

Gender Mainstreaming Manual

A book of practical methods from
the Swedish Gender Mainstreaming
Support Committee (JämStöd)



STATENS OFFENTLIGA
UTREDNINGAR

Swedish Government Official Reports
SOU 2007:15

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Foreword

Gender Mainstreaming Support (JämStöd) is a Swedish committee of inquiry that has worked for two years under a government mandate to provide information about gender mainstreaming and to develop practical methods and models for mainstreaming gender into central government activities. A further task of the committee has been to train central government administrators in the practical implementation of the process. We have collaborated with a number of government agencies that have led the way in seeking to ensure that the services they provide to the general public benefit women and men equally.

This book contains our most tried and tested methods. We hope that it will inspire both those of you who want to start the ball rolling and those who wish to take JämStöd's methods and models for gender mainstreaming a step further.

As a supplement to this practical manual, we have produced a book of ideas for managers and gender strategists, as well as a separate offprint from it, entitled *Gender Equality in Public Services*, specifically targeting managers and management groups. We have also delivered a final report to the Government containing our recommendations (SOU 2007:15).

Stockholm, March 2007

Ann Boman
Committee Chair

/Ulrika Eklund
Carina Löfgren

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Introduction

If we are to challenge and change an activity or operation, we need working models and methods that help us achieve our aims. Gender mainstreaming is development work with a long-term perspective and only fully bears fruit when it is done systematically.

This book is a compilation of the methods and models that we think are most useful, all of which have been tested in various types of operation. Our hope is that they will be of practical use when you are carrying out a gender equality analysis, producing a plan of action or evaluating your work.

All methods and models come equipped with step-by-step guidelines.

In the introductory chapter, we present our working model *Procedure for Sustainable Gender Mainstreaming*, or, as we also call it, *'The Ladder'*. This model outlines both the various steps in the gender mainstreaming process and what we believe needs to be done if the work is to have a lasting impact on the operation concerned.

The Ladder is the platform on which the book rests, since we think it is essential to systematically follow a single model when undertaking gender mainstreaming. *The Ladder* is followed by a presentation of methods and models from steps one to eight.

The first step involves developing an understanding of gender equality. Here, we provide a brief summary of Swedish gender equality policy. In the second step, the focus is on determining the conditions for gender mainstreaming, and here we present three methods: *Study the Operation*, the *Gender-Equal Operation* and *Examine the Processes*.

The third step contains a working model, the *Checklist for Planning and Organising Development Work*, known as 'METS'. This tool is appropriate when a management group is about to undertake the task of organising gender mainstreaming work, and provides an overview of what organisation of the work requires.

Steps four to six contain the *JämKAS Basic*, *JämKAS Plus*, *Process Mapping* and *JämKART* methods. These are appropriate when you are working with inventories, surveying, analysis and the formulation of objectives from a gender equality perspective.

The seventh step does not include a method; here, the organisation is expected to implement the measures planned in steps four to six.

The eighth and final step contains the *JämUR* method, which is an aid to evaluating the outcome of an operation or activity from a gender perspective.

About the methods

The methods vary in their degree of difficulty: some are simple and easily implemented without any special prior knowledge, while others demand more in-depth skills in method guidance as well as knowledge of gender issues and Swedish gender equality policy. Some of the methods use broad brushstrokes and involve an inventory of the entire operation, while some delve more deeply into a particular issue or activity. In methods involving gender equality analysis, the participants themselves usually carry out the analyses with the help of a skilled supervisor. If the result is to be meaningful, the supervisor must be well acquainted with gender issues and Swedish gender equality policy. Whatever method is to be used, participants should be equipped with a basic awareness of gender issues beforehand if the work is to be meaningful and rewarding.

How the methods should be used

JämStöd recommends that the various methods be adapted to the task in hand. Each method is followed by a description of the expected outcome. If you wish, various parts of the methods can be combined – the methods themselves are a means, not an end. What is important is that you systematically review your operation from a gender equality perspective. If you do so, you will have a good platform from which to develop an operation that enhances gender equality.

Procedure for Sustainable Gender Mainstreaming – ‘The Ladder’

The procedure outlined here, which we call ‘*The Ladder*’, is appropriate for an organisation about to initiate systematic gender mainstreaming work.

If the work is to be sustainable, we need more than one method of carrying out gender equality analyses. *The Ladder* model draws on our broad experience both of regular development work and of mainstreaming gender into entire organisations, including the Working Life Fund and the Ministry of Health and Social Affairs. Experience has taught us that time and resources devoted to the first steps on the *Ladder* are well spent.

We have also encountered organisations that begin in the middle of the *Ladder*, either because they do not feel they need the initial steps, or because they are so eager to forge ahead with the analysis work itself that they skip steps. Experience has shown, however, that this approach does not lead to stable change. Development work needs a firm base, and this is what the organisation builds in the first two steps. It is then time to organise the development work, for instance with the aid of our model ‘*Checklist for Planning and Organising Development Work*’, known as METS. Regarding gender equality analysis, JämStöd has a number of different methods to offer.

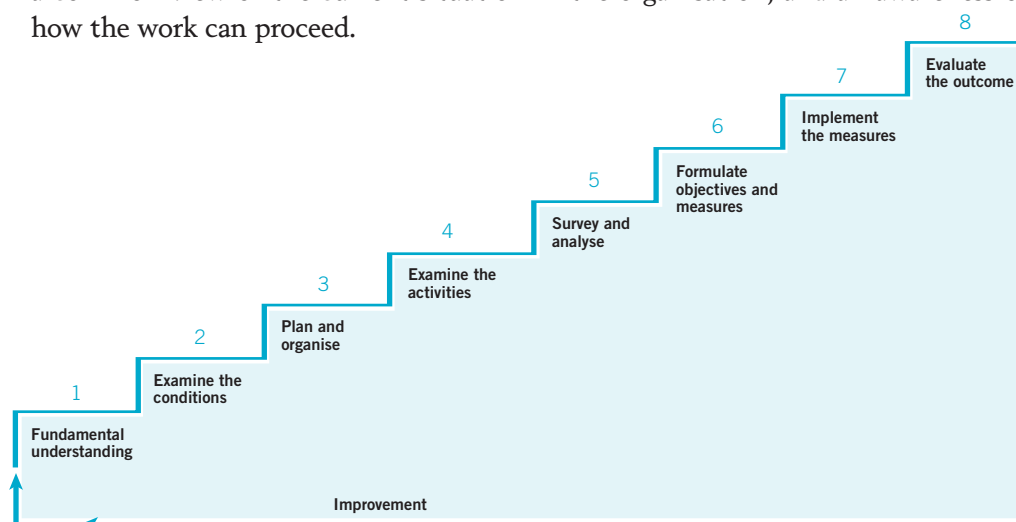
The model also contains a self-assessment form for joint appraisal of the work undertaken. This test is particularly useful in the management group.

At each step of the *Ladder*, we specify what it contains and what actions we recommend, and describe JämStöd’s methods.

Expected results

Working with the *Ladder* model provides:

- an overview of all steps in the gender mainstreaming process
- an overview of what should be done in the organisation, and in what order
- an overview of what methods JämStöd has to offer at the various stages in the process
- a common view of the current situation in the organisation, and an awareness of how the work can proceed.



STEP 1: FUNDAMENTAL UNDERSTANDING

Before gender mainstreaming work begins, the entire organisation, from management on down, must be given training in gender equality and gender, and in what Swedish gender equality policy and the gender mainstreaming strategy involve.

What to do

Organise training in:

- Swedish gender equality policy
- gender theory
- gender mainstreaming as a strategy.

JämStöd's methods

- The Ladder model: Procedure for Sustainable Gender Mainstreaming
- Gender Equality: The Basics

STEP 2: EXAMINE THE CONDITIONS

The organisation examines the conditions for change, the potential benefits of mainstreaming gender into the operation, and whether the will exists.

What to do

Examine the conditions by answering these questions:

- What characterises a gender-equal operation? What would it be like in our case? Do we share a common vision?
- Usefulness – what are the benefits of gender-equal activities? How will gender mainstreaming improve our operation? What do our customers stand to gain? In what ways will it affect our operation? How will it affect our target groups?
- Where there's a will there's a way – do staff and management actually want to create a gender-equal operation? What can be of help in this endeavour? What obstacles are there?

JämStöd's methods

- Study the Operation
- The Gender-Equal Operation
- Study the Operational Processes

STEP 3: PLAN AND ORGANISE

Management plans and organises the gender mainstreaming work. It is important to provide directives on how the work is to be led, organised and carried out.

What to do

Develop a strategy for how the gender mainstreaming work is to be led and organised by answering the following questions:

- Objectives, checks and controls – is there a directive from the top? Have we set targets for our mainstreaming work? How is the work evaluated? Have we allocated resources? Have we introduced the work into the agency's follow-up system?
- Training – have we planned training in gender theory and gender equality analysis methodology?

- Methods – are methods and procedures in place for our gender mainstreaming work?
- Support and coordination – how do we coordinate our gender mainstreaming work? How do we manage strategic development? How do we provide support to our staff?

JämStöd's methods

- Checklist for Planning and Organising Development Work (METS)

STEPS 4 – 6: MAKE AN INVENTORY, SURVEY AND ANALYSE THE OPERATION

The organisation makes an inventory of its operation and its operational goals as a basis for a decision on what is to be analysed or improved. Decisions are then reached on what needs improving.

MAKE AN INVENTORY OF THE OPERATION

What to do

Develop a basis for your decisions by answering these questions:

- What activities do we undertake? How can our activities help meet gender equality policy objectives? Where do we start?

SURVEY AND ANALYSE

What to do

Use the results of the inventory as a basis for a gender equality analysis by answering the following questions:

- Which are the target groups for our operation? What is their gender profile? How are resources distributed by gender? What gender patterns are present? What consequences does this have for women and men respectively?

FORMULATE OBJECTIVES AND MEASURES

The organisation produces an action plan by formulating objectives, indicators and measures for creating a more gender-equal operation.

What to do

Plan improvements by answering the following questions:

- What do we want to change? How do we want things to be? How do we get there? How can we determine if the work is having any effect?

JämStöd's methods

- JämKART
- JämKAS Bas
- The 4R Method
- JämKAS Plus
- Process Mapping

STEP 7: IMPLEMENT THE MEASURES

The organisation implements the measures required to achieve gender equality in its activities.

STEP 8: EVALUATE THE OUTCOME

The organisation leadership follows up and evaluates the work, to see whether the objectives have been achieved.

What to do

Follow up the work by answering the following questions:

- Follow-up – Have we achieved our objectives? What were the results of our work? How do we assess the quality of what we did?
- Evaluation – What lessons can we learn? How do we make positive changes last? What can we learn from changes for the worse? What is the next step?
- Disseminate results – How do we disseminate the outcome and the lessons learned throughout the organisation? How do we make the outcome sustainable? How do we celebrate our successes?

JämStöd's methods

- JämKAS Bas
- The 4R Method
- Process Mapping
- JämUR.

SELF-ASSESSMENT – PROCEDURE FOR SUSTAINABLE GENDER MAINSTREAMING

Suggested procedure

1. Together, go through the description of the work required at each step.
2. Individually, assess where you stand, using the scale below.
3. Draw up a joint assessment on a flip chart, whiteboard or OH film.
4. Discuss your assessments and what conclusions are to be drawn from them.

Put a cross on the line to show how far you think you have progressed in your organisation. The ‘start’ position shows that you have not yet begun the work and the ‘goal’ that you are happy with the work being done in this particular area.

Step 1: Basic awareness	Start	Goal

Step 2: Examine the conditions	Start	Goal

Step 3: Plan and organise	Start	Goal

Step 4: Inventory of the operation	Start	Goal

Step 5: Survey and analyse	Start	Goal

Step 6: Formulate objectives and measures	Start	Goal

Step 7: Implement the measures	Start	Goal

Step 8: Evaluate the outcome	Start	Goal

Reporting

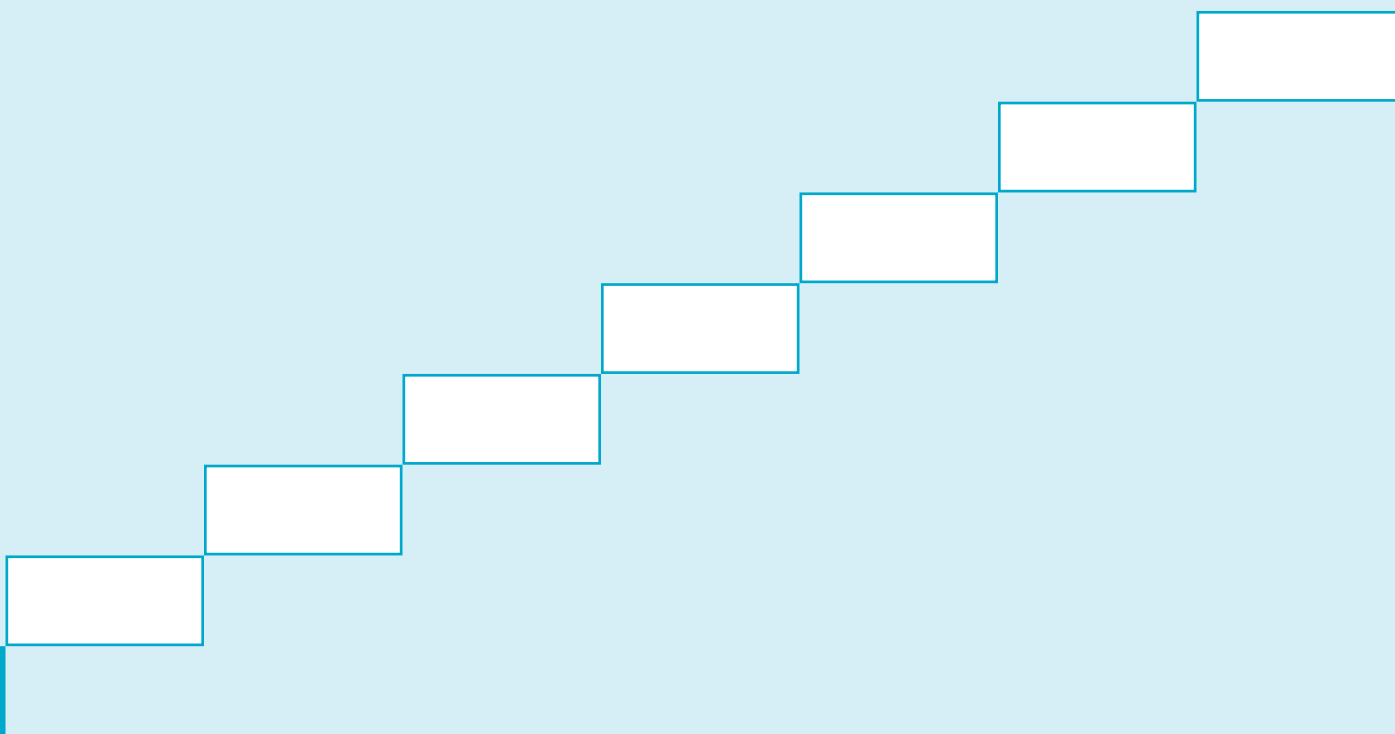
Draw the eight lines on a whiteboard and let each person put a cross there after first having marked their own scales.

