defined as a screening of a policy proposal to assess the different effects on women and men and whether their needs are equally taken into account.

Gender Budget Analysis examines public finance from a gender perspective.

Monitoring, which consists of regular reporting and meetings, is also a tool to prepare new policies.

Educational techniques and tools

Educational techniques contain two main aspects: awareness-raising and transfer of knowledge.

Awareness-raising aims to make people sensitive to gender issues. Gender sensitivity training helps the actors normally involved in policy processes to detect gender issues and develop policies which take gender into account. Passing knowledge through training courses is important in many different aspects. Moreover, it must begin with the highest levels of management. Gender experts should at least temporarily join units working on gender mainstreaming. Manuals and handbooks (to be used during and after the training) need to be available. In terms of the transfer of knowledge to the larger public, booklets and leaflets for the general public or educational materials to be used in schools are especially important.

Consultative and participatory techniques and tools

The examples of these techniques are: think tanks, working or steering groups (interdivisional and interdepartmental collaboration); special measures to ensure the participation of women in decision-making bodies; conferences, seminars, aimed at informing the public and those concerned by the policies; hearings (to help people participate in the policy-making process).

The gender mainstreaming tools in this category are very important as they make gender equality experts and other (“mainstream”) experts work together.

Gender mainstreaming – success factors⁴

Gender equality is an area of knowledge. Education and knowledge of the subject leads to new insights, understanding and changes of attitudes. Discussions about gender issues that make peoples’ thoughts and values visible in the organisation are also important parts of the gender mainstreaming process.

A variety of interacting factors influences the gender mainstreaming process in an organisation and affects the results. Working with gender equality issues is not easy and requires support from all sectors. Giving priority to the issue and obtaining meaningful involvement and support from leaders, management, and directors is of the utmost importance for sustainable gender mainstreaming. Involvement is indeed necessary at all levels if gender mainstreaming is to be successfully integrated within the organisation. Responsibility for this type of work cannot be left to one person; if top management does not take responsibility or give priority to the gender mainstreaming work, the process will fall behind or even fail. Gender

⁴ This part of the manual was written by Syvonne Nordström, Gender Equality Project Manager, County Administration of Jämtland, Sweden

mainstreaming deals with changing organisational structures. It's about challenging old traditions and power structures, and therefore the work must be carried out with the greatest commitment.

It is important to work systematically, to review and make current situation analyses from a gender perspective based on statistics divided by gender, and to have methods for the operational work. Systematic work requires short-term and long-term goals as well as time frames. It also involves specifying which people are responsible for different activities and suggested measures. Allocation of time and resources, people, engagement, daily work routines, and endurance play a decisive role. Routines for following up the gender mainstreaming process are equally important. Dissemination of good practices is also vital, because they may act as models for others.



GENDER ANALYSIS, THE 3R METHOD, ACTION PLANS

Gender mainstreaming is not an easy strategy to follow. For it to be successful, authorities usually need to have appropriate and explicit gender statistics which would allow them not only to indicate gender equality problems in a chosen field, but which would also lead to ways of resolving them. Nowadays statistics are usually collected with a gender perspective. In some countries, foremost in Nordic countries, this has been done for a number of years. Other European countries also try to follow the requirements set for the collection of gender segregated statistics.

The availability of gendered data is ever increasing on the national level. On the level of local governance, we still frequently observe reluctance to use existing region-specific gender statistics or a lack of such data in general. Since knowing the exact situation of women and men is of paramount importance for gender mainstreaming policies to be successful, it is essential that municipal authorities have gender data at their disposal. The primary purpose of this chapter is therefore to present the **3R method** which offers a simple way to gather needed data and to utilize it to identify gender differences and to look for solutions

if those differences lead to unwanted inequality between women and men in a given field.

Following this aim, the chapter will also provide:

- A brief overview of the analytical methods in gender mainstreaming: gender analysis and the *assessment of influences from the gender perspective*;
- Information on the possible action plans (the so-called R4) to be drafted after the 3R analysis is done;
- Present examples of 3R investigations done in the partner countries – Bulgaria, Estonia, Lithuania – as well as other European countries that have a longer experience of using the method in the work of municipalities.

ANALYSIS FROM A GENDER PERSPECTIVE: INTRODUCTION

As was outlined in the previous chapter, one of the strategies to achieve equality between women and men in different domains of life is **gender**

mainstreaming. This strategy supposes that gender equality principles are part of all policies and activities of the government, as well as municipal authorities. In the planning, implementation and evaluation of state, regional and institutional strategies and policies and plans of activities, the different needs and social standing of women and men must be considered. The effect of the implemented measures on women and men in society must be taken into account.

In order to draft plans for changes, it is necessary to have gender segregated statistical data and prior analysis of the strategies, policies and action plans from a gender perspective. Therefore gender analysis and assessment of influences from a gender perspective are used as analysis methods in gender mainstreaming cases.

Analysis from a gender perspective is part of a socio-economic analysis, which:

- helps to understand the situation from both female and male perspectives;
- helps to identify rights, responsibilities, accountability, and equal/unequal opportunities between women and men;
- provides a new way of assessing issues, that is, it helps to adopt a gender sensitive approach;
- complements the tools used in the development of different policies and measures;
- is a working tool primarily for those officials whose task it is to develop and implement policies, programmes, plans of action and services;
- is a working tool for interest groups (e.g., non-profit sector, social partners) involved, or those who wish to be involved, in the development and implementation of policies, programmes, plans of action and services;
- changes and becomes more comprehensive as

new research appears on the causes of inequality and its effects.

Up to the date experiences of the Baltic countries and Bulgaria in the field of making gender analysis are quite limited. A greater diversity of gender analysis methods and a longer experience of applying them are offered by the Nordic or other EU countries. Information provided in this chapter therefore often relies on the data and examples from these countries.

WHAT ARE THE REASONS FOR AND OBJECTIVES OF GENDER ANALYSIS?

Socio-economic analysis from a gender perspective is the basic mechanism for the advancement of gender equality. It is also the first step in noticing differences in women's and men's situations. The analysis helps to take into account the different situations faced by women and men and to remove barriers and obstruction which limit equal participation in all spheres of life. Thereby it supports social and economic development.

With the help of gender analysis, differences in the lives of women and men are explained, including those which cause social and economic inequalities. The results of the analysis help to introduce a gender perspective in the development of policies and the provision of services. It also makes it possible to study the causes of inequality and make efforts to introduce changes that would positively influence the person or a group of persons in a disadvantaged situation.

Analysis from a gender perspective proceeds from the view that:

- *women's and men's lives, including their experiences, needs, and interests are often different;*

- *not all women and men have the same kind of life; similar interests and needs in both groups may be the result of other factors (disability, nationality, age, income, employment) that determine their status;*
- *different individuals should not be treated in the same manner.*

Analysis that takes into account a gender perspective is fundamental to the comprehensive study of the differences between women and men, and it must exclude the possibility of the results leaning on prejudice and stereotypical thinking. This logic suggests that socioeconomic policy objectives and international agreements on gender equality cannot be achieved when the approach is gender-biased. In reality, the following stereotypes are still influential, e.g. there are more women in low-paying jobs since they prefer family attachment to stronger career engagements. Men, on the other hand, as the primary breadwinners of their families are expected to earn more and many feel this well justifies the existing gender pay gap. Studies show, however, that the causes for gender differences, in fact, lie in the barriers erected by society or the employer; they limit women's opportunities on the labour market, and employers often prefer men without an objective justification.

Gendered analysis helps to make women and men visible as different social groups.

In one way or the other all policy decisions and measures affect people's lives. In some groups women and men are equal, while in others they are not (single parents, part-time workers, pensioners, disabled pensioners). Decisions and laws that affect part-time employees affect women more than men, since a greater percentage of part-time workers are women; among disabled pensioners, men are affected more since their numbers are greater in this group.

The public sector may benefit significantly from

introducing a gender perspective in their actions. In order to secure an effective gender strategy, the following conditions are necessary.

1. Political will, institutional and legal requirements, and the understanding that all policies and programmes must provide equal results for women and men;
2. A critical approach to various situations and willingness to see gender differences in them (understanding causes of gender stratification, application of research results, collection and use of statistical and qualitative data).

Gender analysis seeks to effectively assess and apply measures, services, programmes and action plans to provide equal benefits to both women and men.

It is important to give answers to certain gender oriented questions when analyzing the existing policy decisions:

- Can women and men use their rights equally?
- Are women and men equally represented?
- Do they have the same opportunities to participate?
- Do they have equal responsibilities in a given sphere?
- Are women and men equally accountable?

In other words, when considering statutes, coalition agreements, programmes, action plans or other policy documents, it is necessary to consider how, and in which spheres, the population is being influenced and where is it practical to set and to follow gender equality objectives.

Gender analysis can reveal whether significant differences between women and men exist in the following spheres:

- *economic situation;*
- *parenting and reconciling professional and family life;*
- *recruitment, employment, vocational and professional training and career;*
- *possibilities of influencing decision-making;*
- *health and illness, and access to medical services;*
- *security and freedom from violence;*
- *use of leisure time, pursuit of interests;*
- *possibilities of participating in civil society activities;*
- *other spheres essential for advancement of equality.*

For an effective gender analysis it is necessary to consider the following aspects:

- The availability of relevant and up-to-date gender segregated data (official governmental and municipal statistics or other available data) must be taken into account.
- Spheres where gender data is lacking or is inadequate need to be indicated.
- Statistical data should be collected and analyzed in a way that makes it possible to compare women's and men's situation in a given field and under all categories.
- Likewise, other quantitative and qualitative data must contribute to the analysis, making it possible to consider both women's and men's situation.
- Both governmental and private sector research results must be used.

Whenever conclusions have to be drawn, based on a study, the matter must be thought through and analyzed from both women's and men's perspectives.

The following steps are very important when trying

to make an effective and objective gender analysis: (1) making use of available information; (2) consultations and social dialogue; (3) feedback from community.

Using different available data for gender analysis is essential. Likewise, it is important to know all relevant regulations established by law.