What picture emerges? Are you strong in some aspects and not in others? In our experience, all steps must be stable if the gender mainstreaming work is to be sustainable. Different areas of activity will probably be on different places on the Ladder. Some of them may find themselves on several different steps at the same time. Should you complete step eight for one limited part of the operation, you can just start again in another part. Thus the ladder becomes self-perpetuating.

Step 1

Basic awareness

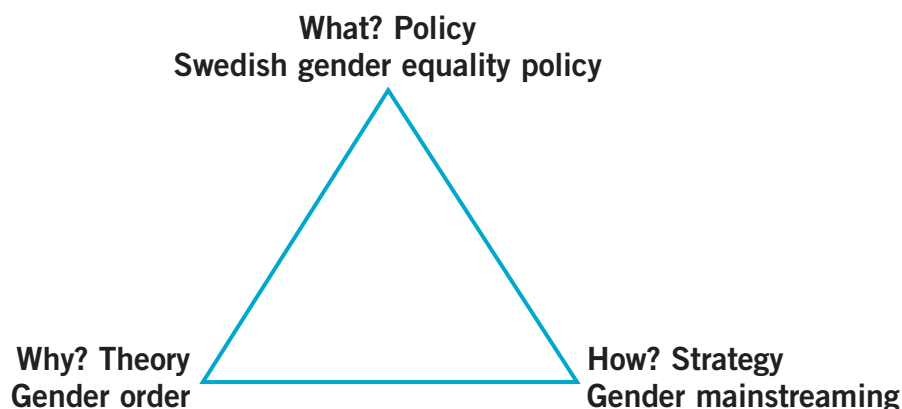
Before gender mainstreaming work begins, all staff must acquire a basic understanding of Swedish gender equality policy and the gender mainstreaming strategy. The training they receive should encompass gender equality and gender theory, Swedish gender equality policy and the mainstreaming strategy. They will then know more about how the organisation works and this will hopefully lead to a heightened awareness of gender issues and to greater interest in them. Senior staff, too, need to learn more in order to reach decisions on the future course of the work.



Gender Equality: The Basics

Step 1

Before gender mainstreaming work begins, the entire organisation, from the top down, must be familiarised with Swedish gender equality policy and what the strategy of gender mainstreaming involves. This information cannot be reproduced here, but we do provide a brief guide as to what it might consist of.



SWEDISH GENDER EQUALITY POLICY

Swedish gender equality policy is divided into the following three parts:

Policy	Political ambitions are expressed as the national gender equality policy objectives (Govt. Bill 2005/06:155).
Theory	Swedish gender equality policy is based on the gender system theory (Official Government Report, SOU 1994:44).
Strategy	Gender mainstreaming has been the strategy of choice for the Swedish Government and Riksdag since 1994. It was first set out in the bill 'Shared power, shared responsibility' (<i>Delad makt – delat ansvar</i> , Govt Bill 1993/94:147).

POLICY

The Swedish Government and Riksdag have adopted objectives for Swedish gender equality policy and all government agencies are required to help achieve them. They are outlined in the bill 'The power to shape society and your own life: Towards new gender equality policy objectives' (*Makt att forma samhället och sitt eget liv – nya mål i jämställdhetspolitiken*, Govt Bill 2005/06:155). The objectives were adopted by the Riksdag in May 2006.

Is your agency a positive force for gender equality, or a negative one? Numerous analyses and reports show that gender equality is not present in all areas. Women and men are allocated unequal resources, are treated differently, and do not enjoy the same influence. An analysis of an operation in relation to the gender equality objectives can reveal what needs to be done to improve it from a gender equality perspective.

GENDER EQUALITY POLICY OBJECTIVES

Overall objective

Women and men must have the same power to shape society and their own lives.

Interim objectives

1. Equal division of power and influence between women and men. Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions for decision-making.
2. Economic equality between women and men. Women and men shall have the same opportunities and conditions with regard to education and paid work that provide lifelong economic independence.
3. Equal distribution of unpaid care and household work. Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.
4. Men's violence against women must stop. Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

These objectives were adopted by the Swedish Riksdag in May 2006 (Govt. Bill 2005/06:15).

THEORY

Despite broad cross-party agreement on the objectives of Swedish gender equality policy, gender inequality persists in many areas. Why is this? The basic model frequently used in Swedish policymaking is the theory of the gender system (gender system theory). It first appears in gender equality policy in the bill '*Shared power, shared responsibility*' (*Delad makt – delat ansvar*, Govt Bill 1993/94:147).

The gender system is a theoretical model of explanation developed by Yvonne Hirdman, a professor of history. It is based on two logics, those of separation and hierarchy. This is a structure which limits men's and women's power to make free choices. All of us – women men alike – help create and maintain this system throughout our lives, by our everyday actions. The aim of national gender equality policy is to break down the gender system.

Gender is our 'created' sexual identity as opposed to our biological sexual identity – the sum total of what we perceive to be 'male' or 'female'.

Examples of the two principles

Separation

A clear example of separation is the gender-segregated labour market. Almost all of those working in care are women and almost all of those working in technical jobs are men.

Hierarchy

In the labour market, men generally earn more than women in just about every occupational category, and women are increasingly scarce the higher up you go in an organisation's hierarchy. Whatever men do, or whatever is regarded as male work, tends to be valued higher than whatever women do and whatever is regarded as female work. Male-dominated technical professions are generally better paid than female-dominated care professions.

Maintaining the gender system

Gender structures in society are created and maintained by all of us, women men alike; such structures cannot survive unless individuals recreate them in their everyday acts.

Carrying out gender equality analyses of all public service operations is one way of exposing how the gender system manifests itself at government agencies.

STRATEGY

Gender mainstreaming was adopted as a strategy by the Swedish Government in 1994, and by the UN at the 1995 Beijing Conference on Women. The strategy was also adopted by the EU in 1996, and is the required method to be applied along with special measures on behalf of the under-represented gender.

Definition

The following quote is from the Swedish government bill ‘*Shared power, shared responsibility*’:

“Gender equality work must be conducted in every area of policy, and measures should primarily be undertaken as part of the regular operations of the body concerned.”
(*Delad makt – Delat ansvar*, Govt. Bill 1993/94:147, p. 17)

This means that public services are to be equally accessible, of equally high quality and equally well adapted to all citizens, regardless of gender. Services and resources must be adapted to the needs of both sexes by basing them on women’s and men’s living patterns. A gender equality analysis is needed to determine what gender patterns exist among the citizens the operation serves.

How will gender mainstreaming benefit my agency?

Applying gender mainstreaming to the operation results in:

- Reorientation of the operation. Changes give women and men equal access to the operation, power and resources.
- More effective service on the part of government agencies and better distribution of resources, since the operation proceeds from the needs of both sexes.
- More legal security, better democracy – in that women and men are treated equally.
- A better grasp of gender equality policy and of the needs of those who use the agency’s services.

THE GENDER EQUALITY ANALYSIS

A distinction is usually made between gender equality analyses and gender impact assessments. Analysing gender impact involves reporting statistics and other data disaggregated by sex and describing the situations of women and men respectively.

A gender equality analysis involves examining an operation or activity – on the basis of sex-disaggregated statistics etc – in relation to the gender equality policy objectives in place. A prerequisite for conducting such an analysis is a basic understanding of Swedish gender equality policy.

Briefly, the gender equality analysis process can be described as follows:

Inventory – Taking stock of the present operation/activity.

Survey – The current situation of women and men.

Analysis – How the operation/activity affects women and men respectively.

Objectives – What the position of women and men should be in the future.

Action – What we will be doing to move from the present situation to the desired goal.

Step 2

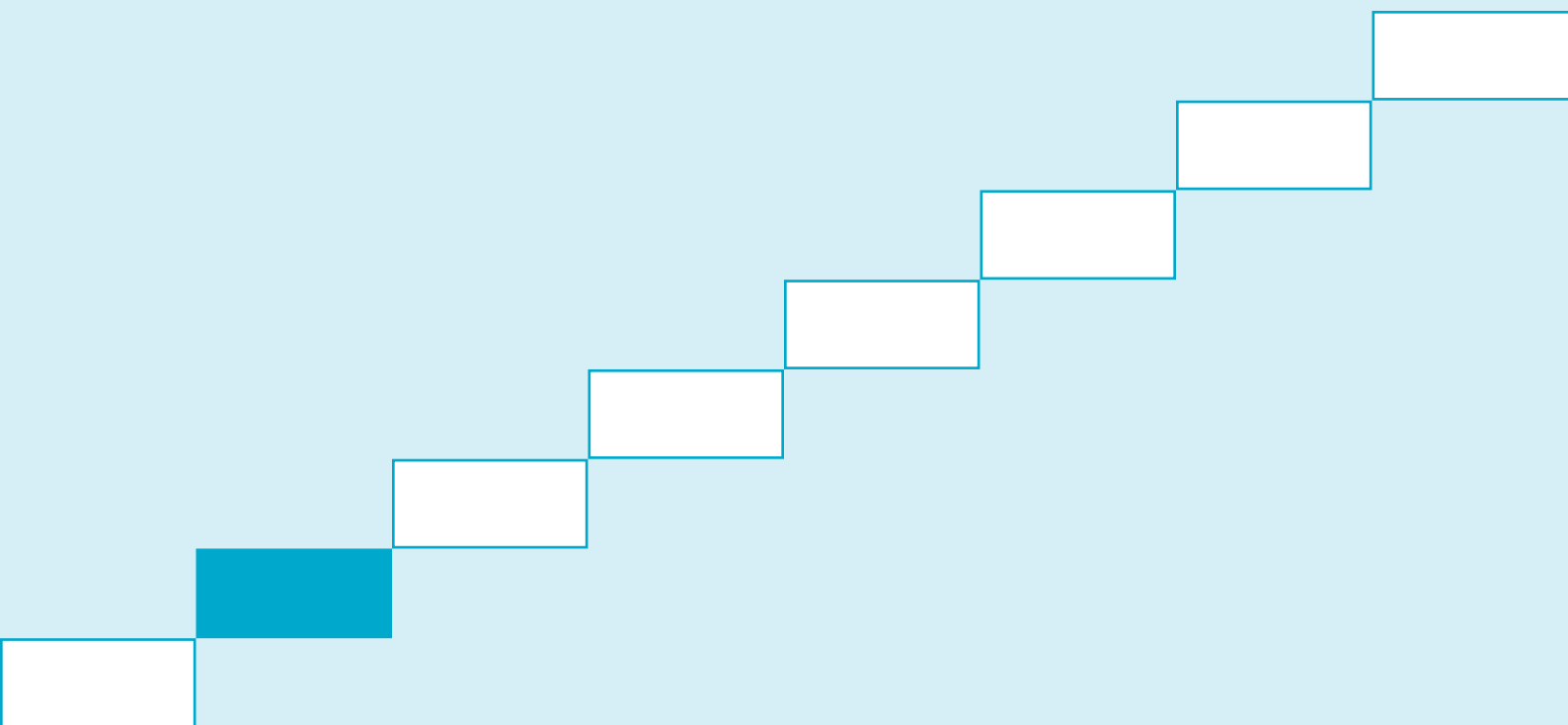
Examine the conditions

In Step 2, the agency will need to look at the conditions for change, the advantages of mainstreaming gender into the operation, and whether the will exists. This can be done by seeking the answers to the following questions:

What characterises a gender-equal operation? What would it be like? Do we share the same vision?

What are the benefits of gender-equal activities? How will gender mainstreaming improve our operation? What do our customers stand to gain? In what ways will it affect our operation? How will it affect our target groups?

Where there's a will there's a way – do staff and management actually *want* to create a gender-equal operation? What can be of help in this endeavour? What obstacles are there?



Study the Operation

Step 2

Before embarking on a more in-depth gender equality analysis of one or more areas of activity, it is a good idea to make an initial study of the situation. This method will help you.

Begin by reviewing what gender equality measures have already been implemented in the operation. Have they helped enhance gender equality? After this, make an inventory of the various activities in your operation and decide whether they can help achieve the gender equality policy objectives. Finally, plan what steps are needed if your operation is to help achieve the gender equality policy objectives.

EXPECTED RESULTS

Working with the *Study the Operation* method can provide:

- focus on previous gender equality work
- an understanding of how the operation can help enhance gender equality
- a platform for future priorities.

STUDY THE OPERATION

Step 1. Earlier work

- 1a. What has been done so far to enhance gender equality in your core operation?
- 1b. What were the results?
- 1c. How have they helped boost gender equality?
- 1d. How has this helped achieve the gender equality policy objectives?

In Step 1, you make an inventory of what gender equality work has already been done in the operation and note down what results your previous work has yielded.

Then proceed from the gender equality policy objectives and examine how the previous work has helped contribute to their achievement.

The aim of this task is to draw attention to what has already been done and to bring out valuable know-how and experience. It also serves as acknowledgement of what the organisation and staff have already achieved.

Step 2. New inventory

Proceed from your own activities. Make an inventory of what activities are present in the project/unit/function. Note: this concerns actual activities (what you do), not the organisational set-up (who does what).

Go through the list, answering the following questions and linking them to each activity. Examine whether your various activities can help achieve the gender equality policy objectives.

Interim objective 1. Equal division of power and influence between women and men.

- Women and men shall have the same rights and opportunities to be active citizens and shape the conditions of decision-making.

GENDER EQUALITY POLICY OBJECTIVES

Overall objective

Women and men must have the same power to shape society and their own lives.

Interim objectives

1. Equal division of power and influence between women and men. Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions for decision-making.
2. Economic equality between women and men. Women and men shall have the same opportunities and conditions with regard to education and paid work that provide lifelong economic independence.
3. Equal distribution of unpaid care and household work. Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.
4. Men's violence against women must stop. Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

These objectives were adopted by the Swedish Riksdag in May 2006 (Govt. Bill 2005/06:15).

Discuss:

1. Does what we do affect women's and men's opportunities to be active citizens?
2. Does what we do affect the distribution of power and influence between women and men?
3. Does what we do affect women's and men's opportunities to exercise power and influence?

Interim objective 2. Economic equality between women and men

- Women and men shall have the same opportunities and conditions with regard to education and paid work that provide lifelong economic independence.

Discuss:

1. Does what we do affect women's and men's financial situations?
2. Does what we do affect women's and men's opportunities and conditions for paid work, education and self-employment?

Interim objective 3. An equal distribution of unpaid care and household work

- Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.

Discuss:

1. Does what we do affect women's and men's opportunities to share unpaid household work?
2. Does what we do affect women's and men's opportunities to share unpaid care work?

Interim objective 4. Men's violence against women must stop

- Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

Discuss:

1. Does what we do affect men's violence towards women?
2. Does the activity affect the right of women and men, girls and boys, to physical integrity?
3. Does the activity affect, or have the potential to affect, the sexualisation of public space in a negative or positive direction?

Step 3. Prioritise

Select and plan measures for those areas in which the activity has an impact on gender equality, i.e. where the answer to the above questions is 'yes'.

Steps should be taken wherever the answer is 'yes'. The order in which this is done could be based, for instance, on relevance, simplicity (likelihood of success) or the time aspect.

The Gender-Equal Operation

Step 2

The Gender-Equal Operation method is used to create a shared idea of what a gender-equal operation might look like, and to determine whether people are willing to work with the issue. It can also be a way of drumming up enthusiasm or getting people to acknowledge the need for work in this area. It gives them a chance to see the benefits. The method, which is inspired by Birgitt Williams' work with the Genuine Contact programme, consists of three steps. In step one, the participants describe a gender-equal operation. Step two involves examining the degree of willingness and Step 3 is about mapping obstacles and keys to success. The method was developed during work on change processes in organisations, and has also been tested in other countries. In our context, it has been adapted to gender equality. It takes about four hours to complete all the steps.

The aim is to create a shared idea of a gender-equal operation and to examine whether people are willing to work with the issue.

EXPECTED RESULTS

Working with the *Gender-Equal Operation* method can provide:

- a shared understanding of what a gender-equal operation might look like
- an inventory of what can underpin and what can prevent the development of such an operation
- an opportunity for participants to reflect over their personal willingness to be part of such an operation
- a review of what participants know about gender equality.

SUPERVISION

When focusing on the operation, you as supervisor should consistently use the expression 'the gender-equal operation' at all stages. It must be made clear to the group that this concerns the core operation, for example how you deal with and view women and men in your services as a public agency and how you distribute resources among women and men as customers/citizens.

The method is also a useful tool for focusing on the organisation in human resource contexts. In such cases, you should consistently use the expression 'the gender-equal organisation'. Your results will depend on what expression you use.

In the guidelines, we have chosen to mainstream gender into the core operation, which is why we consistently use the term 'operation'.

STAGE 1

Time required: approximately 50 mins; 30 minutes in groups + 20 minutes of reporting.

Ask the participants to sit in groups of about four and answer questions 1–3 below. They are to write down their answers on three separate flip-chart sheets which are then stuck up on the wall.

Questions 1–3 apply to a gender-equal operation in general – we have not yet got round to your particular operation.

Questions

1. Describe a gender-equal operation.
2. List the advantages of a gender-equal operation.
3. List the disadvantages of a gender-equal operation.

Reporting

Ask the groups to briefly report what they have written on their sheets.

STAGE 2

Time required: approximately 55 mins; 15 minutes for individual reflection, 20 minutes in group, and 20 minutes' joint discussion.

Ask the participants to sit quietly and think about questions 4, 5 and 6. Give them one question at a time and ask them to write down their thoughts after each question.

Question 4 is important since it is a matter of personal attitude. Do I want to do this?

Ask the participants to be very specific when answering question 6 since it now concerns a particular operation - their own – so we do not want any general, sweeping responses.

Ask the participants to divide into groups of about four and share their thoughts from the individual exercise. Ask the participants to write down all their answers to question 6 on one sheet.

Questions

4. Do you want to work in a gender-equal operation as we defined it in the last exercise?
5. Do you work in such an operation today?
6. What would your activity/clients/citizens gain from the operation becoming gender-equal?

Reporting

The answers to question 6, 'Operational gains' are written on flip-chart sheets and stuck up on the wall. Question 6 should be examined in some depth in the entire group.

Make a note of any operational gains that come up in the discussion; they need to be on the overall list that we will be working with at the next stage.

STAGE 3

Time required: 40 minutes; 20 minutes in a smaller group, 20 minutes in a general discussion.

Ask the participants to work in groups of about four and think about questions 7 and 8.

Ask them to list their answers on a flip-chart sheet. Report their answers after this.

Questions 7 and 8 ask what climate promotes or prevents the creation of a gender-equal operation. Once again, the question is a general one – what promotes or prevents such a development

Questions

7. What facilitates and encourages the development of a gender-equal operation?
8. What prevents and obstructs the development of a gender-equal operation?

Reporting

Mount the participants' sheets on the wall. Discuss the answers in the entire group. Note whether any new ideas arise on what promotes or prevents gender equality. Remember that the question is what promotes and prevents it *in general*. We are not at the moment focusing specifically on our own operation.

STAGE 4

Time required: 1 hour and 10 minutes. Questions 9 and 11: 30 minutes in groups, and 30 minutes' joint discussion. Question 10 is an individual exercise lasting 10 minutes. Let the participants reflect individually for 10 minutes on questions 9 and 10. The answer to question 10 need not be reported; what the participants write is for their own benefit. The participants then form groups and discuss questions 9 and 11. The answers are reported on the flip chart sheet.

Questions

9. What needs to change in your organisation and operation to make it more gender-equal?
10. How must I change my own behaviour and thinking in order to be part of this process?
11. Next step – plan how you will move on.

Reporting

Report the flip-chart sheet for question 9. Discuss in the entire group what you can do to make your operation more gender-equal and how you can move on.

Study the Operational Processes

Step 2

This is a method that will help you examine gender equality in various parts of the operation. By 'processes' we mean sequences of events, work phases in the organisation. A process consists of a number of stages and has a clear starting and end point. The focus is on what is actually happening in the organisation or operation. Processes may include activity planning, assessment of applications or case work. This is a quick, rather superficial method that seeks to determine what processes might impact on gender equality. Begin by making an inventory of the various steps in the process, and thereafter study whether there is a risk of creating gender inequality. Should this prove to be the case, measures can be proposed for changing the situation and helping to achieve the gender policy objectives.

EXPECTED RESULTS

Working with the *Study the Operation* method can provide:

- rapid analysis of a process from a gender equality perspective
- an aid in detecting and preventing the risk of gender inequality in the operation
- measures to boost gender equality in the process, and thereby in the operation.

MAKING AN INVENTORY

Step 1. List the various stages of the process.

A process is a chain of events or a work phase in an organisation. The process consists of several stages, and all stages must be included. The process has a starting point, and contains a number of previously determined parts that are designed to lead to a certain outcome.

List all the stages. Write down what you actually do, and what you should not be doing.

Step 2. Answer questions a–c for each stage of the process.

2a. What stages might contain gender equality traps? What are these traps?

Think about where gender inequality might be created, for example in the personal assessment of a case, or whether there are procedures that are designed with one gender in mind, or whether you lack the requisite knowledge.

2b. List what gender patterns you would like to know about at this stage.

'Gender patterns' describes the situation of women and men at the various stages.

Questions you can ask here are what resources are allocated to women and men in the shape of time, money, training, premises etc. To detect patterns, you need sex-disaggregated statistics.

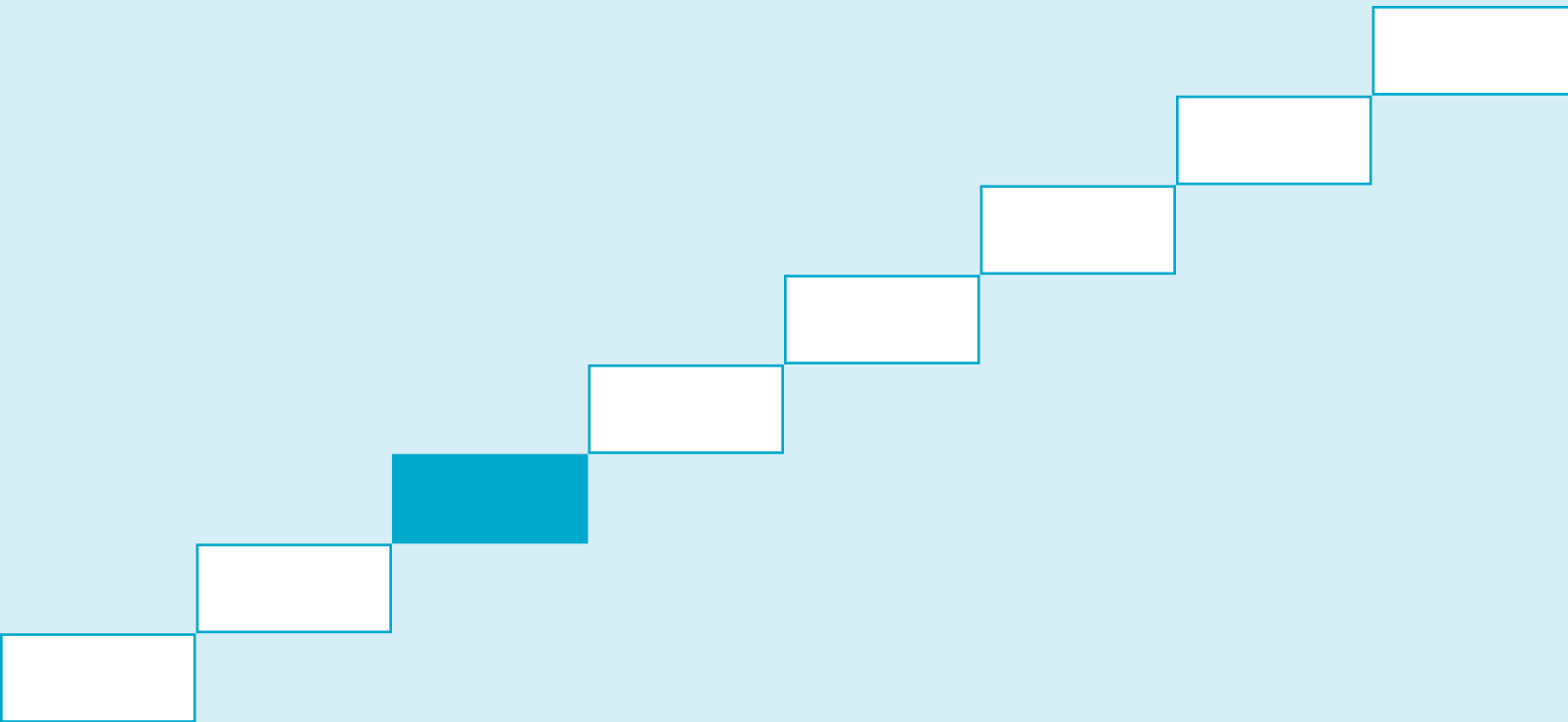
2c. What measures do you wish to propose so that you do not create inequality at this stage?

Step 3. According to your inventory, what needs to change in the operational process? How is this to be done?

Step 3

Plan and organise

In Step 3, management takes responsibility for planning and setting targets for gender mainstreaming. It is crucial that directives be provided from the top on how the work is to be organised. The 'success factors' in the METS model may be helpful here.



Checklist for Planning and Organising Development Work (METS)

Step 3

Gender mainstreaming is a big and challenging job and should initially involve some type of delimited development work in which responsibility, tasks and roles are clearly allocated. It is important therefore to have an action plan for the hands-on work. Such a plan can be drawn up using the *Checklist for Planning and Organising Development Work (METS)*. This plan will then determine the level of objectives and plans in the operation itself.

EXPECTED RESULTS

Working with the *METS* model can provide:

- an overview of what the organisation has to do to organise its gender mainstreaming work
- a shared view of the current situation in the organisation, and an awareness of how the work can proceed
- a basis for planning the management and organisation of gender mainstreaming work.

METS

Here, we outline four strategic 'success factors' for gender mainstreaming:

- Objectives and monitoring
- Training
- Methods and procedures
- Support and coordination.

Systematic change work is essential when an organisation seeks to build up long-term gender mainstreaming in its core operation. The objective of gender mainstreaming work is to make operations gender-equal, i.e. to provide services that are equally accessible, of equally high quality and equally well adapted to all citizens, irrespective of gender. To achieve this, we perform gender equality analyses and draw up a plan for how to improve gender equality in the operation.

Work such as this requires a customised organisation and clear objectives for the actual development work. That is why this particular task is the focus of our success factor checklist.

The checklist is based on our broad experience both of regular development work and of mainstreaming gender into entire organisations, including the Working Life Fund and the Ministry of Health and Social Affairs. Current development work in the Government Offices is based on these success factors, and each success factor has appendant objectives which in turn are supplemented by annually updated action plans.