The drafting of any kind of policy requires consultations with different groups. Those whom the decision, policy, measure or service is going to affect need to be given a right to take part in the consultation process. The members of the group being consulted should also be given time and possibility to discuss the issue. Moreover, consultation and discussion should precede the drafting of the policy or measure.

Feedback from the community is a part of the consultation process, especially when reviewing or revising existing policies, measures and services. Interest groups, consumers, service agencies and other key individuals are good sources of information.

3R METHOD AS A TOOL TO COLLECT DATA AND INFORMATION

Effective gender mainstreaming requires political readiness to achieve gender equality. Policy makers rarely know what means are available to achieve gender equality objectives. Politicians, administrators can use a number of methods, especially for gender analysis. One of them is the 3R method which is a simple, but effective tool for gender analysis.

Political decisions, including those not directly addressing gender equality, affect women and men in different ways since their everyday lives differ. Policies that apply the principles of gender equality take into account such difference without intensifying the differences arising from gender.

The 3R method is designed to provide an answer to the question of how to connect gender equal-

ity principles and objectives to a concrete sphere of activity of policy makers. Instead of talking about gender equality in general, it is possible to discuss how norms we follow in our work either oppose or support gender equality in our field of competence. In other words, the 3R method is an analytical tool that can be used to obtain information for the purpose of the systematic application of gender mainstreaming to a concrete activity.

The 3R analysis makes it uncomplicated to collect facts and information about women's and men's situation in a certain sphere of life or organization and to analyze these facts and information. In other words, it enables us to provide answers to questions about the distribution of power from a gender perspective, about the role of gender in the establishment of structures and organisational solutions, and about gender standardisation within the different areas of municipal activity.

When choosing a field for the 3R investigation it is important to concentrate on municipal or community issues that can be directly influenced by the persons doing the investigation, their colleagues or superiors. This is to guarantee that the possibilities or the needed authority will be available to change the situation after the 3R analysis reveals existing gender inequalities. To ensure that the results are the most efficient it is important to choose a concrete and narrow area. This will those who are doing the analysis will not be overloaded with work of and will ease the processing of data.

Gertrud Aström and the Swedish Association of Local Authorities created the 3R method in the mid-90s. Mostly local governments have used this method to examine and analyze the extent of women's and men's influence in municipal offices, their contacts, and the existing gender norms. A number of other organizations in Sweden and abroad have also successfully used the 3R method when pursuing their gender equality goals.

The 3R method can be used in different contexts. It was developed to assess the gender influence of communal projects. Today, however, it has been applied more broadly to analyze organizations and programmes from a gender perspective as well as in other areas.

*The Rs in the method stand for
Representation, Resources and Realia.*

*The purpose of applying the method is to get an
answer to the question*

“Who gets what on what conditions?”

The table below gives a structured overview of the three stages of the investigation method. The objective of the method is to gather *quantitative* gender-segregated data within the two first stages of analysis – Representation (R1) and Resources (2) - and to use it for the third *qualitative* stage of analysis – Realia (R3) – with the aim of opening the discussions about the gender patterns and inconsistencies revealed.

R1 - REPRESENTATION	<p>WHO? Decision makers Personnel Consumers</p> <p>The key questions to be asked are: How many women and men are there in different decision-making levels? How many women and men are responsible for the implementation of these decisions? How many women and men benefit from the service and how many women and men use the service?</p> <p>Results – quantitative.</p>
R2 - RESOURCES	<p>WHAT?</p> <p>The key questions to be asked are: How are the following available resources distributed among women and men: money; time; knowledge and information; room; other human resources, e.g. attention.</p> <p>Results – quantitative.</p>
R3 - REALIA	<p>WHAT CONDITIONS? WHAT NORMS?</p> <p>The key questions to be asked are: Does the qualitative data reveal certain gender patterns? Do the gender patterns correspond to gender equality objectives? What is causing gender inequality? What are the principal norms, values, and stereotypes that lead to different treatment of women and men?</p> <p>Results – qualitative.</p>

Below you will find a more explicit explanation of the each of the stages of the 3R analysis and see a list of possible questions to be investigated through the study.

R1 – Representation

At this level, representation and participation of men and women is counted in a given activity. The objective is to see how many women and men are

among the decision-makers, among the employees that implement those decisions and among those affected by the adopted decisions. One should realize that the scope and contents of the decisions, the time frame for their implementation, allocation of needed resources as well as priority in relation to other decisions is often dependent on those who adopt those decisions. Both the official and unofficial decision-making processes should be observed.

Helpful questions:

- *How many men and how many women?*
- *What positions are held by men and women?*

Women and men can be counted in the following groups of people: local governmental officials, members of municipal councils, heads of enterprises or organisations, executive personnel of administrations, businesses or NGOs, clients, citizens, consumers of goods and services, job seekers, etc. How are women and men represented at different levels, councils, executive committees, commissions, chairmanship, contact groups, administrative apparatus, activities?

It should be noted that the relevance of the persons in question might change depending on the issue studied. The decision makers in one field might become the executive personnel or even the consumers of those decisions in some other field.

For example, in the provision of social benefits, the employees of municipal administrations are counted as personnel: indeed, they provide services to the people in need. But if the object of the study is the career possibilities of the servants, then the same people would be analysed as users, as the decisions adopted by the administration would affect their career paths directly.

Possible questions for the R1 analysis

Decision makers

- How many women and men are in leading positions?
- How many women and men are in local governments and commissions?
- How many women and men are at the head of commissions?

Personnel

- How many women and men are involved with the development of a new product or service?
- How many women and how many men speak at meetings?
- How many problems are raised by men and how many by women?

Users

- How many women and men has the commission contacted /engaged?
- How many women and men receive social services?

R2 – Resources

At this level of analysis the division of available resources between women and men in a given activity is examined. Resources considered in the analysis could be *time, room, money, knowledge and information, positive and negative attention, acknowledgement, social networks, access to information (incl. meetings and consultations), working conditions and available tools, new technology, transportation, etc.*

Helpful questions:

- *How are resources divided between women and men?*
- *How are the resources used by women and men?*

The aim of counting the R2 investigation is to collect quantitative data on the resources related to the analysed issue and to see how those available common resources are distributed between women and men.

The choice of the resources to be analysed depends on the way the problem is defined. If the 3R study is done at the municipal level, the same resources might be analysed from two different perspectives:

- the municipality as organisation
- the municipality as service provider.

Possible questions for the R2 analysis

- How long do women and men speak at local councils, commissions and other meetings?
- Are any gender-based regularities apparent that indicate preferences in terms of themes addressed and time allocated to each person?
- How much time is given to problems raised and the presentation of proposals by women and men at the meetings?
- Do women and men have access to the same information?
- What information about an activity or project is important to a participant? Who receives it?
- What information is given to which groups and when? At the beginning of the process or later?
- To what meetings are different groups invited? Is one group invited more often?
- Do women and men have same time to participate at the meetings?
- How can women and men use public space? For example, rooms to play sports, to found a new business, for training sessions, etc.
- How large are the rooms available for activities for girls and for boys in educational facilities?
- How are financial resources divided among men and women (wages, loans, benefits, fees, etc.)
- How large are the social services received by women and by men?
- Who is studying, what and when? Who is paying for it?
- Who participates in the planning of projects, in the study trips, training sessions and the everyday implementation of the project?

R3 – Realia

The aim of this study stage is to answer the following qualitative questions resulting from gender differences revealed by the R1 and R2 quantitative analysis:

- Why are representation and resources divided between women and men in this manner?
- What is the reason for the present representation of women and men and the distribution of resources between women and men?
- What norms, prejudices, and stereotypes govern the revealed gender patterns?

The analysis of the actual situation – the so-called *Realia* - tries to arrive at the essence of the matter. What is actually being done? Why is it done this way? Whose needs are being satisfied? Are women's and men's needs being satisfied equally? Are women and men as users of services being treated as human beings with their particular needs? Or are attitudes toward women and men different, and are different demands made of them due to their gender?

In order to answer these questions it is necessary to analyze the collected data, to discuss and, if possible, to consult gender mainstreaming experts. The answers show what is considered self-evident: the norms and insights that usually predefine the expected roles for women and men, as well as the gender-based division of resources. With the help of these answers it is possible to know by what standards women and men are treated in an organisation and how it affects the work of the organisation. The answers also help to identify whose needs and interests are satisfied by certain decisions or in certain domains of life (e.g. the provision of municipal services).

It is not easy to draw objective conclusions on what might explain the results of the R1 and R2 investigation if they reveal obvious inequalities between women and men. In order to see the reasons one

needs to have a critical and attentive stance towards the issue under investigation and the behaviour of the persons involved (municipal employees, community representatives or others). The person conducting the investigation needs to find an answer to the following question: to what extent is the issue under investigation or the behaviour of the people involved influenced by the prevailing social practices, power relations between genders, traditions, and perceptions of what is to be regarded as feminine and masculine?

The aim of the R3 investigation is to pay attention to social phenomena, which due to their triviality are invisible at first glance. We tend to regard certain gender patterns as natural and self-explanatory. They make up a part of our lives, and we do not even give thought to their origin. For example, girls are better at school than boys; women take care of children and men earn money; men like football, and women like aerobics; men are directors and women are their secretaries. All these are gender stereotypes, and the R3 investigation should seek to identify and explain them. It is of the utmost importance to learn which perceptions based on the prevailing gender norms and traditions determine that women and men appear to be on a different footing when decisions are made or available resources are distributed.

Possible questions for the R3 analysis

- What is not equal between women and men in a studied area? What are the possible causes for this?
- What gender patterns or gendered behaviour is treated as given? Which of them are depicted as abnormal or negative?
- Which gender differences are inborn? Which are formed by socialization, upbringing, societal pressure or social environment?
- For whom is the stereotypic depiction of reality beneficial?
- What influence does the stereotypic perception of gender roles make on the decisions adopted, documents and policies developed or the actions undertaken?