The questions in the checklist are formulated so that they can be used in a gender equality audit, and their focus is on how the organisation can ensure that development work is improved and has a lasting impact. Hopefully, the questions also provide guidance and inspiration in the introductory phase when the work is being planned and initiated.

Page 29 contains a self-assessment form which can be used as a basis for discussion.

SUCCESS FACTORS

Objectives and monitoring

If the work is to be successful, management must make clear to the entire organisation what has been decided and what is expected. If there is consistent follow-up, these directives will be taken seriously, since the various parts of the operation will need to have something to report.

Gender mainstreaming necessitates investment, at least during the initial build-up phase. The work has to be systematic if the investment is to yield returns in the shape of more effective and appropriate activities. Allocated resources therefore show whether the organisation believes the work is important and definitely needs doing, or if it is simply going through the motions out of a sense of obligation.

Training

Training is fundamental to success; both management and staff must be made aware of gender theory and the aims of government gender equality policy. This will encourage them to see the point of gender mainstreaming and will make it easier for them to accept new methods for gender equality analysis. People need knowledge in order to understand and use information and analyses correctly.

Methods and procedures

Gender mainstreaming requires a systematic work approach, which means for example always using sex-disaggregated statistics, carrying out gender equality analyses prior to decisions, and analysing important processes in the operation from a gender equality perspective. Staff must be equipped with methods that are adapted to the operation if they are to work effectively.

Support and coordination

The process requires a staff function to coordinate the work in the organisation. A support organisation that can provide the workforce with inspiration and advice is also needed. Organised exchanges of experience make the work easier. Also, training and method development at the agency must be coordinated. Everyone should have the same chance to understand what is going on – each individual's experience is important to the work.

Strategic development is a key issue. The work must live on inside the organisation when the first development phase is over. It is therefore important to create a platform for the ongoing development of the organisation's gender mainstreaming strategy. This strategy must be one step ahead of the organisation and come up with proposals for ongoing improvements that can be introduced into day-to-day operations.

CHECKLIST FOR PLANNING AND ORGANISING DEVELOPMENT WORK

General undertakings

- In what way does management make clear its commitment to developing and introducing gender mainstreaming?
- What explicit actions do senior staff take to communicate the work of gender mainstreaming and ensure that it is understood by staff throughout the organisation?
- In what way is management responsible for following up and developing the work?
- Who among the senior staff are responsible for following up and developing the work?

Objectives, checks and controls

- What directives has the organisation been given with regard to gender mainstreaming?
- How are the agency's gender mainstreaming objectives consistently followed up?
- What is the agency doing to evaluate and improve gender mainstreaming work?
- Are the resources allocated (in time and money) adequate for the work in hand?
- How has the gender mainstreaming action plan been communicated throughout the organisation, and how has support for it been sought and established?

Training

- Is there a plan for what skills staff need to carry out their assignment?
- Is there a plan for how the organisation is to ensure that management and staff are provided with the knowledge they need to carry out their assignment?
- How will staff be helped to apply their new knowledge?
- Is there a long-term plan for how the organisation can supply the knowledge and skills needed for further development?

Methods and procedures

- What methods and other procedures will the organisation adopt to achieve the expected goals and results?
- How is previous experience of gender equality work put to use?
- In what way are sex-disaggregated statistics used in the operation?

Support and coordination

Coordination function

- How is the gender mainstreaming work coordinated within the organisation?

Support organisation

- How will the need for support, advice and inspiration be met?
- How are exchanges of experience organised?

Strategic development

- What is the best way to proceed to ensure that the organisation's gender mainstreaming strategy continues to develop?

SELF-ASSESSMENT FORM

This self-assessment form can be used together with the METS Checklist.

Suggested procedure

1. Discuss the questions in the checklist.
2. Individually, make an assessment of the current situation, using the scale below.
3. Combine your assessments and draw a picture of them on a whiteboard or other surface.
4. Discuss your assessments and what conclusions you draw from the individual self-assessments.

Put a cross on the line to show how far you think you have progressed in your organisation. The 'start' position shows that you have not yet begun the work and the 'goal' that you are happy with the answers to all the questions.

General undertakings	Start	Goal
<hr/>		
Objectives and monitoring	Start	Goal
<hr/>		
Training	Start	Goal
<hr/>		
Methods and procedures	Start	Goal
<hr/>		
Support and coordination	Start	Goal
<hr/>		

Suggestion for reporting

Draw the above five lines on a whiteboard and let each person put a cross there after having first filled in their own scale.

What overall impression does your self-assessment give? Do you share the same view of where the organisation is? Is there one area that has made considerable progress, while another is faltering? In our experience, you have to work through all the steps if your gender mainstreaming work is to be sustainable.

EXAMPLE OF AN ACTION PLAN BASED ON METS

Summary of

PLAN FOR GENDER MAINSTREAMING OF THE SWEDISH GOVERNMENT OFFICES

The plan runs until 31 December 2009.

Overall objective

Conditions at the Government Offices are the best possible for ensuring that gender equality informs all areas of government policy.

The overall objective sets out the vision: the work is to provide the best possible conditions for ensuring that gender equality permeates all areas of government policy. There are four principal areas of focus: management/decision-making, education and training, methods/analyses and coordination.

The overall objective is set out in more detail in the effect goals.

Effect goal 1

Gender equality informs the decision-making process through the concrete, consistent and congruent mainstreaming of the gender equality perspective into decision-making processes.

Indicators

- 1.1 Gender equality objectives by policy area, operational area and activity.
- 1.2 Tables/diagrams in the Budget Bill in which individual-based statistics are disaggregated by sex and analysed/commented on by sex.
- 1.3 Indicators in the Budget Bill that are based on individual-based statistics and are disaggregated by sex and analysed/commented on by sex.
- 1.4 Terms of reference for committees that include a gender equality analysis in the support data.
- 1.5 Government Bills and written communications that adopt a gender equality perspective.

Effect goal 2

Officials and senior staff at the Government Offices are well aware of the import of gender equality, the gender equality policy objectives and the key gender equality policy issues in their own field.

Indicators

- 2.1 Courses provided by the Office for Administrative Affairs that include gender equality issues.
- 2.2 Officials at the Government Offices who have undergone training provided by the Office of Administrative Affairs wholly or partly focusing on gender equality issues.
- 2.3 Senior staff at the Government Offices who have undergone training provided by the Office of Administrative Affairs wholly or partly focusing on gender equality issues.
- 2.4 Training in gender equality arranged for staff at individual government ministries.
- 2.5 Executive officers at government agencies who have undergone in-house training at the Government Offices wholly or partly focusing on gender equality issues.

Effect goal 3

Gender equality analyses based inter alia on sex-disaggregated statistics and the gender equality policy goals are to be included in support data for government decisions.

Indicators

- 3.1 Government Bills and communications that contain a complete gender equality analysis.
- 3.2 Government reports and official documents (SOU/Ds) that contain complete gender analyses.
- 3.3 Hits for gender mainstreaming on the Intranet.
- 3.4 Areas of operation or activities where gender analyses have been carried out in the past three years.

Effect goal 4

Efficient coordination at the Government Offices of the work on gender equality policy issues, including support to staff and improvement of the gender mainstreaming work of government ministries.

Indicators

- 4.1 Assessment of cooperation in interministerial groups.
- 4.2 Assessed degree of cooperation between gender equality coordination and budget coordination in the various stages of the budget process.
- 4.3 Staff who feel that they are supported in their gender mainstreaming work.

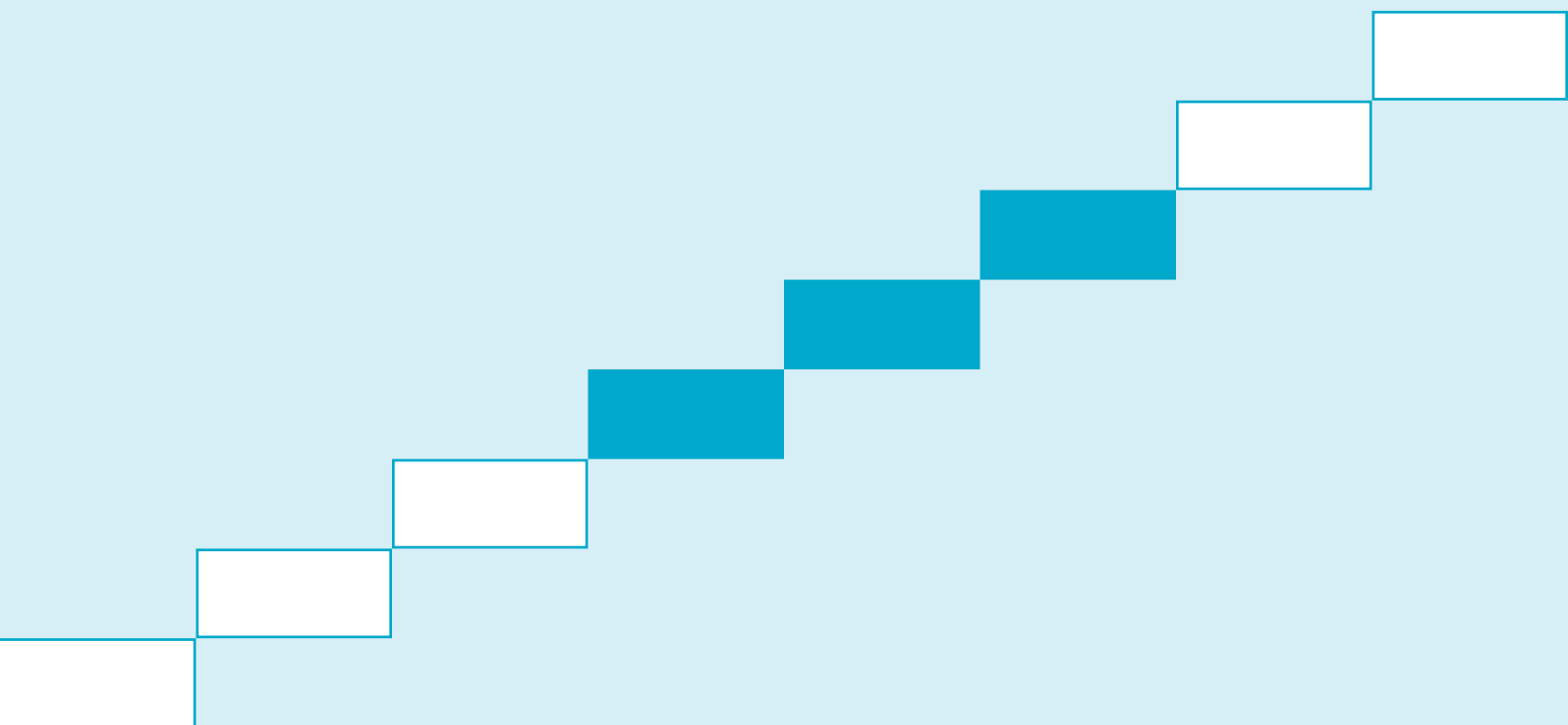
Steps 4–6

Examine, investigate and analyse the activities

In steps 4–6, it is time to examine and bring together the operation and its objectives to form a basis for decisions on what is to be analysed or changed. Which decisions affect women and men? How can our operations help meet gender equality policy objectives? The methods in these steps give an idea of what the agency can do to achieve the objectives.

It is here that the work of survey and analysing the operation at a deeper level really begins. What are we doing at the moment? What will happen if we take women's and men's needs more clearly into account in our decisions? Will it make any difference?

Now is the time to use the completed gender equality analyses to produce an action plan by formulating objectives, indicators and measures to create a more gender-equal operation. This will also enable us to determine whether the measures enhance gender equality.



JämKART – Gender Equality Survey

Analysis and Conclusions

Step 4

The *JämKART (Gender Equality Survey Analysis and Conclusions)* method provides a rapid assessment of the impact an operation or activity has on gender equality, and also an assessment of how far the gender equality work has already progressed. It further provides a forum for suggested improvements which can then be included in a gender mainstreaming action plan. *JämKART* is useful for carrying out a rough inventory of activities prior to the selection and prioritisation of more in-depth gender equality analysis work.

The aim is to provide an overview of which of the agency's activities are crucial to gender equality, how these activities are currently helping to achieve the gender equality policy objectives, and what improvements are needed in this respect.

The method was developed by the Stockholm County Administrative Board and is based on the same idea as the environmental management system introduced previously. JämStöd has taken the method and developed it further.

EXPECTED RESULTS

Working with the *JämKART* model can provide:

- an overview of the importance of an activity for gender equality
- an idea of the potential for improving gender equality in the activity
- proposed improvements.

JÄMKART – GUIDELINES

Step 1. Examine the impact on gender equality

What activities in the operation impact on equality between women and men?

The aim of this question is to set in motion a systematic inventory of what parts of the operation affect gender equality, either directly or indirectly. Use the table on page 37 (example on page 36). Fill in the various activities of the government agency, using the official register, the activity plan or other documentation that covers the entire operation. Discuss what activities impact on equality between women and men. Put a Yes or No in the box 'Impacts on gender equality' in the table.

The list below contains examples of questions you can ask to determine the impact of the activity on gender equality.

- Does the activity affect women and men by its actions?
- Who represents the norm for the activity, the 'normal' recipient? For example, in the case of women and men wishing to start a business.
- Who has decision-making been based on?
- Whose needs are in focus?

Get to the bottom of things in your discussions. Bear in mind that an activity have many component parts: how you treat people, decisions, investigation, projects, processes, cases, inspection and permits, etc.

Step 2. Examine how the activity contributes to gender equality.

Can it help meet the gender equality policy objectives?

Study the national gender equality policy objectives and compare them with the activities that impact on gender equality. Use the results from stage 1. Do the activities help achieve the gender equality policy objectives?

Discuss each area separately and put a cross for the interim objectives that the activity affects. Put a cross under each interim objective in the table on page 37 (example on page 36). On page 40, you will find a number of helpful questions which you can use to examine whether the activity contributes to achievement of the gender equality policy objectives.