- Why do meetings and the administrative apparatus devote different amounts of time to different questions?
- To what extent are women's and men's experiences and knowledge appreciated in the commissions?
- Why do men speak more than women at commission meetings?
- If women and men do not have equal access to information, why is it so?
- Why do women and men not have equal opportunities to participate at meetings?
- How can work schedules be changed so that both women and men can participate at meetings on equal basis?
- Why are school committees in greater contact with women than men?
- Why are girls mostly playing with dolls in the corner of the room while boys have the run of the whole kindergarten room? Does the staff encourage that?
- Do women and men under investigation understand the difference of their situations?
- Why do not women and men undertake actions to overcome inequality?

3R ANALYSIS: CONCLUSIONS

In order to successfully integrate gender mainstreaming into municipal activities, it is necessary to have answers to all three Rs. Representation, resources, realia—all of them are necessary for the consideration of gender aspects in an organization or a workplace, as well as its relations to the outside community. The first two Rs concern the collection of necessary gender statistics and data which is often missing in most of the studied fields.

After that, it is possible to discuss why things are as they are. Information about representation and resources gives the basis for discussion on *realia*. During the course of such discussion the current situation is compared to the gender equality goals set for certain organizational areas or society at large.

It is not any less important what the organisation, the local community and the whole society would lose if men and women do not have an equal opportunity to realize their potential. There are no easy answers; an open discussion is needed for this purpose.

DESIGNING THE ACTION PLANS

Using the 3R method gives an overview of how things are being done and funded at the moment and what kind of changes must be made while bearing in mind women's and men's different needs.

Nevertheless, earlier experiences have shown that data collected and analysis done could remain unused if no changes are made in the objectives, development, action plans and direction of the local government, township or an organisation. Therefore we could add a fourth R to the method: **Realisation**. In this case, the R4 would represent the stage of necessary changes to the existing situation, the formulation of new objectives, and the design of measures for the implementation of gender equality principles in the studied field.

At this stage, answers need to be found to the following questions.

- What steps have to be taken in order to achieve gender equality?
- How can we, together with the leadership, formulate new vision and goals in order to make the activities of a local or regional government or an organisation more effective, while simultaneously changing gender attitudes?
- How can we measure the influence of the gender analysis results?

There is a well-instituted practice of local authorities setting strategic goals and designing development

plans. Rarely though, these are gender sensitive or include concrete gender equality goals. The 3R analysis therefore may well serve for a review of these regular municipal action plans from a gender perspective. Therefore, the R4 may well focus on adapting the general municipal goals to gender equality objectives to consider the needs of both women and men in all parts of the existing plans, as well as allocating resources (not least financial) for their implementation.

It is better to proceed step-by-step when gender-sensitizing municipal action plans and local budgets. During the first year, changes should be sought in two or three areas of the gender sensitive action plan. Every year thereafter a couple more areas should be regularly added.

The Council of European Municipalities and Regions in its European Charter for Equality of Women and Men in Local Life (2007)⁵ has urged the local and regional governments to compile gender equality advancement action plans and programmes and their implementation and to ensure that their implementation is supported with funds and human resources.

If the 3R investigation was made in a narrow field of somebody's competence and nevertheless has revealed certain gaps related to gender, a more specific and simple equality action plan may be drawn in response to the collected data. In this case it is advisable to formulate several concrete, clear and achievable goals aimed at a shorter or a longer period of time. The persons who draft this action plan should concentrate on the implementation of goals they will be able to directly or indirectly influence.

Otherwise, achieving the set goals might be extremely complicated.

The action plan may focus on the following issues:

- changing gender stereotypes, which place women and men, girls and boys within a certain limited social role;
- creating equal conditions for women and men;
- encouraging balanced representation and participation of women and men;
- ensuring that women and men, girls and boys are allotted similar resources (time, space, money, etc.) and have equally beneficial possibilities to use them.

The success of the expected outcomes usually depends on the availability of financial or human resources. Therefore the gender equality goals should not be too far-reaching. Besides, it is important that specific persons are responsible for their implementation and monitoring. Practice shows that the results are most successfully achieved when a concrete timetable for their implementation is set and responsibility is laid upon persons with decision-making power or others in high organizational positions.

On the Realisation (R4) stage it is necessary to come up with a common vision, then set concrete gender equality goals (or review the existing ones if they already exist). It is essential to name the necessary instruments for achieving those goals and, also, the devices for measuring the results. Only thereafter the implementation may start.

PRACTICAL RECOMMENDATIONS ON THE IMPLEMENTATION OF THE ACTION PLAN

The aim of this part of the manual is to give some

⁵ Please follow the link to find the English full text of the Charter: http://www.ccre.org/docs/banner_charter_en.doc

concrete recommendations that should be taken into account regarding the design and the implementation of action plans following the 3R analysis.

Vision

Try to analyse and explain how the activity is conducted and what must be achieved in order to have greater equality.

New goals and means

- Study the goals set until now.
- Do they correspond to the results obtained from 3R analysis?
- Are present goals sufficient or is it necessary to add new ones so that gender equality is included? If necessary, formulate new goals.
- Decide what measures are needed to change distorted views on gender.
- Decide what information is needed for the achievement of goals.

Evaluation and results

- Decide how to measure the results of the new goals.
- By what measures and indicators can the achievement of goals be measured at the conclusion of the activity (e.g. questionnaires, new studies)?
- Decide when and how to do the evaluation and the drafting of results.

Taking resistance into account

Inform all parties in advance of the changes. In order to carry out any kind of changes, one must always take into account in advance resistance, in case prior discussion about implementing the changes has not taken place in the organisation or with the different parties in the local government.

Also, in order to prevent resistance, training sessions and information dissemination meetings for officials

and members of organisations must be conducted before drafting and implementing equality activity plans.

Implementing the changes

Implement the changes and monitor the process regularly. The evaluation of results after an agreed upon time and their analysis by all parties involved is also very important. The achievements make it possible to improve the action plan and the following year's budget.

Escaping reproduction of gender inequality

It is essential when setting and implementing gender equality goals that chosen measures are well thought through and suitable for a given situation. Otherwise one might come up with completely adverse results than expected: stereotypic attitudes are reproduced or a concrete group of people receives even more resources than before or similar.

PRACTICAL EXAMPLES OF THE 3R ANALYSES

The aim of this part of the manual is to provide concrete examples of how the 3R method was applied in practice in Sweden and the project partner countries: Bulgaria, Estonia and Lithuania. The examples are described very briefly, but they should give enough insight of the spheres of municipal responsibility that might be investigated with the help of the 3R method. We hope the readers will be motivated to investigate the same topics in their municipalities or even get inspired to look for gender equality in other domains.

I. Swedish investigation on the provision of social services

Individual needs should be considered in the provision of social services. Studies in Sweden show, however, that stereotypes about women and men influence both the way social services are offered and

the form in which assistance is suggested to women and men. It is usually expected that women will manage on their own with less help from the outside better than men. That may be one of the reasons why men receive larger social security benefits than women. For example, fathers who face social problems are considered more helpless than mothers in the same situation. Older women caring for an ailing husband receive less assistance from home-aid workers and relatives than do older men caring for their ailing wives. Officials make decisions influenced by their stereotypical attitudes toward women and men. In turn, their behaviour reinforces gender stereotyping.

The 3R analysis made in this field has been useful in recognizing the distorted views and breaking the behavioural patterns influenced by gender stereotypes. The aim of undertaking the gender analysis was to make the social provision system more gender equal, that is, to ensure that women and men receive assistance according to their individual needs.

Representation (R1)

- What is the share of women and men in the population receiving social services?
- How many men and how many women receive home-aid?
- What is the proportion of men and women among people caring at home for the old?

Resources (R2)

- How much money do women and men get as support payments?
- How much time is given at home to an ailing woman and how much to an identically ailing man?

Realia (R3)

- What concepts are used to decide who receives home-aid?

- If, in the case of men receiving social support, the proportion of social services given to old and disabled men is larger than women in identical situation, what is the reason? Is it because officials have different attitudes regarding women and men, and greater attention is paid to men's needs than to women's?

Implementation

- Are new services being planned?
- How many women and how many men are involved with the drafting of new services?
- How many men and women are going to receive these services?

II. Investigation of local transportation planning

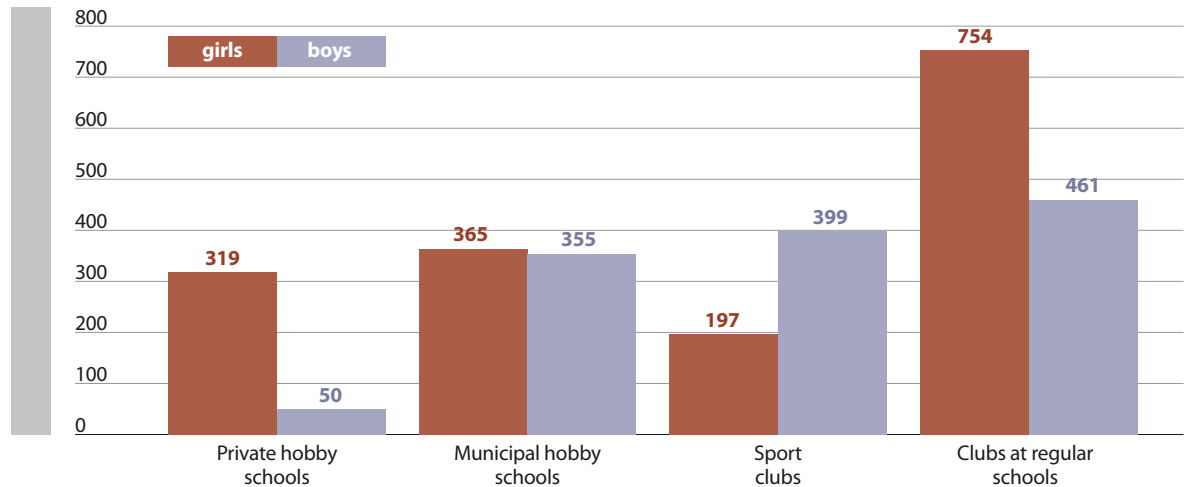
Representation (R1)

- What is the ratio of women and men in the group drafting local planning?
- Where are the women and where are the men?
- What is the ratio of women and men among automobile drivers, bicyclists, pedestrians, and users of public transportation?

Resources (R2)

- To what extent do women use public places in buildings and open spaces and to what extent do men?
- How much investment is made in places visited primarily by women and in places visited primarily by men?
- How much money and resources in terms of time is invested, for example, in the construction of a new highway system?
- How much is spent on a new playground?
- What do you get by saving an hour driving a car?

Participation of pupils



- What do you get by saving an hour using public transportation?

Realia (R3)

- What criteria are important in a general plan?
- How does the commission justify investing considerably more money into the highway system than playgrounds?
- Planning public transportation: what distance does an average passenger usually ride?
- Does it fit with women's and men's set patterns of travel?

III. Gender equality extracurricular activities in the City of Kuressaare⁶

Description of the problem

The proposal for the study was made at the Kuressaare

City Council and is important for the mission of the Department of Education and Cultural Activities, particularly in the drafting of the budget and the action plan. There have been discussions for years about the lack of technical equipment to provide activities such as automobile repair and woodworking for Kuressaare's boys.

Aims of the study

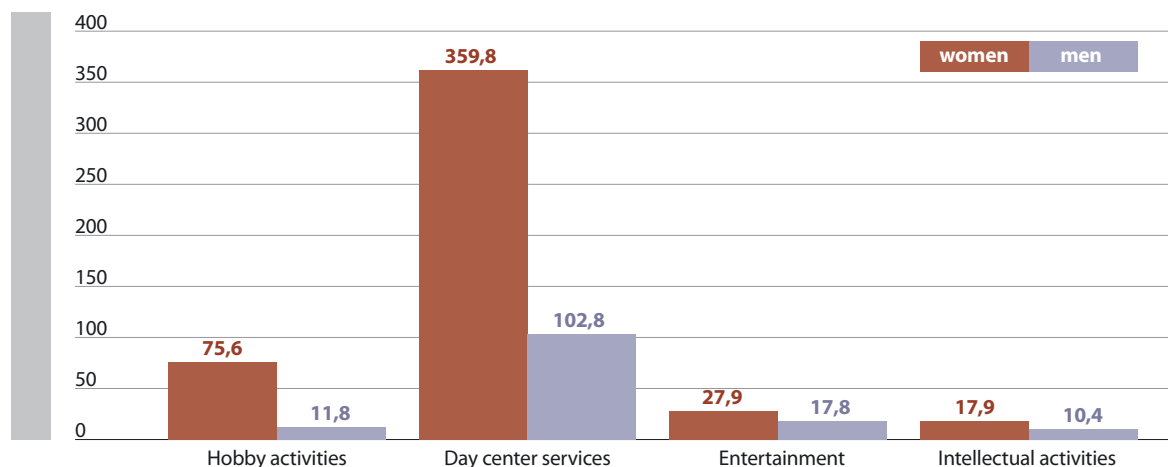
School age boys and girls studying at Kuressaare's schools in grades 1 through 12 were the target group of the study. The study sought to provide an overview of recreational activities for boys and girls in Kuressaare and to verify the hypothesis that school age boys have fewer recreational activities than school age girls.

Collected data: R1 and R2 (January 1, 2007)

Extracurricular activities were pursued by 1.635 girls and 1.265 boys, for a total of 2.900 pupils (including municipal and private schools and hobby and sports clubs). However, the overall number of girls and boys in that age group however is almost equal. Thus the study affirmed the hypothesis that fewer boys than girls are engaged in extracurricular activities.

⁶ **Authors:** Kuressaare City Government officials Vilma Kippak, Lindia Lallo, Rita Tamm, Õilme Salumäe, Aili Saar

Division of the budget for leisure activities between women and men, thousand crowns



Action plan

- To find out what boys and girls expect in the area of extracurricular activities and take their expectations into account.
- To give special attention to the gender equality aspects in the allocation of funds for recreational activities.
- To monitor the situation regularly in order to have adequate feedback.
- To present the study results to service providers and encourage them to make changes which would bring about gender equality.

IV. Offering services of interest to seniors at Kuressaare⁷

Description of the problem

⁷ **Authors:** Kuressaare city government officials and Council members Monika Lember, Helle Kahm, Marika Saks, Laine Tarvis, Juhan Nemvalts

The basic criterion for the provision of service is the resident's age, and thus the target group's gender distribution normally gets little attention or is completely ignored. Imperceptibly, this can happen whenever policies are designed for seniors by local governments; not all target group members are considered. The danger is that limited resources tend to benefit one group at the expense of the other, based on the resident's gender.

Aims of the study

The principal goal of the study was to find out how men's and women's interests are represented in organizing Kuressaare's recreational activities for seniors. The authors followed the hypothesis that more attention is paid to senior women than senior men when it comes to leisure activities, and as a result more municipal money is spent on senior women than men. The target groups were both the service users and the service providers.

Collected data: R1 and R2 (May 1, 2007)

- The users of free-time services averaged 65-75

years of age. The total number of people in that age bracket in Kuressaare were about 269 men and about 405 women. These numbers defy the general opinion that there are too few men in that age bracket are to target them for the provision of recreational activities.

- Proportionally, more women than men participate in recreational activities. Yet, the percentage of men and women participating in free-time activities is about same: 36 percent of women and 32 percent of men.
- Kuressaare's budget allocates 55 percent more for leisure activities for women than men, as demonstrated by the fact that men use the services and rooms at the senior day center less than the women.

Realia (R3)

- Men's lower participation might be explained by the fact that the services that attract them are offered less than once a month. As a result, men's participation rate (32 percent) is deceptively low.
- The creators and administrators of the free-time activities are women. However, day center patrons have expressed concerns that authorities responsible for senior day centers acted without regard to gender and failed to take into account the fact that women and men might have different needs, interests and expectations.
- Funds for services targeted to women are covered from the regular budget of the day center, while activities that are of more interest to men are financed on an individual project basis.
- While the Seniors' Association considers the gender aspect, other organizations do not pay attention to it.

Action plan

- Together with the seniors' interest groups, determine the expectations of both genders.

- When allocating funds for recreational activities, to pay special attention to the gender perspective.
- To monitor the situation regularly in order to have adequate feedback to the services.

V. Offering school sports facilities suitable for girls and boys⁸ in Sofia⁹

Description of the problem

The identified problem was the weak participation of pupils in both curricular and extracurricular sports activities practiced in the school sports facilities, which has negative effects on students' health and physical development. Usually, the low participation rates were due to the unsatisfactory conditions of the sports facilities. The authors were interested in finding out why this impacted girls more than boys.

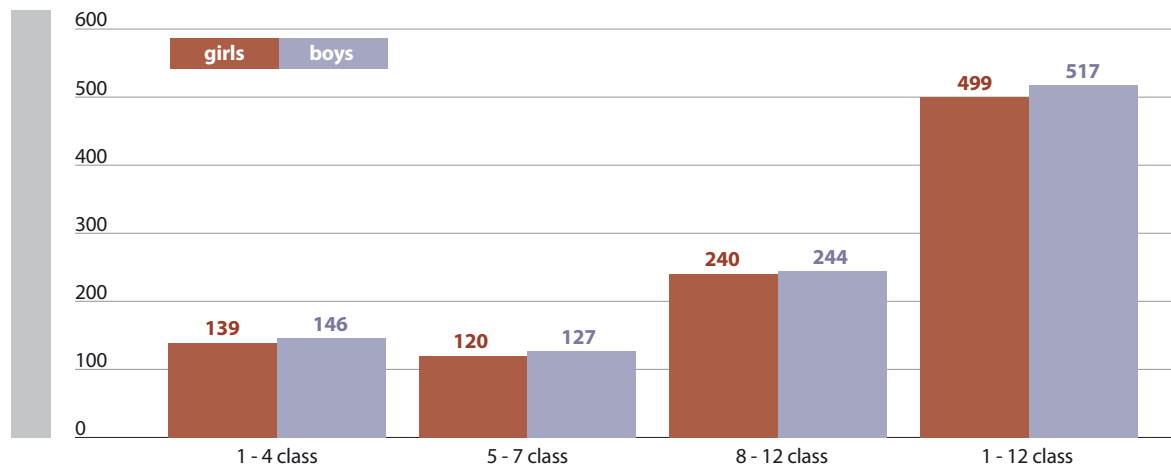
Object of the study

The survey considered the data from a representative school in Sofia which was chosen because it had pupils of all age groups, relatively equal gender distribution among the pupils, and its own sports

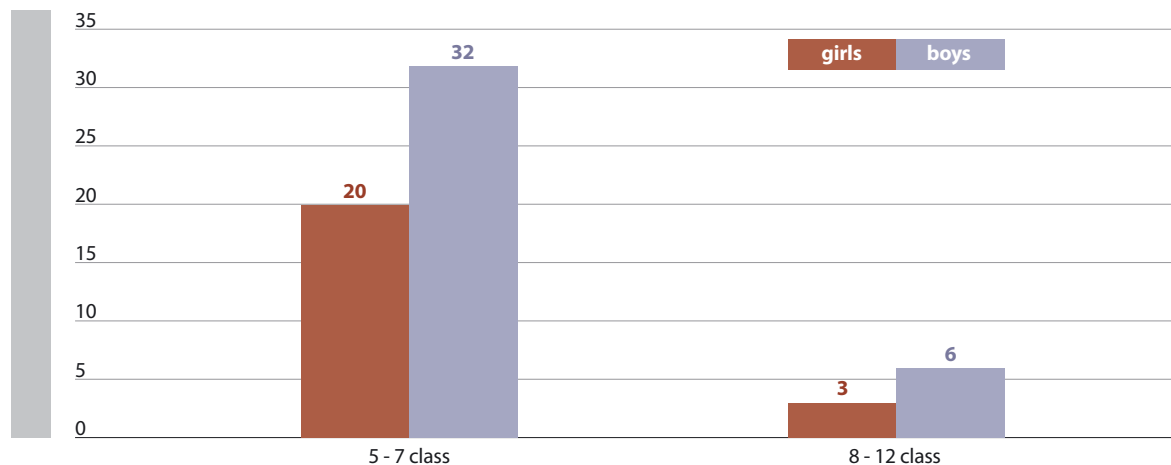
⁸ **Authors:** Directorate of Sports and Prevention of Dependencies, Sofia Municipality: Irena Dimitrova, Director, Pavel Ivanov, Chief Expert, Chavdar Velinov, Senior Expert. Contacts: phone: +359 2/9810649, e-mail: bowlingfest@abv.bg

⁹ Under the project seven micro-surveys from a gender perspective were conducted in Bulgaria. They covered the following areas: sports and education, teaching in kindergartens, services provided to senior citizens and people with disabilities, public safety and improvement of tourist services and analysis of project proposals. The surveys were aimed mainly at identifying whether men and women and boys and girls have equal access and equal opportunities to use the municipal resources as well as what the existing or potential risks, obstacles and threats are. The English executive summaries of all surveys conducted in Bulgaria are available online at: www.cwsp.bg

Number of pupils by age group and gender



Pupils practicing sports by age group and gender



facilities for curricular and extra-curricular sports activities. The survey focused on the use of school sports facilities by the female and male pupils from different age groups and on the general conditions of the sports facilities.