GENDER EQUALITY POLICY OBJECTIVES

Overall objective

Women and men must have the same power to shape society and their own lives.

Interim objectives

1. Equal division of power and influence between women and men. Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions for decision-making.
2. Economic equality between women and men. Women and men shall have the same opportunities and conditions with regard to education and paid work that provide lifelong economic independence.
3. Equal distribution of unpaid care and household work. Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.
4. Men's violence against women must stop. Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

These objectives were adopted by the Swedish Riksdag in May 2006 (Govt. Bill 2005/06:15).

Step 3. Assess the current situation.

What progress has gender mainstreaming made so far?

Assess how far gender mainstreaming work has progressed in the activity today, using the scale below. Make a rough estimate of the level of awareness and to what extent this has helped enhance gender equality in the activity, on a scale from 0 to 5. Fill in the table on page 37 (see example on page 36).

Assessment guidelines:

- 0 The activity places one gender at a disadvantage, or is not affected at all by gender equality
- 1 There is a degree of gender equality thinking
- 2 Gender mainstreaming work has begun
- 3 Gender mainstreaming work is under way, with broad support
- 4 Systematic gender mainstreaming work is under way
- 5 The activity has a systematic and sustainable gender equality perspective. This is evaluated, and leads to results.

Step 4. Find advantages and obstacles.

What are the advantages of a more gender-equal activity, and what are the obstacles?

Advantages

List the advantages of mainstreaming gender into the activity, such as better quality, economic gain, full use of resources and a democratic approach. How can the women and men you target benefit from gender mainstreaming of the activity?

Obstacles

What can prevent the activity/organisation from implementing this? Lack of time, resources or knowledge are possible examples. List perceptions, events and anything else of note that may prevent change.

Enter advantages and obstacles in the table on page 38 (example on page 36).

Step 5. Assess the potential for improvement.

What is the potential for improvement?

Make a summarised assessment of the potential for improvement, based on your discussions about stimuli and obstacles, on a scale of 0–5. The intention is to assess how much potential there is, based on the advantages and obstacles. Here, we determine how great the potential for improvement will be; that is to say, how much time, work and perhaps funding we undertake to devote to this work in future. The figure is entered into the table on page 37 (example on page 36).

Scale of improvement potential:

- 0 No potential for improvement
- 1 Marginal potential for improvement
- 2 Small potential for improvement
- 3 Moderate potential for improvement
- 4 Considerable potential for improvement
- 5 Very great potential for improvement

Step 6. Plan improvements.

What measures are to be implemented?

It is now time to realise the improvement potential that you identified in Step 5. What does this mean in terms of actual gender mainstreaming measures? Fill in the table on page 39 (example on page 36). Show who is responsible for the work and when it is to be completed. Use the examples of advantages and obstacles as an aid in determining what measures should be implemented.

Before drawing up concrete measures, you should also consider what is possible in practice.

- What practical opportunities does the selected activity offer for the enhancement of gender equality?
- What measures might need to be implemented by others than those involved in the activity?
- What financial conditions are necessary for gender mainstreaming? How much time is available?
- What is the current level of competence among staff? Does this need to be improved?

List what assets are available for the gender mainstreaming work, and what needs there are, then formulate measures and propose dates for their completion. Enter the measures into the table on page 39 (see example in the table below).

EXAMPLE Overview table

Overview table								
Activity	Impact on gender equality	Gender equality policy interim objectives				Assessment of current situation (0–5)	Improvement potential (0–5)	Planned measures
		Power	Finances, work, education	Home, care	Violence			
Regional development	Yes	x	x	x		1	2	x
Commercial services	Yes		x	x		3	1	x
Natural resources	No					0	0	
Integration	Yes	x	x	x	x	1	3	x

EXAMPLE Advantages and obstacles

Advantages	Obstacles
More female entrepreneurs, more women able to support themselves, which means greater opportunity for women to achieve financial independence throughout their lives.	Lack of statistics on entrepreneurship in general. Agency officials with little knowledge of the conditions for women's entrepreneurship.

EXAMPLE Measures

Starting point	Measures for achieving the gender equality policy objectives	Person responsible	Completed
Proportion of self-employed women 25%.	Educational measures Better statistical basis	Manager, gender equality strategist, statistics department	June

Example of a JämKART analysis at a county administrative board.

Overview of the activity's impact on gender equality

Overview table									
Activity	Impact on gender equality	Gender equality policy interim objectives					Assessment of current situation (0-5)	Improvement potential (0-5)	Planned measures
		Power	Finances, work, education	Home, care	Violence				

Worksheet 1 JämKART

Table of advantages and obstacles

Advantages	Obstacles

Worksheet 2 JämKART

Proposed measures

Starting point	Measures for achieving the gender equality policy objectives	Person responsible	Completed

Worksheet 3 JämKART

QUESTIONS TO AID EXAMINATION OF THE ACTIVITY BASED ON THE GENDER EQUALITY OBJECTIVES

A number of questions have been provided below which may help you determine whether the activity in question contributes to achievement of the interim gender equality policy objectives.

Base your answers on current activities and objectives. Go through the list of questions and link each part of the activity concerned to each objective/interim objective.

Report if, and in that case how, the activity helps meet the gender equality policy objectives. Where the answer is yes, describe how. If it is no, give a reason. Bear in mind that effects can be direct and indirect.

Interim objective 1. Equal division of power and influence between women and men.

Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions of decision-making.

- Does what we do affect women's and men's opportunities for active citizenship? How?
- Does what we do affect the distribution of power and influence between women and men? How?
- Does what we do affect the ability of women and men to exercise power and influence? How?

Interim objective 2. Economic equality between women and men.

Women and men shall have the same opportunities and conditions in terms of education, training and paid work that provide lifelong economic independence.

- Does what we do affect women's and men's financial situations? How?
- Does what we do affect women's and men's opportunities and conditions for paid work, education and entrepreneurship? How?

Interim objective 3. An equal distribution of unpaid care and household work.

Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.

- Does what we do affect women's and men's opportunities to take part in unpaid household work? How?
- Does what we do affect women's and men's opportunities to take part in unpaid care work? How?

Interim objective 4. Men's violence against women must stop.

Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

- Does what we do affect men's violence towards women? How?
- Does the activity affect the right of women and men, girls and boys to physical integrity? How?
- Does the activity affect, or have the potential to affect, the sexualisation of public space in a positive or negative direction? How?

JämKAS Bas

Steps 4–6

JämKAS Bas is a method that is useful for those wishing to carry out a systematic gender equality analysis of their operation.

The method is divided into different parts: inventory, prioritisation, surveying, analysis, measures and evaluation. *JämKAS* is an abbreviation of the Swedish words for Gender Equality Survey Analysis and Conclusions.

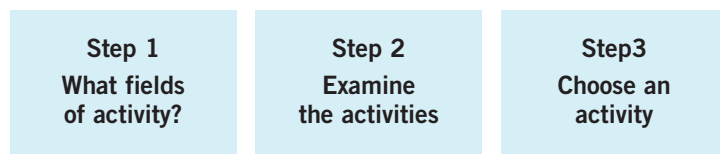
The method was developed in the course of practical work at the Government Offices. This version has been reworked to suit government agencies and has been widely tested.

EXPECTED RESULTS

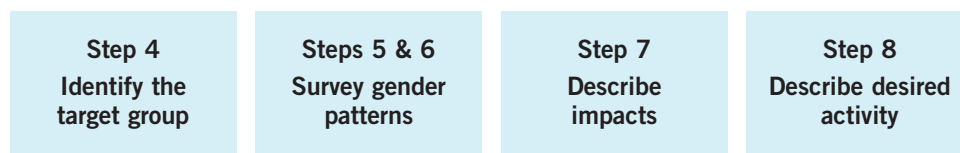
Working with the *JämKAS Bas* model provides:

- an analysis of the operation based on gender equality arguments
- a basis for choosing the most relevant area to work with
- an aid in drawing up measures and indicators with which to measure greater gender equality

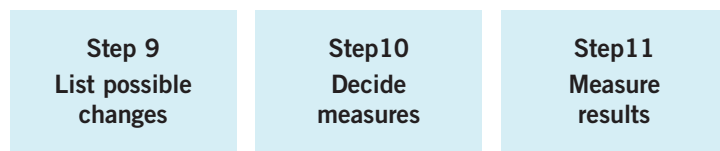
MAKING AN INVENTORY



SURVEY AND ANALYSIS



FORMULATE OBJECTIVES



MAKING AN INVENTORY

Steps 1–3 in *JämKAS Bas* involve making an inventory of the operation and discussing how it can help achieve the gender equality policy objectives. After this, you select areas of activity that are strategically important for gender equality. You then proceed to analyse that area.

The prime focus of the analysis is the gender mainstreaming of activities specifically targeting customers/clients/users. This is not a human resource issue or anything to do with the Equal Opportunities Act ('internal' gender equality).

Step 1 Which activities?

List the activities of the agency/department.

List all the activities of the agency/department. To delimit your work, choose part of the activity for in-depth analysis in Step 3.

Step 2. How can the activity contribute to gender equality policy?

Examine whether your activities impact on gender equality by answering the questions below.

The questions here are about the gender equality objectives. They are important, and make the later analysis work easier, so we advise you to set aside time for answering them. Ask all questions for each part of the activity.

Interim objective 1. Equal division of power and influence between women and men.

- Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions of decision-making.

Discuss:

1. Does what we do affect women's and men's opportunities for active citizenship? How?
2. Does what we do affect the distribution of power and influence between women and men? How?
3. Does what we do affect the ability of women and men to exercise power and influence? How?

Interim objective 2. Economic equality between women and men.

- Women and men shall have the same opportunities and conditions in terms of education, training and paid work that provide lifelong economic independence.

Discuss:

1. Does what we do affect women's and men's financial situations? How?
2. Does what we do affect women's and men's opportunities and conditions for paid work, education and entrepreneurship? How?

Interim objective 3. An equal distribution of unpaid care and household work.

- Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.

Discuss:

1. Does what we do affect women's and men's opportunities to take part in unpaid household work? How?
2. Does what we do affect women's and men's opportunities to take part in unpaid care work? How?

Interim objective 4. Men's violence against women must stop.

- Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

Discuss:

1. Does what we do affect men's violence towards women? How?
2. Does the activity affect the right of women and men, girls and boys to physical integrity? How?
3. Does the activity affect, or have the potential to affect, the sexualisation of public space in a positive or negative direction? How?

GENDER EQUALITY POLICY OBJECTIVES

Overall objective

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Interim objectives

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4. Men's violence against women must stop. Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

These objectives were adopted by the Swedish Riksdag in May 2006 (Govt. Bill 2005/06:15).

Step 3. What is to be analysed?

List the pros and cons of selecting various parts of the activity for more in-depth analysis. Select the activity (or part of activity) that is strategically important from a gender equality viewpoint. Give reasons for your choice.

Discuss what activity, or part of an activity, is the most strategically important one from a gender equality viewpoint. Reasons may include:

- that you can influence and control the measures
- that they impact on a lot of people
- that the issue is currently the subject of political debate
- that the activity currently exacerbates inequalities.

Make a list of the pros and cons of choosing the various alternative activities. This makes strategic choice easier.

It is here that the organisation decides which area is to be analysed in greater depth, and draws up a schedule for the work.

SURVEY

Steps 4–6 describe how to carry out a wider survey of the selected activity and then analyse the facts that emerge. The aim is to go a little further, to think outside the box, and to try to examine the question from the perspective of women's and men's situations and needs.

Step 4. Identify the target group.

Identify the target group for the activity you have chosen.

‘Target group’ means those who are to be reached by the activity, who the resources are intended for. This is not a question of who is working on the issue. In a youth project, for example, the target group is young people – it is their world that is to change. Many actors work with youth issues, including officials at municipalities, but these officials are a tool for reaching the young people, and not the target group in itself. They may be actors but they are not the target group.

Step 5. What gender patterns are there?

Make a list of questions and statements about women’s and men’s situations, the answers to which might be useful in assessing the activity. Use the explanations outlined in the theory of the gender system.

Think, as freely as possible, about what gender patterns are relevant within the activity to be analysed. Don’t look in your bookshelf just yet for previous studies and existing statistics. Simply because facts are available about certain issues and gender patterns, they are not necessarily the most relevant in your particular case.

What are the current gender patterns among girls and women, boys and men respectively? Decide which questions you need answers to if you are to map gender patterns. It might be easier to work from hypotheses or assumptions about the state of things. Use the material obtained in Step 2.

It might also help to proceed from the gender system’s explanations of how gender inequality is maintained.

- Is there anything in the activity that segregates women and men – that keeps them in separate spheres? Ask yourself the question without considering whether this is good or bad. How is this segregation expressed in the activity?
- Where are women and men, girls and boys, represented – not only as citizens and users, but also as decision-makers and implementers?
- Are there differences between the sexes in the relevant areas as regards living conditions, maintenance, rights, power, resources, security and so forth?
- Consider gender representation and allocation of resources in particular. You may find it worthwhile to think about formal and informal power. What are the structures?
- Is there anything in the activity that creates a hierarchy between what is deemed ‘female’ and ‘male’ and that attaches greater value to the ‘male’? How is this manifested in for instance the allocation of resources such as money and time? Are there examples where men are the norm and women are the ‘deviant’ party?

THE GENDER SYSTEM

The gender system is a means of explaining how lack of gender equality is expressed and why lack of equality persists despite steps being taken to combat it. In the gender system, for example, society is characterised by segregation of the sexes and by the assumptions that men are superior to women and that men are the norm.¹

¹ The gender system is explained in ‘*Democracy and Power in Sweden*’ (*Demokrati och makt i Sverige*, SOU 1990:44), the main report of the government commission on power structures in society. Hirdman, Yvonne.

Gender is the basic criterion. Feel free to combine it with other variables such as ethnic background, age and disability.

Think beyond your own area of responsibility as well. There are many issues that cut through different types of activity, so it might be a good idea to collaborate with other fields. For example: local employment markets involve issues such as transport and travel, employment and training, entrepreneurship and access to schools, care and commercial services.