Aims of the study

The study aimed to determine the main trends regarding the participation of students in sports activities from a gender perspective and make recommendations for more gender equality.

Collected data: R1 and R2

For all age groups the number of girls and boys was approximately equal.

However, only 32 boys and 20 girls from the 5th -7th classes and six boys and three girls from the 8th -12th classes practiced a sport. Furthermore, the proportion of boys and girls practicing sports was two to one respectively for all age groups.

The school had its own gymnasium and outdoor playgrounds for basketball, football, and volleyball. The school received a municipal subsidy of 50.000 BGN to repair of the gymnasium and the locker rooms. In addition to the regular classes, the sports facilities are used by the school's sports sections and by external clubs based on an agreement with the school, ensuring the participation of the pupils. The outdoor school sport facilities were mainly used by boys after classes and on weekends by neighbourhood men.

Realia (R3)

The R1 data clearly shows that the share of the pupils practicing sports was extremely low: 21.1 percent for the 5th through 7th grades and only 1.9 percent for the 8th -12th classes. (This data is not available for the 1st through 4th grades). There is an obvious and alarming trend of a decreasing number of pupils both in curricular and extracurricular sport activities as their age increases. The trend is especially obvious for girls. The share of girls practicing sports diminishes

nearly 13 times, from 16.7 percent to 1.3 percent. For the boys the decrease is nearly 10 times. Children, especially girls, were also reluctant to attend regular classes of physical education or to practice sports in their leisure time.

One of the reasons for that might be the bad condition and/or inadequate space of the indoor facilities, including the locker rooms, the bathrooms and the WCs. This has more effect on the girls than the boys, as the latter are less sensitive to poor hygiene conditions. Another major reason for girls' lower participation in sports is that the gymnasium and the playgrounds are more suitable for sports like football and basketball, which boys prefer.

Action plan

The school should:

- Conduct a poll to determine which sports are preferred by boys and which by girls, as well as the optimal time and place for practice;
- Try to attract more girls to sports like football, basketball, and martial arts for which there are more facilities. Such sports would help girls develop new skills and talents.
- Form sections for sports like badminton, volleyball, swimming, gymnastics, and yoga, which are usually preferred by girls.
- Introduce more interesting teaching strategies in physical education classes to motivate pupils, especially girls, to attend them.

The municipality should:

- Perform a full gender evaluation of the existing sports facilities and the type and amount of funds to be included in the Municipal Financial Programme for the renovation of the sports facilities;
- Renovate through the annual repair works the existing sports facilities into modern, multifunc-

tional gymnasiums and playgrounds allowing simultaneous practice of different sports in order to meet the different interests of girls and boys. This would ensure equal access and more equal use of this municipal resource and lead to a better quality of education in municipal schools.

VI. Professional training of unqualified workers in Ukmerge (Lithuania)¹⁰

Description of the problem

As in the rest of the country, unemployment in the Ukmerge region has been decreasing. However, the changing economic situation has created different opportunities for men and women. For the women who obtained a specialization through the professional training program, it was more difficult to integrate into the job market than for men because the main industries in Ukmerge are wood and metal processing factories, which are traditional spheres of male employment.

Aims of the study

- To assess if during the period between July and December of 2006 the same conditions to participate in the professional training program offered by the Ukmerge Labour Exchange Office were created for unqualified unemployed male and female workers.
- To ascertain how many unqualified individuals—men and women—were registered as unemployed.
- To investigate which types of professional training women and men select and what are the funds allocated to the different programs.
- To see how men and women who participated in

the training and acquired professional qualifications have integrated into the labour market.

Collected data: R1 and R2

Statistical information about the individuals who registered in the labour market in 2006 and the individuals who participated in the professional training program from July 1 – December 31, 2006 was gathered.

In 2006, 57 professional training programs were procured by the Labour Exchange Office. In the second half of the year, 130 individuals participated in professional training programs. For this training, 123.7 thousand Litas were spent. Eight women and nine men withdrew from the professional training program.

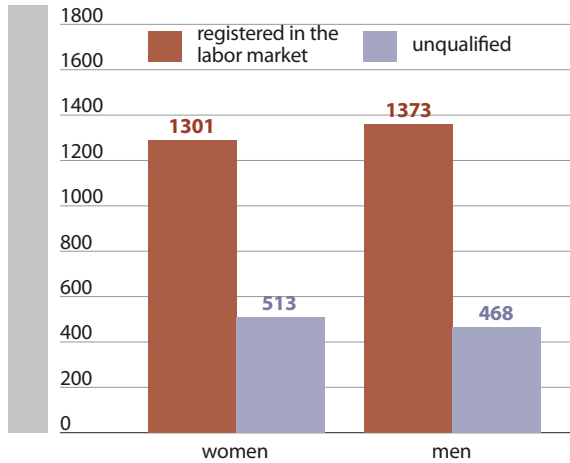
Collected data demonstrates that women were more likely to participate in the training program than men. Their training programs lasted longer, but the cost of training per woman was lower. For the women who completed the training program, the likelihood of finding a job was 20.3 percentage points lower than for men.

Realia (R3)

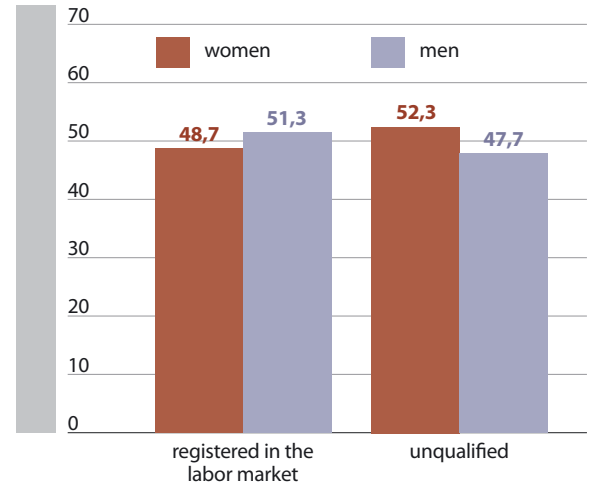
- Although women were more active in the training program, it was more difficult for them to enter the labour market and find a well-paid job.
- It is more difficult for women than for men to move to another town to search for work because traditionally women are expected to take care of the children and the household. This becomes an additional obstacle when trying to obtain employment.
- The career choices of men and women reveal a segregation that characterizes the Lithuanian labour market. Women selected training for traditionally female professions, such as hair stylist or manicurist. Men opted for “male” jobs, such as a brick layer. However, the wages in the service

10 Study was performed by Ukmerge municipal workers and social workers and employees from independent organizations.

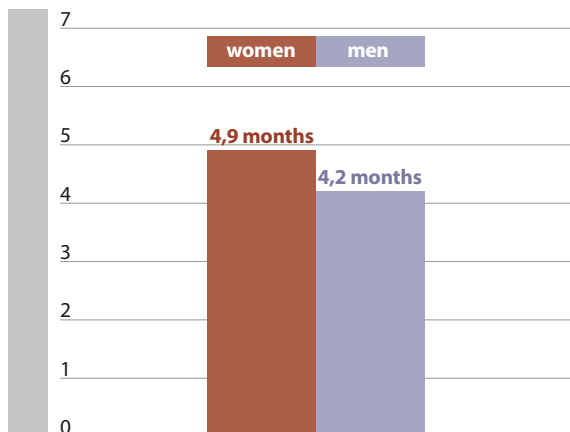
Number of the unemployed and unqualified unemployed registered by Ukmerge Labour Exchange Office (2006)



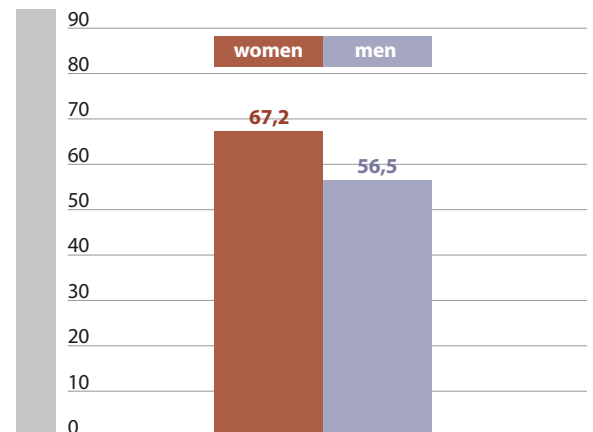
Percentage of men and women among the unemployed individuals and among the unemployed unqualified individuals registered by Ukmerge Labor Exchange Office



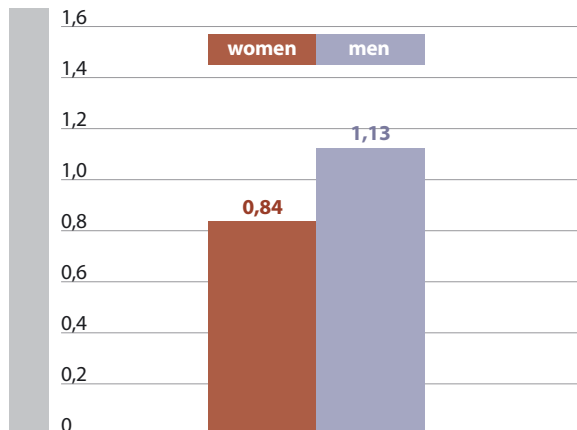
Length of the professional training program in months for men and women



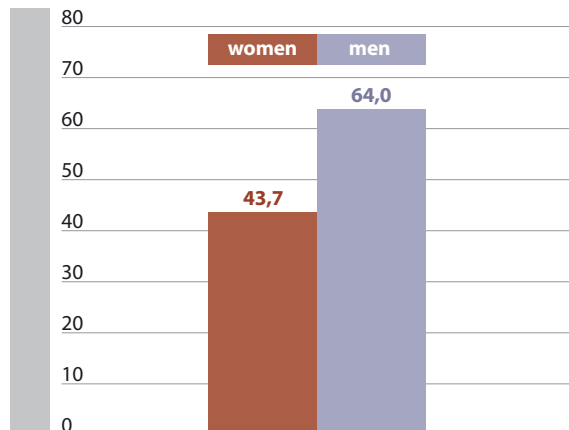
Financial resources (in thousands of Litas) allocated for training men and women



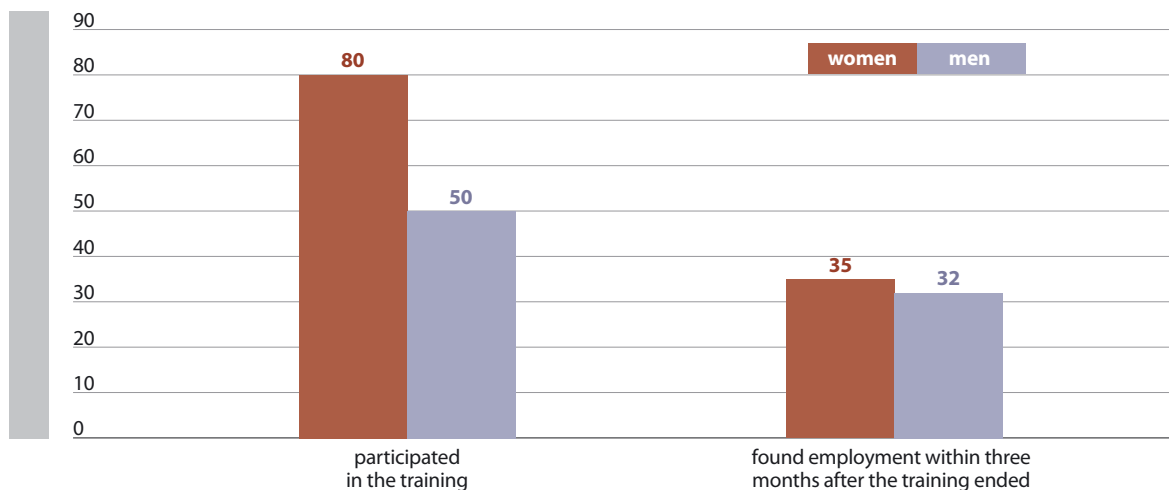
Financial resources (in thousands of Litas) allocated for training per individual



Percentage of men and women who within three months after the training were employed



Women and men who within three months after completing the training were employed



professions, dominated by women, are lower than in the industrial or construction sectors. Thus, the results of professional training programs have disparate economic effects for men and women.

- Having obtained a skill, men have the opportunity to work in enterprises where workers are provided with the necessary tools and where after a month they are paid a wage. At the same time, women train for professions where a significant period of time is spent establishing a client base and starting up the business and which require a significant investment of personal funds to acquire the necessary tools and equipment for work.

Action plan

- To inform institutions responsible for the management of professional training about the research results.
- To organize informational meetings for women as to encourage them to opt for better paid professions that have a higher demand, e.g. the so-called masculine professions.

VII. Heart and vascular diseases prevention program in Ukmerge

Description of the problem

In Lithuania, the most common cause of death is from heart and vascular diseases. The mortality rate due to these conditions is 2.5 to 3 times higher for men of working-age than women in the same age group. This adds up to a demographic imbalance and a shortage of qualified workers. It also increases budget expenditures for social assistance. The mortality rate from heart and vascular diseases for residents in Ukmerge region is above the national average. Therefore, solving this problem is of special relevance here.

Objectives of the study:

- To assess the heart and vascular diseases preven-

tion program carried out from 2001 to 2006 in the Ukmerge region from a gender perspective.

- To perform a statistical analysis of the deaths from heart and vascular diseases among men and women between 2001 and 2005 in the Ukmerge region.
- To determine the reasons why the implemented prevention program does not influence men's and women's mortality rates from heart and vascular disease in the same manner.

Collected data: R1 and R2

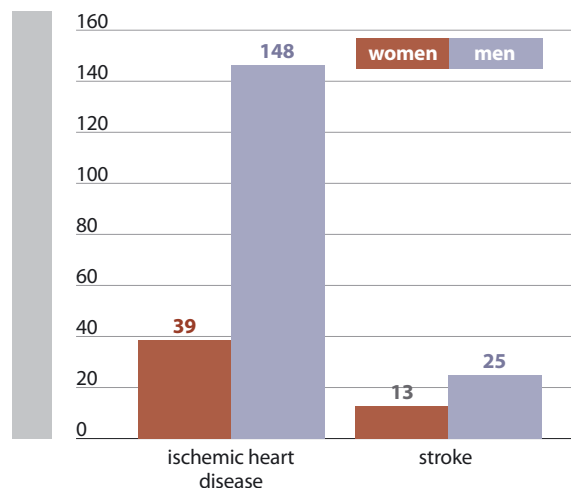
For the purposes of the study data about cases of death from heart and vascular diseases between 2001 and 2005 in individuals under the age of 65 in the Ukmerge region was gathered.

From 2001 to 2006, the municipal government of Ukmerge region carried out five heart and vascular diseases prevention programs. The execution of the programs included delivering lectures and seminars, performing blood work tests, and distributing printed informational materials. Information about the organized events was broadcast in the regional press; the events most often took place during working hours. A total of 7,500 Litas were allocated for the implementation of the programs.

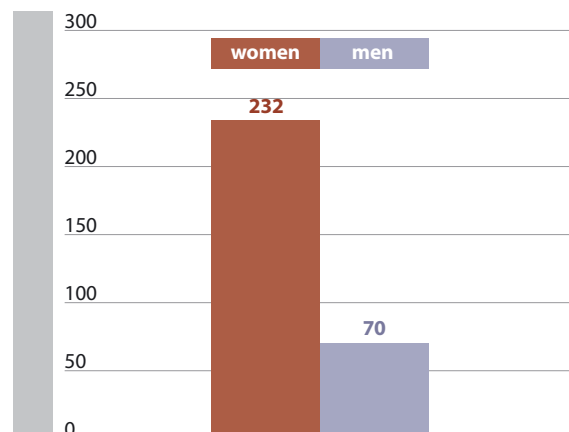
Realia (R3)

- Cultural norms restrict boys and men from showing weakness and encourage them to suppress their emotions and feelings about any failures experienced in their lives. The stereotype that men must be strong prevails in society, and therefore being sick, asking for help and caring for one's health are not considered manly. This conditions a different attitude towards health between men and women. As a result of such attitudes men do not participate in prevention programs as actively as women do, and moreover no actions are taken to change the situation.

Number of men and women who died from heart and vascular diseases in the Ukmerge region from 2001 to 2005



Participants in prevention events by gender

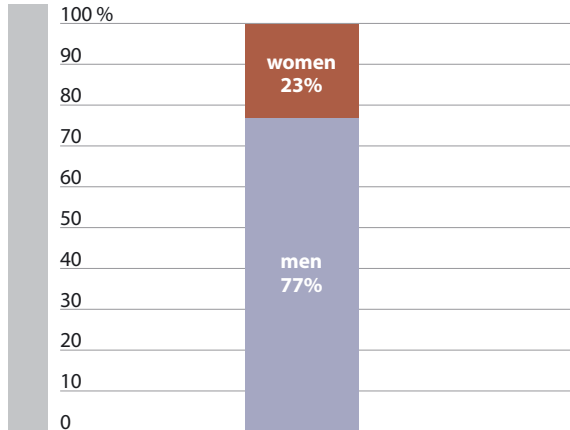


- The examination of the prevention programs revealed that the information provided in the regional media about the organized events had a chance to reach men and women alike. However, the events took place most often during working hours and this probably was inconvenient for working men.
- The less active participation of men was not an anticipated problem (generally men participate in smaller numbers in such events). Thus, when preparing the prevention programs no efforts were made to attract more men, as no account was taken of gender aspects.
- It is important to ensure that the information about prevention programs reaches men and women alike, to appraise the opportunities for men and women to participate in the programs when scheduling the time and place of events, and to change stereotypical attitudes about men and women looking after their health
- The management of prevention programs in a manner that would motivate men to more actively participate would allow for an even distribution of resources and a more effective prevention of heart and vascular diseases.

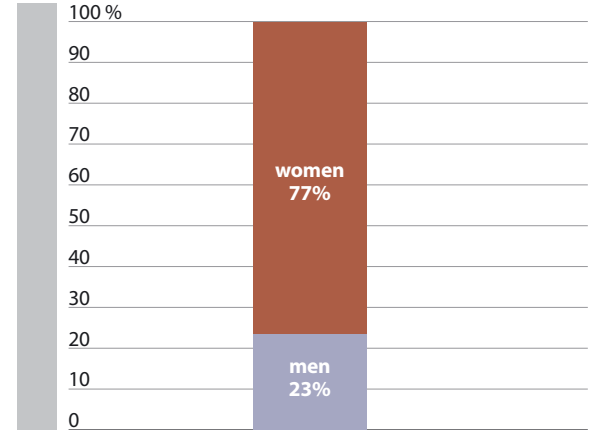
Action plan

- To inform institutions responsible for organizing and financing programs of prevention about the research results.
- To make special efforts to involve equal numbers of men and women in prevention programs.
- To seek equal distribution of information to men and women.