Step 6. What is the current situation?

Describe the gender patterns from Step 5. Confirm them with qualitative and quantitative data.

Now is the time to start looking for facts. What is the current situation? Some information may be available from previous inquiries and studies. Other information may be available in official statistics or other publications. Perhaps no information is currently available; in that case, your first step might be to suggest that this shortcoming be brought to the attention of whoever produces the statistics. You can also formulate a task: we need to produce new statistics.

It is vital to look both at how the resources (e.g. time, money, information and training) within the activity have been divided between women and men and at the gender distribution in formal and informal decision-making circles and networks.

ANALYSIS

In steps 7–9, you analyse the statistics and facts that you have compiled, and consider what can be done about the picture that emerges. Does the activity in question help provide girls and boys, women and men, with the same rights, obligations and opportunities? If not, what are the consequences and what can you do about it?

Step 7. What are the consequences?

If there is anything to indicate a lack of gender equality in Step 6 – describe the possible consequences.

Start from the gender patterns that emerged in Steps 2 and 6. Describe how these affect girls and women, and boys and men, respectively. Describe how the lack of gender equality manifests itself. Women and men may frequently have the same rights and obligations but not the same opportunities – if this is the case, describe the consequences. This might for instance concern the opportunity to exercise a right.

Step 8. How to contribute to the gender equality objectives?

Describe how your activity should be designed to help meet the various gender equality objectives.

Describe the ideal activity from a gender equality viewpoint. Use the information from Step 2. Work through the interim objectives once again, asking the question ‘How should the activity be designed to help meet this interim objective?’

Step 9. What can be done?

List the changes that could enhance gender equality.

Make a list of what could improve the situation. These proposals could either be in areas that you have a mandate to change or in areas that someone else controls. Sketch roughly, starting from the patterns you have detected. There will probably be goal conflicts in the various proposals. Clarify these and describe them. Explain the pros and cons of the various proposals.

The organisation decides how you move on, i.e. what courses of action you are to pursue at the next stage.

Example

Analysis shows that women travel more on public transport than men, and also make more stops on their way home than men do. Men are more likely than women to take the car straight to work and straight home. Given this situation, what measures would enhance or hamper gender equality? There are various options here. You can propose increasing public transport to make women's situations easier, or propose redirecting bus traffic and starting new bus routes that run on routes and at times when men otherwise take the car. Other, broader issues that may be of interest in this discussion are greater tax funding of public transport, road tolls and road tax levels. How does that type of measure impact on gender patterns in travel? And how do other underlying gender patterns help sustain women's and men's differing travel habits?

MEASURES

Steps 10–11 involve finding measures that will alter the outcome from a gender equality perspective. You then have to select measures and follow them up if outcomes are to be evaluated. What will you change? How will you measure the change?

Step 10. What measures are to be taken?

Decide what measures from step 8 you intend to implement. Plan how and when they are to be implemented. Allocate time and resources. Plan training.

Review the proposals for possible action in step 9. Select which measures are to be implemented to enhance gender equality. Plan how and when they are to be implemented. Are time, knowledge and skills available in the organisation, or do you also need to plan training?

Step 11. How is the result to be measured?

Decide how the measures and impact are to be followed up.

How can you follow up the measures and their impact? How will you measure the outcome? How do you capitalise on experience and incorporate the lessons learned into your regular work? Sex-disaggregated statistics are one way of measuring and following up results.

The 4R Method

Steps 5–6

The 4R Method is used to aid the survey and analysis of a given operation from a gender equality perspective. It provides a general picture of how the operation is run and financed at the present time and of what changes are required to meet the differing needs of women and men. The survey seeks to answer the question: Who gets what, and on what terms? The analysis answers the question: How can we improve matters?

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

The original 3R method was developed in a project called JämKom, run by the Swedish Association of Local Authorities in the late 1990s. Its primary testing ground has been in municipal operations. You can read more about the 3R method in the pamphlet *Jämställdhetsverkstan. Om Jämtegrering och 3R metoden i svenska kommuner* ('*The equality workshop. Gender mainstreaming and the 3R method in Swedish municipalities*'), published by the Swedish Association of Local Authorities. JämStöd has transformed the 3R method into the 4R Method.

THE 4R METHOD

Pages 51–52 contain two examples of a 4R survey. These are the starting point in describing the method.

EXPECTED RESULTS

Work using *the 4R Method* can provide:

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

Step 1. R1 Representation – surveying gender representation

In the first step, R1, you select a specific activity and the target groups to be measured. Begin by answering the question: how many women/girls and how many men/boys?

The responses are supposed to provide a picture of the gender distribution at all levels of the decision-making process and the various parts of the operation, e.g. among decision-makers, staff, users, entrepreneurs, job applicants etc.

Who makes the decisions?

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

In the example on page 51, the activity is 'Compulsory social service care of young people at risk'. In this case, the actors are the girls and boys themselves, the officials who make

the decisions, politicians who make the decisions, relatives, institutional staff and representatives of foster homes. All groups are divided by gender.

In the example on page 52, the activity is 'Allocation of regional project funds'. The actors are those applying for the funds, those who make decisions on the funds, representatives of regional/local public administration, regional business organisations, individual business owners and others.

Who implements decisions?

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

The target group – who is the user/client?

What is the target group of the activity? In the example of regional development work, the ultimate target group is the entire population of the county. In such cases, it is important to be aware of the gender patterns in the county. Who are these women and men? How are they represented in various public and private arenas, companies, professions?

Step 2. R2 Resources – examining the allocation of resources

R2 answers the question: How are our common resources – money, scope, time – distributed between women and men? The answers show how resources in the activity are allocated by gender.

Who gets what?

Examples of factors you can study are:

- time
- rooms/premises
- money
- information/meetings
- development work.

Time

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

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

Space

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

Money

What is the allocation of direct payments – not just salaries, but other types of support as well, such as loans and grants, operational costs (including costs for time and space in the shape of staff and premises)?

Information

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

Development work

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

Step 3. R3 Realia – analysing conditions

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

Representation and resources are about quantity. Who has access to what? 'Realia' are the quantitative substance of an activity. The idea is that patterns will become clear through a survey of the first two Rs – patterns that will then lead on to questions about why things are the way they are.

Here, we focus on the operation or activity itself, i.e. the content of the services produced. What is the reality, and does it match present objectives? The question is then: who gets what, and on what terms?

What is the situation in our operation?

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

How does the activity deal with gender equality issues?

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

With respect to the realia – the norms governing the activity – there are no simple factors that can be measured. An analytical approach and an open discussion are needed. This should be based on a familiarity with gender equality and gender, and perhaps on further research that illustrates why the operation is the way it is, e.g. in terms of power relationships between the sexes.

Step 4. R4 Realisation – formulating new objectives and measures

The 3R model contains steps R1–R3. At JämStöd, we have added a further step that involves drawing up and realising new objectives and measures. R4 answers the question: What shape should the operation take if it is to achieve gender equality? Describe your vision of an operation adapted to the needs of both women and men.

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

If you are to realise this vision and help achieve the national gender equality policy objectives, you must review current operational objectives. Are the agency's own objectives sufficient, or do you need to formulate new ones to bring gender equality into the picture? If so, what steps need to be taken to achieve the objectives? The effects of this work should be measured using various indicators. The indicators are used to gauge how well you have achieved your objectives. If the objective is to allocate resources equally among women and men, an indicator could be statistics of the operation's costs disaggregated by sex.

Vision

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

New objectives and measures

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

Follow-up

- Decide how the results of the measures are to be measured in relation to the new objectives. What indicators or key ratios are to be used to follow up the activity?
- Decide when, and in what way, evaluation and follow-up are to take place.

EXAMPLE: SUPERVISION OF SOCIAL SERVICES

County administrative board supervision of compulsory temporary care orders issued by social services for young people.

R1. Representation

What target groups?	How?	Who?	When?
Proportion of women and men among:			
Boys and girls subject to care orders	Survey/statistics	Director of Social Services, County Administrative Board	Aug
Social workers	Investigations	Director of Social Services, County Administrative Board	Sept
Politicians, Social Welfare Board	Surveys/statistics	Director of Social Services, County Administrative Board	Oct
Institutional staff	Surveys/statistics	Director of Social Services, County Administrative Board	Nov

R2. Resources

What is to be measured?	How?	Who?	When?
Women's and men's share of:			
Number of care orders	Statistics from municipalities	Director of Social Services, County Administrative Board	Done
Number of placements	Statistics from municipalities	Director of Social Services, County Administrative Board	Done
Processing time for cases	Statistics from municipalities	Social workers in the municipalities	Dec
Resources (care periods and money) at institutions	Surveys/investigations	Social workers in the municipalities	Jan
Foster home placements/costs	Statistics from municipalities	Social workers in the municipalities	Jan
Later follow-up of young people Care period/successful result?	Info from municipalities	Social workers in the municipalities	Feb

R3. Realia

To assess prevailing norms (realia), you must know the results of R1 and R2. Prevailing values should be apparent from the gender patterns. Consider the reasons for the gender patterns that you have detected, and their impact.

R4. Realisation

How can we, together with the responsible staff, formulate a new vision, objectives for its achievement, measures that change gender patterns, and indicators that measure the resultant impact?

EXAMPLE: REGIONAL DEVELOPMENT

Allocation of regional project funds (33:1) granted by the County Administrative Board in 2004.

R1. Representation

What target groups?	How?	Who?	When?
Proportion of women and men among:			
Project managers	Go through those approved applications	Official(s) in business department	Autumn
Steering groups	Go through those approved applications	Official(s) in business department	Autumn
Reference groups	Go through those approved applications	Official(s) in business department	Autumn
Target groups	Go through those approved applications	Official(s) in business department	Autumn

R2. Resources

What is to be measured?	How?	Who?	When?
Women's and men's share of:			
Size of sum granted by projects led by women/men	Go through funds granted	Official(s) in business department	Autumn
Correspondence and contact between officials and project managers prior to decision (women/men)	E-mail and notes in the files	Someone in business department but not the official involved	Autumn
Number of steering groups where the County Administrative Board is represented (distributed by women/men as project managers)	Go through the files	Official(s) in business department	Autumn

R3. Realia

To assess prevailing norms (realities), you must know the results of R1 and R2. On the basis of the gender patterns, we can analyse the possible reasons for the differences and what effects they may have. We acquire an idea of which norms govern the operation/activity.

R4. Realise

How can we, together with the responsible staff, formulate a new vision, objectives for its achievement, measures that change gender patterns, and indicators that measure the resultant impact?

JämKAS Plus

Steps 5–6

JämKAS Plus is a method that helps provide an impact analysis of a gender pattern. With this method, you can examine whether the gender pattern represents a problem, and if so, whether it should be viewed as a gender equality problem. The method also helps you choose which measures and initiatives are required to combat gender inequalities.

Start by focusing on what you want to study. What issues do you want to examine in depth? One example might be car allowances. What are the gender patterns with respect to approved car allowances? (Car allowances are granted to people who have a permanent disability that makes it particularly difficult for them to get about on their own or to use public transport.)

You then perform an analysis and work your way through to possible measures.

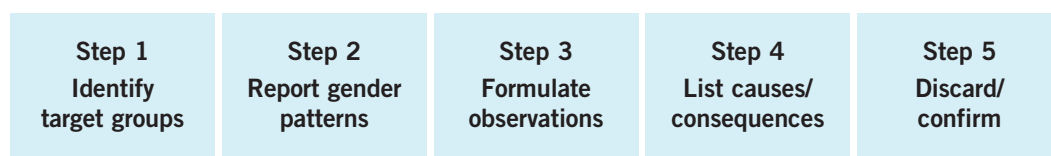
The purpose of the method is to determine whether a gender equality issue is present, and, if so, what measures can be used to combat inequalities.

EXPECTED RESULTS

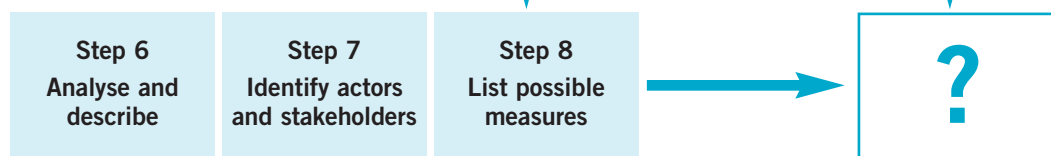
Work with the *JämKAS Plus* method can:

- be helpful when you want to highlight the gender equality perspective in a field
- illustrate the complexity of factors underlying gender inequality (which often extends into other policy areas).
- facilitate the work of choosing actions and initiatives to combat gender inequalities.

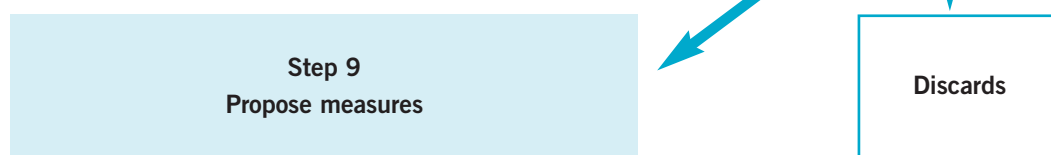
SURVEY



ANALYSIS



CONCLUSIONS



SURVEY

Step 1. Target groups affected

What target groups are affected by the operation/issue?

Identify the target group, i.e. those who are affected by the operation/issue or those who are the focus of it. Who uses or comes into contact with the operation: as citizens, consumers, traffic users, patients etc? The target group should consist of both women and men, girls and boys.

The target group might, for example, be women and men who have been granted a car allowance, or women and men who are entitled to a car allowance.

Step 2. Gender patterns

What are the conditions for women and men, respectively, in the chosen operation/issue?

Use existing statistics and other information to identify gender patterns in the area you wish to examine. Describe gender distribution in important areas, as well as the distribution of overall resources by gender.

For example, you may want to report the gender pattern among those who are entitled to a car allowance, among those who have applied for one, and/or among those who have been granted one.

Start by mapping the representation of women and men in the target group(s). How many women and men, respectively, use the activity/operation?