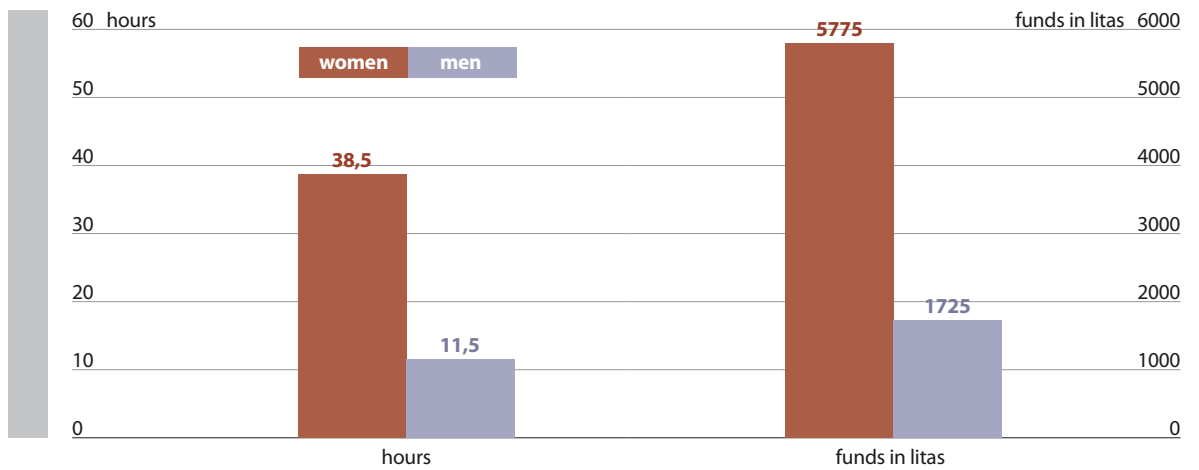
Percentage of men's and women's deaths from heart and vascular diseases in the Ukmerge region from 2001 to 2005



Percentage of allocation of time and funds for women and men



Resources allocated between men and women, in the execution of the prevention programs







RESISTANCE TO GENDER EQUALITY WORK AND DOMINATION TECHNIQUES

By Syvonne Nordström

All changes in an organisation raise resistance—the bigger the changes are the greater the resistance. It is important to identify and understand obstacles against gender equality and gender mainstreaming. The purpose of this chapter is therefore to increase awareness of possible resistance to gender equality work and to provide information on how to deal with this resistance in a constructive manner.

Prejudices and assumptions are hindrances which constitute resistance for equality between the sexes. For example, gender equality is often seen as a women's issue only. This is partly true because women in general have a subordinate position in society, and men in general have more power. Typically, women promote gender equality work. However, traditional gender roles (gender stereotypes) also entail negative limitations for men. Both men and women have expectations placed upon them tied to gender. Men

are often expected to prioritize their work and career ahead of their family life and children. They risk facing negative attitudes from colleagues and managers if they cannot work 60 hours a week or if they want to take parental leave. This constitutes a hindrance for men to make their own individual choices, which turn gender equality into an issue for men as well.

Sometimes people choose to close their eyes and say “society is already equal”, “there is no problem” or “things are fine the way they are.” These kinds of arguments give rise to resistance, which places obstacles in the way for increased gender equality. If people turn a blind eye to the uneven distribution of power, privileges, responsibility and resources in society, the consequences will be continued inequality. Both men and women are responsible for dealing with inequality by daring to see it and daring to do something about it.

OBSTACLES FOR GENDER EQUALITY: “DOMINATION TECHNIQUES”

Another kind of resistance which people can be exposed to is called “*domination techniques*” (or “*ruler techniques*”). Domination techniques have to do with position of power, oppression and are used to gain power over others; both in working life and social life. They are used by both men and women and sometimes this takes place subconsciously. Domination techniques are used in different contexts; for example at meetings, in organisations, in the business world, in the military, in family life, among boys and girls.

Five domination techniques have been identified by the Norwegian professor Berit Åhs. Her interest in the subject started when she became politically active and discovered that she was not taken seriously. She began to study what happened at the meetings and found five ways in which men used to subordinate her, as well as other women.

Berit Åhs called these suppressing methods:

1. *Making invisible*
2. *Ridiculing*
3. *Withholding information*
4. *Double-edged punishment*
5. *Shame and guilt*

Two further techniques—Objectification (to be judged based on your appearance and not by your capabilities) and Violence & Threats—have also been discussed as oppression methods used to obtain negative power over other people, but they will not be discussed in this manual.

Many of us have experienced some of these suppressing phenomena, since they are rather common. Fortunately, there are several ways of dealing with them. If we learn to identify these techniques and

become aware of them and if we understand them and how to combat them, it will help us in both our professional and our private lives. One thing to remember is to avoid using them yourself.

The Empowerment Network at Stockholm University, ENSU, was created to promote equality at the university, and to spread *defensive and confirmation strategies*. These strategies are useful for putting domination techniques out of action, affecting power structures and changing the social climate. Creating awareness about the domination techniques is the first step. The second step is to highlight and meet the domination techniques with defensive strategies, and to set a good example with confirmation techniques is the third step.

The following is a description of the five domination techniques and different ways of dealing with them.

Making invisible

Are you ignored or does no one react when you say something at a meeting? Do people rustle papers, whisper to their neighbours, and write messages on their mobile phones when you are talking at a meeting? Does it make you feel insignificant? A common way of reacting when you are a victim of this is to become nervous, talk faster and be more uncertain.

What you can do: The defensive strategy is to take up space. Calmly assert your right to be heard, request attention, wait until everyone is quiet. Train your voice—a clear, determined voice is rarely ignored. Do not reduce yourself, take up space instead!

If you notice someone else is a victim of this technique, you can confirm them by taking them seriously, by listening and providing constructive feedback.

Ridiculing

Are you ridiculed in front of others? Has what you said become the subject for jokes? The use of dispar-

aging terms as “bitch” or “cow” is a way of ridiculing and devaluing a person.

Ridiculing is a way of making fun of someone or amusing oneself at someone else’s expense. It is rather common and we often do not even notice it. People using this technique often look around and want other people to laugh with them.

What you can do: The defensive strategy is to ask questions, such as “What do you mean by that?” “I would like you to define precisely what you just said”.

You can show respect to people exposed to this technique by not laughing with the person using this technique.

Withholding information

Are other people more updated and have more information than you before meetings? Are meetings held at work, but you are not invited?

If you do not receive information it is difficult to act or react. People exposed to this technique of domination can start having doubts about themselves and how they perceive things. It is a demonstration of power not to allow others to have access to information.

What you can do: Demanding all cards are on the table is a good defensive strategy. Demand information in good time, so that you are prepared for the meeting or for making a decision.

Be aware of the fact that you could be the person who withholds information. This could, for example, be the case if you come to a conclusion by discussing a project outside working hours without all relevant participants present. In this case, the confirmation technique is to always be sure of informing and including all of those involved in the decision-making process.

Double-edged punishment

This technique may also be referred to as “*Damned if you do, damned if you don’t*”. Whatever you do will be wrong. For example, a working woman with children may be accused that her family is suffering because she is not a dedicated mother. At work she might be accused for taking too much care for her children and too little responsibility for her work. Another example could be a female manager accused of weakness if she tries to listen and act democratically. If she shows determination and gets what she wants she is accused of being unfeminine.

What you can do: The defensive strategy is to break the pattern. Confront the person and question what he/she is saying and request constructive suggestions about what you should do.

It is a waste of energy to allow others to judge and always try to do “the right thing.” The confirmation technique is double-rewards and is based on the idea that people make the right choices based on their own circumstances. Think about your own priorities and find out what happens if you, for example, miss a deadline or cancel a family dinner. Explain your priorities and ask if it is okay. If people have objections a discussion in which your circumstances and priorities are made clear is necessary.

Shame and guilt or “Blame yourself”

This domination technique is often a result of the previous four. A person who is exposed to domination techniques often reacts with feelings of shame and guilt. People in a situation like that tend to say to themselves that “*It is all my fault*”.

Women who are battered or raped often hear insinuations that they “*have themselves to blame*”. They did not fight back enough, their clothing was provocative, they were drunk or in the wrong place. This is called

“blaming the victim” and means that responsibility for the action is wrongly placed on the victim and not the perpetrator.

What you can do: The defensive strategy is to intellectualise and analyse the situation; try to see the situation against the background of old traditions and norms.

The opposite of making someone feel guilt or shame is any type of behaviour that provides confirmation, backup and support. Confirm good norms; confirm yourself and others. Let go of your feelings of guilt because you cannot change them. In situations where the norms for women working outside the home clash with patriarchal patterns, it is of extra importance to get confirmation from other women in the same situation.

It is very useful to learn about domination techniques. When you are exposed to them you can identify them, put a name on them, combat them and make them harmless. You can also avoid using them yourself, as we sometimes use them subconsciously.

People who are exposed to domination techniques often feel stupid, ridiculous or unsure of themselves, but then following quotation by Berit Åhs could be useful:

”You are not stupid, someone is making you feel stupid”.

It is the one using domination techniques who is the problem and whom we should react against!



ANNEXES

ANNEX I. GENDER EQUALITY REGULATIONS IN THE PARTNER COUNTRIES

Bulgaria

Equal rights and the principle of non-discrimination are enshrined in the Constitution (Fundamental principles, Article 6: (1) *All persons are born free and equal in dignity and rights; (2) All citizens shall be equal before the law. There shall be no privileges or restriction of rights on the grounds of race, nationality, ethnic self-identity, sex, origin, religion, education, opinion, political affiliation, personal or social status or property status*). However, the Constitution does not explicitly provide specific regulations for gender equality.

During the five-year period of the EU negotiation and accession process a number of important changes

have been made to the Bulgarian legislation, and new legal instruments have been adopted with regard to transposition of the *acquis communautaire* in the field of equal treatment for women and men. In order to ensure compliance with the primary and secondary legislation of the EU in the area of protection against discrimination Bulgaria effected a successful transposition of key directives on equal treatment for women and men. Significant progress on gender equality legislation has been made through amendments and new provisions to already existing laws, such as *inter alia* the Labour Code, the Social Insurance Code, and the Penal Code. A new set of laws as Law on Protection against Discrimination (LPD), Law on Domestic Violence and Law on Countering Trafficking in Human Beings has been adopted.