Then survey the distribution of or access to resources among women and men respectively in the target group(s). Remember that resources can also include time, premises, staff, materials and so on.

In the car allowance example, you might like to report how much of the total funding has gone to women and how much to men.

A gender pattern will emerge. It is a good idea to use diagrams to clarify the figures, as this makes it easier to see the pattern.

Step 3 Formulate an observation

Work from the patterns you see and formulate a statement or an observation, a hypothetical problem, which you feel is worth studying further.

The problem in focus is the relationship between women and men. The observation must therefore contain a statement that illustrates this relationship. The observation is to be comparative, and both sexes are to be included – e.g. ‘more men than women are granted a car allowance’.

Step 4. Survey causes and effects

List possible cause-effect relationships in the observation. Why are the gender patterns the way they are? List consequences.

Think about what the underlying causes might be, and the consequences. See the worksheet ‘List causes and consequences’ on page 58.

Here, you have to be creative. Cause-and-effect relationships are hypothetical at this stage so you can be inventive when seeking to identify possible underlying causes and conse-

quences. You might just guess, for instance. Could it be because of this, and would that have these consequences?

Keep in mind that the problem in focus is the relationship between women and men. Try, therefore, to write ‘women and men respectively’ when describing your underlying causes and your consequences; you risk otherwise falling into the trap of focusing on women as ‘the problem group’, separate from men. This means you could easily miss how women as a group stand in relation to men as a group, and might lose sight of the key point – that the problem is about power and norms.

One explanation for the observation about car allowances might simply be that more men are entitled to it. Alternatively, the officials who grant the allowances may be stuck in a gender-stereotyped mindset and think that men have more need of transport than women. Possible consequences of the observation could be that disabled women are less able to work than disabled men, or that women have to pay for their own transport to a greater extent than men.

Step 5. Discard or confirm the cause-and-effect relationships

Discard or confirm the cause-and-effect relationships in your hypothesis by testing them.

Produce statistics or other information showing the hypothetical links. These might for instance be references to research or qualitative studies. You may find that the hypotheses do not hold water and have to be discarded. Try to be as explicit as possible and show how those cause-and-effect relationships that can be confirmed are based in fact.

The reason for the gender pattern/observation might be completely different and not represent a gender equality issue at all. For example: more men than women apply for a car allowance.

There may be a lack of information. If so, it is important to point this out. There may not be any available statistics about a certain item of information, or the available statistics may not be disaggregated by sex. Improving the available information might then be one of your proposals for action aimed at providing a more comprehensive picture of gender equality in a certain area.

Only causes and consequences that can actually be confirmed are to remain when the problem is described in the next step: Is there a gender equality problem?

If there are important reasons or consequences that cannot be confirmed due for instance to a lack of statistics, these can be put in an ‘open drawer’ until further notice. Note that most factors that cannot be confirmed will be discarded directly; only questions that are likely to require follow-up at a later date are placed in the ‘open drawer’.

ANALYSIS

At this stage, you should be gaining some idea of the situation. You can see underlying factors and the likely consequences of the gender pattern you identified during your survey work. It is now time to analyse the observation that you made in Step 3. The observation, in other words, is either to be reformulated as a gender equality problem or to be discarded because it never amounted to one.

During the survey work, you may decide that you want to reformulate the problem. Another aspect may have proved to have greater relevance to the issue of gender equality in the area concerned and should therefore be the focus of the analysis instead. If so, that is your starting point.

Step 6. Analyse and describe the problem

Does the problem need to be rephrased, or is your observation still valid?

If you decide that a gender equality problem exists, describe it on the basis of the gender equality objectives drawn up for the area in question, or on the basis of the national gender equality policy objectives.

The problem, along with the underlying factors and consequences that have been confirmed, is to be described in relation to the gender equality objectives. In what way is the problem related to the objective that women and men are to have the same rights, obligations and opportunities in all areas of life? What bearing does it have on the national interim gender equality objectives?

GENDER EQUALITY POLICY OBJECTIVES

Overall objective

Women and men must have the same power to shape society and their own lives.

Interim objectives

1. Equal division of power and influence between women and men. Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions for decision-making.
2. Economic equality between women and men. Women and men shall have the same opportunities and conditions with regard to education and paid work that provide lifelong economic independence.
3. Equal distribution of unpaid care and household work. Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.
4. Men's violence against women must stop. Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

These objectives were adopted by the Swedish Riksdag in May 2006 (Govt. Bill 2005/06:15).

Step 7. Identify actors and stakeholders

Who has the skills and the authority to remedy the inadequacies that your analysis revealed? Make a list.

When the problem has been described and the underlying factors identified, it is time to link it to those actors who are in a position to influence the situation. You should also link the problem to the stakeholders affected by its consequences.

Identifying actors and stakeholders is crucial if you are to obtain an overview of who 'owns' the issue. Who has the skills and the authority to remedy the inadequacies that your analysis revealed? Perhaps the greatest potential for change exists outside your agency or organisation?

Step 8. List possible measures

List measures that could help solve the gender equality problem identified. List the pros and cons of the various measures.

These prospective measures may be found either in areas where the agency has a mandate to act or in areas that someone else ‘owns’.

List which changes might enhance gender equality. Start from what the analysis revealed and the description of actors and stakeholders.

If there are goal conflicts, or conflicts of interest, be clear about them and describe them.

Explain the pros and cons of the various proposals.

OPEN DRAWER

It is now time to empty the ‘open drawer’. Have you put questions in here that could not be confirmed in Step 5 because there were no statistics? Think about whether the lack of statistics is so crucial that it should be remedied as one of the measures. Have you placed an issue here because you are convinced it is important but have been unable to confirm it? Usually, such issues are discarded directly – unless, again, it is a matter of your needing to discover more facts and figures in order to proceed further. Questions that can be directly translated into proposals for action are to be raised in Step 9.

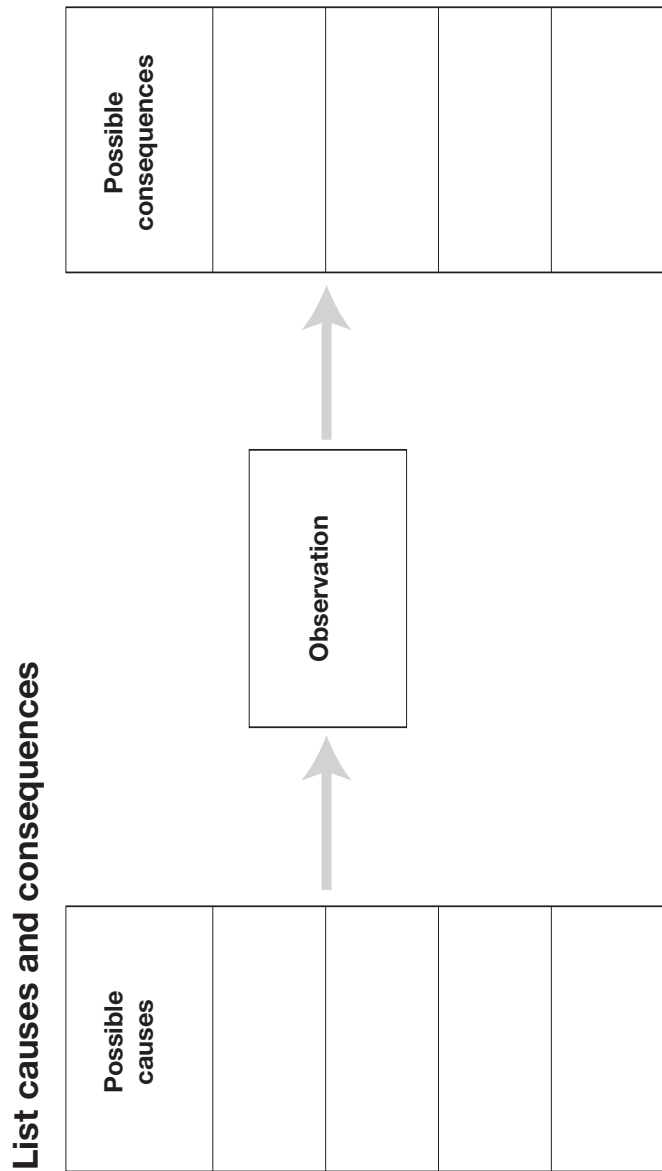
CONCLUSIONS**Step 9. Propose measures**

Select measures and draw up a plan for their implementation.

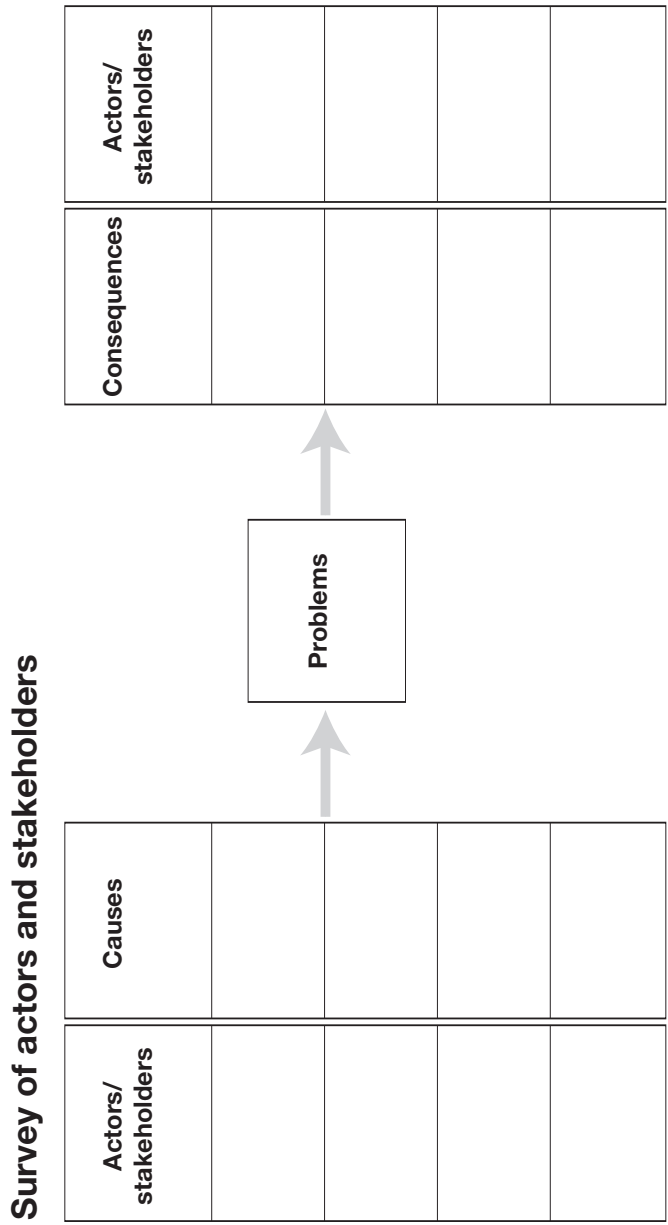
Go through the proposals for action in Step 8. Select those that need implementing to enhance gender equality and make a list of measures that the operation is to undertake.

Draw up a plan for how the measures are to be put into practice and followed up.

If other actors can be linked to the underlying factors, then a measure might consist of drawing the attention of those concerned to your findings. You can simply pass the matter on to the appropriate agency, organisation or ministry. This gives them a chance to tackle the underlying factors.



Worksheet 1 JämKas Plus



Worksheet 2 JämKas Plus

Process Mapping

Steps 5–6

The *Process Mapping* method helps you analyse your processes from a gender equality perspective. You begin by identifying and listing what you are doing and how you are doing it. You then look at ways in which your processes can help achieve the gender equality policy objectives.

Gender mainstreaming is change work, so you need to know exactly what the processes involve if you are to change them. The Process Mapping method helps you conduct a survey and gain a gender equality perspective on your processes.

By process we mean a sequence of events, a particular stage in an operation. A process consists of several stages. Processes might include activity planning, the assessment of applications or case work.

The guidelines explain how you go about mapping your processes from a gender equality perspective. The method is divided into different parts: the inventory, the identification of traps and gender patterns, and proposals for improvements and for the development of an action plan.

EXPECTED RESULTS

Working with the *Process Mapping* model can provide:

- an analysis of a process from a gender equality perspective
- an aid in detecting and preventing the risk of gender inequalities in the operation
- measures to enhance gender equality in the operation

Step 1. Describe the process

Select a process. Describe it. What are its various stages?

Use the table on page 63 to help you in this. Dividing the process into clearly defined stages simplifies matters. It is a good idea to draw a flow chart for the process as a whole. Describe what is to be done first, what it leads to and what you do after that. The various stages are entered into the table.

A process might, for example, be activity planning, assessments of entitlement to support, production of urban planning documents, assessment of project applications, recruitment processes, and the like.

Step 2. Contribute to gender equality

List ways in which this process can help achieve the gender equality policy objectives.

Review the gender equality policy objectives on the next page and see whether the process in any way affects the situation of women and men in the four areas. If your process is carried out in a gender-equal fashion, it can contribute to greater gender equality. Describe what it is important to bear in mind in seeking greater gender equality. What, from a gender equality perspective, is the ideal process?

GENDER EQUALITY POLICY OBJECTIVES

Overall objective

Women and men must have the same power to shape society and their own lives.

Interim objectives

1. Equal division of power and influence between women and men. Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions for decision-making.
2. Economic equality between women and men. Women and men shall have the same opportunities and conditions with regard to education and paid work that provide lifelong economic independence.
3. Equal distribution of unpaid care and household work. Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.
4. Men's violence against women must stop. Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

These objectives were adopted by the Swedish Riksdag in May 2006 (Govt. Bill 2005/06:15).

Step 3. Identify risks

Where in the process is there a risk of creating gender inequality?

By 'risks' here we mean those parts of the process where there is a danger you might foster gender inequality. This might happen, for instance, if you proceed on the basis of 'gender neutrality', which can lead to gender blindness, or from a norm that only reflects one of the sexes. The process may then be adapted to the needs of that sex. There is also a risk inherent in dealing with other people: we often have different expectations of women and men. Our conclusions may be gender-stereotyped and may cause us to place different demands on women and men or treat them differently.

Step 4. Survey and analyse the consequences

List what gender patterns you would like to know about at each stage. Enter them in the table for each individual stage.

By 'gender patterns' here we mean gender patterns in users, i.e. those who are the end consumers of the operation. Is there some kind of gender pattern that you have to take into account in your internal processes? Do you need to add further stages because the gender patterns look different for girls and boys, women and men?

One way of identifying gender patterns is to ask: Is there anything that segregates the sexes? Is there anything that attaches value to one sex or the other? Is any particular sex the norm for this stage?

Also, consider gender representation and the allocation of resources. Examine the situation for various groups of women and men with different ethnic backgrounds, disabilities, ages and so on.

Step 5. Reflect on the sex of the implementer

Who is responsible for the various stages? Are they women or men? How does this affect this particular stage?

Review the various stages in the process. Are there stages where the sex of the implementer is a factor?

Step 6. Propose measures

What measures might prevent the creation of gender inequalities in the various stages?

Look back at Steps 3–5; are there any risks or gender patterns that can be avoided or eliminated? Is the sex of the implementer a factor? In that case, propose measures that might remedy gender inequality.

Step 7. Change the process

Decide which measures you will implement – who does what, and when?

Draw up a plan of action. Schedule the measures and allocate responsibility for them. Don't forget to plan your follow-up.

Processes: _____

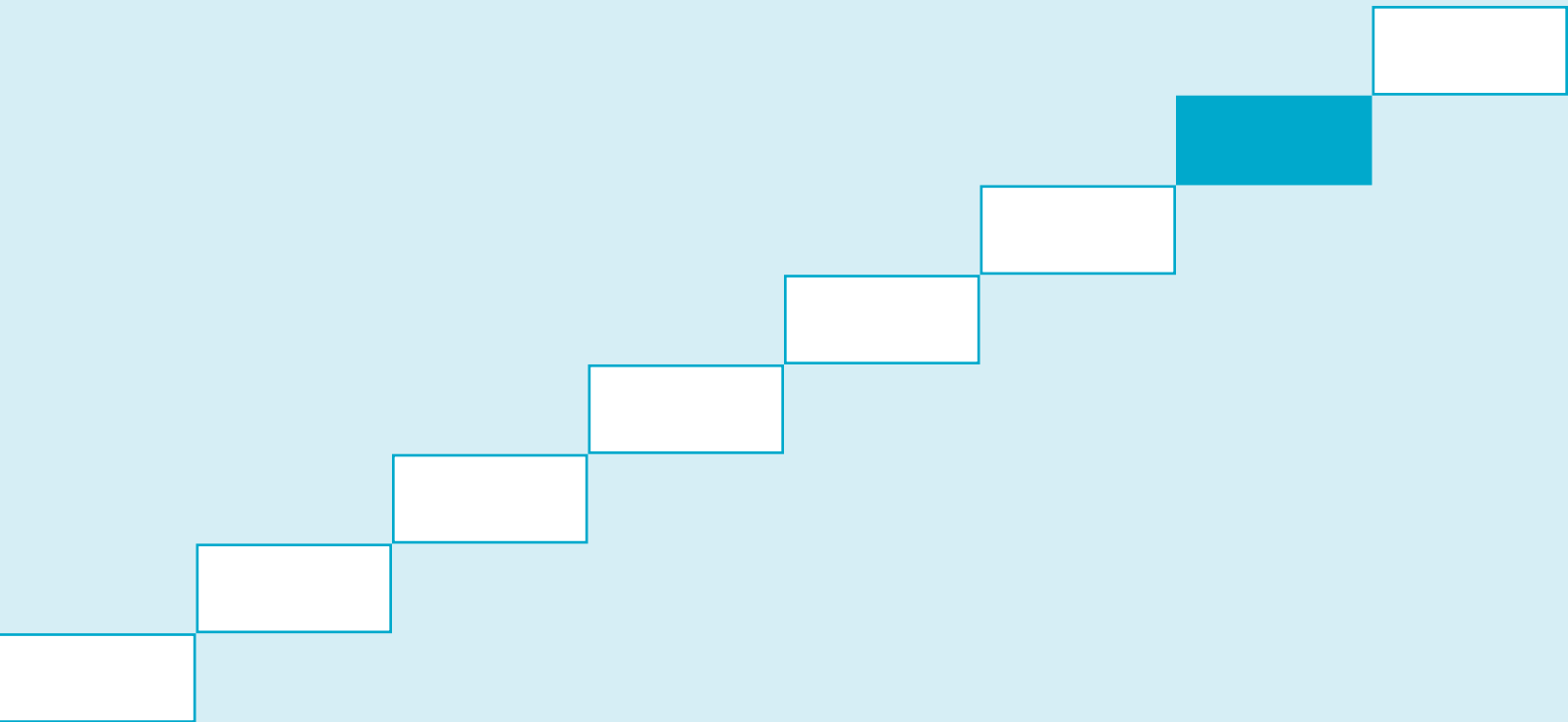
Stages of the process	Stage 1	Stage 2	Stage 3	Stage 4	Stage 5	Stage 6
1. Describe the process						
2. Contribute to gender equality						
3. Risks						
4. Gender patterns						
5. The implementer						
6. Propose measures						
7. Changes						

Worksheet Process mapping

Step 7

Implement the measures

The agency now goes ahead and implements the measures. Management must make a clear decision here about what is to be done and by whom. The time has finally come to create a more gender-equal operation.



Step 8

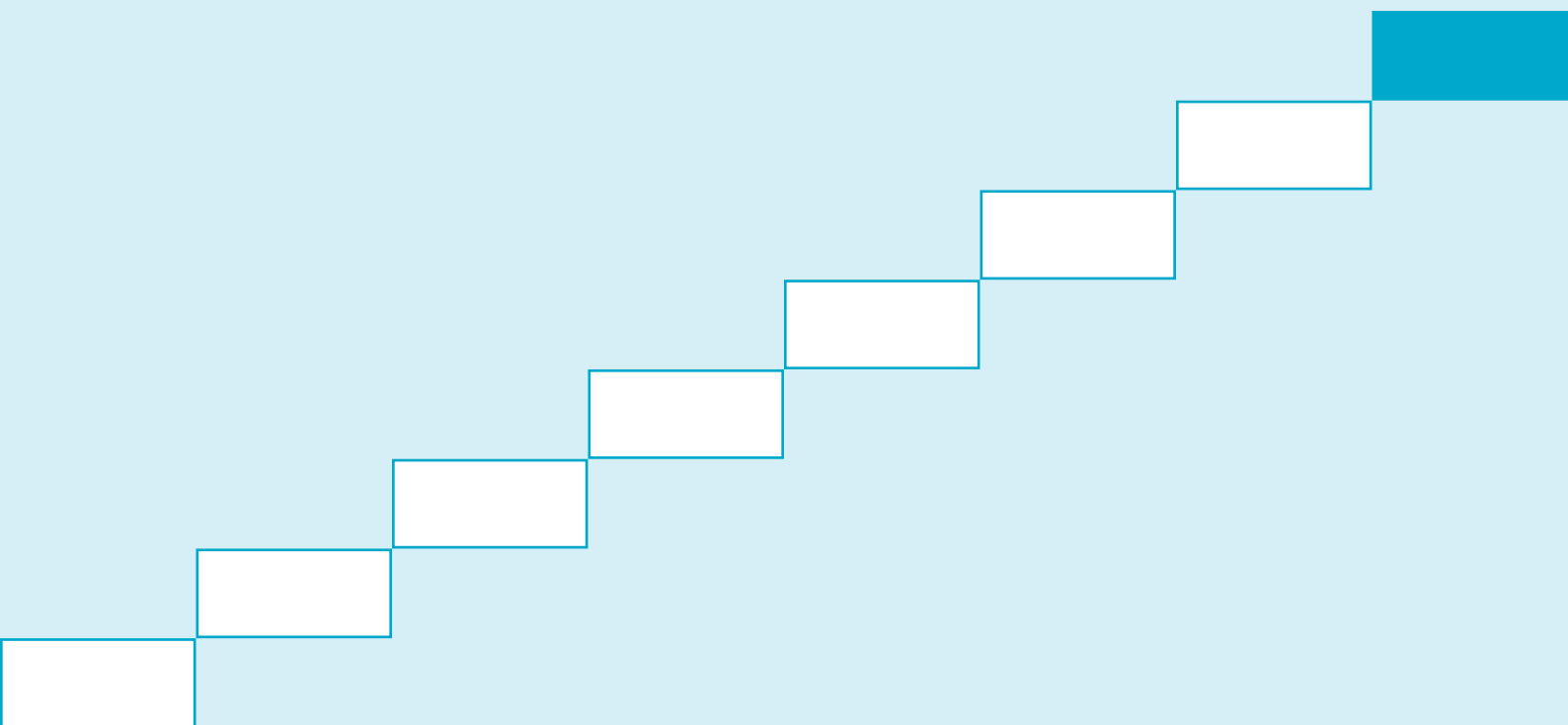
Evaluate the outcome

This step enables management to evaluate progress from a gender equality viewpoint. Senior staff make sure that the results are followed up, and evaluate the outcome by answering questions such as the following:

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

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

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



JämUR – A method for evaluating outcomes

Step 8

JämUR (Gender Equality Outcome Evaluation) helps you evaluate the results of the operation from a gender equality perspective. You are then in a position to propose improvements and provide feedback to those undertaking the actual activities. We recommend that you use the method as a follow-up to *JämKAS Bas*. The method was developed for use in the Government Offices but has been amended to suit public authorities in general.

Its aim is to evaluate the outcome of the operation from a gender equality perspective so as to be in a position to decide what needs to be done to enhance gender equality.

EXPECTED RESULTS

Working with the *JämUR* model can provide:

- a chance to measure the impact of the operation on women and men respectively
- a chance to link operational costs to women and men respectively
- proposed improvements aimed at enhancing gender equality in the operation.

Step 1. Operations

Which of your activities/operations involve women and/or men?

Step 2. Outcome

2a. What actions have you taken that affect women and men respectively?

2b. What effects did these actions have on women and men respectively?

Step 3. Costs

How are the costs of the operation distributed among women and men respectively?

Step 4. Conclusions

What conclusions can be drawn from the surveying work in Steps 1–3?

Step 5. Measures

How can the operation become more gender-equal? List possible measures.

Step 6. Proposed improvements

In what way can the agency's checks and controls, processes and follow-up be amended so that the operation is improved from a gender equality perspective?

Step 7. Feedback

7a. Does the operation receive feedback on the work it is doing to enhance gender equality?

7b. What might such feedback consist of?

7c. In what form should feedback be provided?

Step 8. External feedback

Is there anything in your contact with others around you that needs to change so as to make it easier for you to improve gender equality in your operation?

Some definitions

Equality

Fair and just conditions for all individuals and groups in society, based on the idea that all people are of equal worth regardless of sex, ethnic origin, religion and social group etc. One of the most important equality issues is that of equality between women and men.²

Feminism

Recognition that the sexes are unequal, and a willingness to do something about it. This is the lowest common denominator for different types of feminism; there are various orientations, such as liberal, socialist and radical feminism.

Gender

The social and cultural, 'constructed' sex. What we perceive as 'male' and 'female'. This changes and is re-created over time.

Gender-blind

Without regard to the gender equality perspective or gender.

Gender equality

Concerns the relationship between women and men. The objectives of Swedish gender equality policy are set out below.

Overall objective³

Women and men must have the same power to shape society and their own lives.

Interim objectives

1. Equal division of power and influence between women and men. Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions of decision-making.
2. Economic equality between women and men. Women and men shall have the same opportunities and conditions with regard to education, training and paid work that provide lifelong economic independence.
3. Equal distribution of unpaid care and household work. Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.
4. Men's violence against women must stop. Women and men, girls and boys, shall have equal rights and opportunities in terms of physical integrity.

Gender equality in outside activities – external gender equality

Gender equality in activities directed at the citizens/clients, i.e. the core operation.

² *Women and men in Sweden* (Statistics Sweden) Gender equality statistics in brief, 2006.

³ Swedish Government Bill 'The power to shape society and your own life: Towards new gender equality policy objectives' (*Makt att forma samhället och sitt eget liv – nya mål i jämställdhetspolitiken*, Govt Bill 2005/06:155).

Gender equality in internal activities – internal gender equality

Gender equality in human resource activities, i.e. activities governed by the Equal Opportunities Act and the Equal Opportunities Ombudsman, and which is distinct from the gender mainstreaming of the core operation.

Gender equality perspective – Gender equality analysis

The performance and analysis of sex-disaggregated statistics or other information in relation to the gender equality policy objectives.

Gender mainstreaming

A strategy that integrates a gender equality perspective into all areas of policy and activity and all stages of decision-making, planning and implementation of activities in these areas.

Public agencies organise their internal work to achieve gender equality in their core operation.

Gender patterns

The structure that emerges when information, statistics, needs, etc, are divided up by gender.

Gender perspective – gender impact assessment

Reporting statistics and information by gender, and describing the situation for women and men respectively.

The gender system

Describes the social relationships between the sexes. According to Professor Yvonne Hirdman, the gender system rests on two logics.

- 1) The dichotomy itself, the taboo of segregation: male and female should not mix.
- 2) The hierarchy: men are the norm. Men are mankind; thus they are the norm for what is normal and generally accepted.⁴

The phrase 'gender power structure' is used in Swedish politics to describe this.

Intersectionality

A perspective that focuses on the point of intersection of various power structures in society and how different identities are created as a result of factors such as race/ethnicity, sex, sexuality, functional capacity and age.

Patriarchy

A term used in the social sciences to describe social systems in which women are subordinate to men.

Sex

A word that in gender studies can be used to describe both biological sex and gender, the 'constructed' sex.

Sex discrimination

When a person is directly or indirectly unfairly treated due to his/her sex.

⁴ *Kvinnovetenskaplig tidskrift* No. 3 1988, Volume 9, Yvonne Hirdman.



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