The *Law on Protection against Discrimination* (September 2003, in force since January 2004) introduces a system of sanctions and establishes a Commission for

Protection Against Discrimination as an independent body which reports to the National Assembly. This Commission appointed permanent panels, dealing amongst others with ethnic and racial discrimination and gender equality. Some of the activities of the Commission for Protection Against Discrimination include establishing violations and imposing sanctions in accordance with the law; making proposals to the executive powers and local self-government institutions to annul laws that contradict the law; providing information to persons about their rights and obligations laid down by this law and, at their request, providing funding for their protection. An important principle related to the burden of proof is also introduced through the LPD.

On March 16, 2005, the National Assembly adopted the *Law on Protection against Domestic Violence*. The law regulates procedures for protection against domestic violence. The state is obliged to create conditions for the implementation of programs for preventing domestic violence and programs providing assistance to victims and perpetrators of domestic violence. On October 19, 2006, the Government adopted a Programme for Prevention and Protection from Domestic Violence. However no special budget was allocated for its implementation, making it the responsibility of the concerned ministry.

The *draft of the Law on Equal Opportunities for Women and Men* was prepared in the period between August 2000 and February 2001 by the Ministry of Labour and Social Policy. However, it was twice rejected by the National Assembly. In 2006, a new draft Law on Equal Opportunities for Women and Men was adopted by the Council of Ministers on July 20. Although the aim of the law was to establish a working national institutional mechanism for mainstreaming gender in all policies, it was difficult to defend the draft in the parliamentary committees and as a result the draft was not passed by the

legislature. Parliament expects an improved draft to be submitted shortly.

Estonia

Article 12 of the *Estonian Constitution* stipulates that everyone is equal before the law. No one should be discriminated against on the basis of nationality, race, colour, sex, language, origin, religion, political or other opinion, property or social status, or on other grounds.

Estonia has shown political will to set targets for gender equality policies. The *Gender Equality Act* that was adopted in 2004 stipulates that women and men should have equal rights, obligations, opportunities and liability in all important areas of social life. The purpose of this act is to promote gender equality of men and women as a fundamental human right and for the public good in all areas of social life. The Gender Equality Act prohibits discrimination based on sex in the private and public sectors, obliges state and local government agencies, educational and research institutions and employers to promote gender equality of men and women, and ensures the right to claim compensation for damage incurred by discrimination on grounds of sex.

This act applies to all areas of social life except for professing and practicing faith or working as a minister of a religion in a registered religious association and relations in family or private life.

Chapter III of the Gender Equality Act spells out the duty of state and local government agencies to promote gender equality systematically and purposefully. Their responsibility is to change conditions and circumstances that hinder achievement of gender equality.

Upon planning, implementation and assessment of national, regional and institutional strategies and policies and action plans, the aforementioned agencies have to take into account the different needs and

social status of men and women and consider how the measures applied and to be applied will affect the situation of men and women in society. In order to draft such changes it is necessary to analyse these strategies, policies and action plans from a gender perspective.

Employees of the Gender Equality Department at the Ministry of Social Affairs are obliged to provide consultations on matters related to implementation of the Gender Equality Act.

The Gender Equality Act also includes other duties for the state and local government agencies in promoting gender equality. The Minister of Social Affairs is vested with a right to make recommendations concerning performance of the gender equality obligations and publish them on the website of the ministry. Moreover, the membership of committees, councils and other bodies formed by state and local government agencies has to, if possible, include representatives of both sexes.

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Article 29 of the *Constitution of the Republic of Lithuania* declares that all people are equal before the law, the courts and other state institutions and officers. A person's rights may not be restricted in any way and he or she may not be granted any privileges on the basis of his or her sex, race, nationality, language, origin, social status, religion, convictions or opinions.

The principle of equal opportunities is a part of a number of general legislation, including the Labour Code, Law on Civil Service, Law on Education, and laws on elections.

The Law on Equal Opportunities for Women and Men, the first law on non-discrimination in Central and Eastern Europe, was passed by the Parliament on December 1, 1998, and came into force on 1 March 1999. This law covers gender discrimination and outlines the basic procedural rules for the investigation

of discrimination cases. The Law created a system for investigating gender discrimination cases. Each natural and legal person has the right to file complaints with the Equal Opportunities Ombudsperson about the violation of equal rights.

The ombudsperson investigates complaints relating to gender-based discrimination and sexual harassment under the Law on Equal Opportunities of Women and Men and those relating to discrimination and harassment based on age, ethnic origin, race, sexual orientation, religion, beliefs and disability under the Law on Equal Treatment. The ombudsperson may also initiate investigations at his or her discretion. The office is an independent state institution, which has a separate budget line and operates is enabled to operate in many different fields.

Upon completion of an investigation, the ombudsperson can refer the material to investigative bodies if indications of an offence have been established, address an appropriate person or institution with a recommendation to discontinue the actions violating equal opportunities or to repeal a legal act relating to it, hear cases of administrative offences and impose administrative sanctions, or issue a warning about the offence committed. (This is not an exhaustive list of the actions the ombudsperson can take.)

The recommendations of the equal opportunities ombudsperson are of a binding nature, and persons obstructing him or her in the exercise of his duties are held liable under the law and face administrative sanctions. Public institutions as well as private companies have duly implemented the majority of the decisions of the ombudsman, so far.

The municipalities are legally obliged to pursue the principle of equality according to the *Law on Local Self-Government*. Article 4 of the latter Law states that decisions taken by local authorities or civil servants may not infringe human dignity, rights and freedoms, as well as equal opportunities of women and men.

Moreover, the local authorities fall within the scope of the Article 3 of the Law on Equal Opportunities of Women and Men which obliges institutions within the scope of their competence to ensure that equal rights for women and men be guaranteed in all the legal acts drafted and enacted by them; they draw up and implement programmes and measures aimed at ensuring equal opportunities; and in the manner prescribed by the law, they provide assistance to the

programmes of public organisations, public institutions, societies and charitable foundations which assist in the implementation of equal opportunities.

Equality work on the municipal level has only started. No institutional mechanisms have been created yet, and there are still legal issues to be solved in regard to the development of gender equality policies and systems on the local level in Lithuania.

ANNEX II. QUESTIONNAIRE: HOW GENDER EQUAL IS YOUR CITY?¹¹

How advanced is your city in terms of gender equality? What remains to be done to achieve women's full

and equal participation and their access to services and resources?

Judge your city's performance and what you still need to do to make it more women- and men-friendly. Do a self-evaluation!

To how many of the following items can you check YES?

11 Acknowledgments to the Federation of Canadian Municipalities and the City of Montreal (Femmes et ville Program) for their kind permission and encouragement to use this questionnaire developed by the Federation of Canadian Municipalities and the City of Montreal (Femmes et ville Program) and included in the publication A City Tailored to Women – The Role of Municipal Governments in Achieving Gender Equality, 2004.

The publication is available online at: www.icmd-cidm.ca/ www.ville.montreal.qc.ca/femmesetville

Political Structures, Mechanisms and Resources	YES	NO
National laws on women's rights and gender equality		
National laws on gender quotas or parity at the municipal level		
Affirmative action policies in municipal political parties		
Parity in committees, commissions and para-municipal enterprises		
Network of elected women representatives		
Council-adopted policy on gender equality (developed through public consultation and carried out via annual municipal plan of action)		
Public consultation policies with mechanisms to encourage women's participation		
Policies and commitments to fight violence against women and increase their safety		
Gender perspective in all programs (including annual municipal budget and sectoral budgets)		
Support of national and international municipal associations (training, networking, etc.)		

Administrative Structures, Mechanisms and Resources	YES	NO
Gender Equality/Women's Office (with adequate human resources and budget), within central administration, in charge of gender mainstreaming		
Annual gender equality action plan (with specific goals, indicators, budget)		
Training in gender mainstreaming (for elected officials and staff, men and women)		
Access to gender-disaggregated data on all urban issues		
Gender impact assessment of urban policies, programs and service delivery		
Equal opportunity program for hiring (with specific targets for different types of jobs)		
Information service in boroughs, neighbourhoods or districts		
Process to handle citizen requests and complaints from women and men		
Participation and Partnership Structures and Mechanisms	YES	NO
Women's advisory council, commission or committee within council to monitor implementation of gender equality policy		
Thematic council commissions (with public hearings)		
Public consultation process in boroughs, neighbourhoods or districts		
Public consultation process with specific mechanisms to encourage women's participation		
"Women" advisory councils in the boroughs, neighbourhoods or districts		
City-wide civic education campaigns		
Projects and activities improving women's access to services and resources (e.g., walking safety audits, Local-to-Local Dialogues between men and women elected officials and women's groups)		
Permanent partnership committees on specific issues (safety, transportation, housing) bringing together women's groups, community organizations and other public stakeholders, men and women		
Regular city-wide public assemblies, as well as at the borough, neighbourhood and district level		
Total		

Results of Your City's Evaluation

How many of these 27 optimal gender-equality and good-governance measures are already in place in your municipality?

If you checked **YES** to between **0** and **7** items, you need to get cracking and study what other cities are doing.

You're on the right road if **YES** was your answer to between **8** and **16** items. Keep up the good work.

YES was your answer to between **17** and **27** items? Congratulations! But please don't rest on your laurels.

If you think your city would make a good case study, please fill out the online questionnaire at the City of Montreal's Femmes et ville site (in French, English or Spanish) at: www.ville.montreal.qc.ca/femmesetville.

Thanks for your input!

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Equal participation of women and men in all aspects of society is crucial for lasting growth and democracy, and also symbolises a society's level of political maturity. To obtain political will for gender mainstreaming is a difficult task to carry out if both women and men are not fully and equally involved in political life, public life and in decision-making.

The project "Equality for Local Development: Gender Mainstreaming in Municipalities" aims at fostering sustainable change in local communities by encouraging the balanced participation of women and men in the social and economic development of their community; increasing the analytical and practical capacities of local authorities to implement real gender equality policies by ensuring that different interests, values and life experiences would be taken into account when decisions are made at the local level.

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