
Sharing practices of gender mainstreaming methods in subnational and local policies

Summary report of the congress held on the 18th of January 2017 in Brussels

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Brussels-Capital Region and Metropolis Women

Moderation:

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The Brussels-Capital Region and Metropolis Women organised the congress “Sharing practices of gender mainstreaming methods in subnational and local policies”. The congress brought together and gave the floor to heads of gender mainstreaming departments in the sub-national and local administrations of Barcelona, Brussels, Mexico City, Seoul and Vienna.

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List of abbreviations

GB : gender budgeting

GM : gender mainstreaming

GE : gender equality

w/m : women and men

Introduction

For equal & smart cities...

By **Bianca Debaets**, Secretary of State of Brussels for Equal Opportunities¹ and the European Regional Vice-President of Metropolis Women

Apart from its many tourist highlights, Brussels mainly consists in an important economic and financial centre, being the Belgian and European capital city as well as NATO's headquarters.

As every metropolis, Brussels needs to address multiple challenges (demographic, environmental, economic, etc.), including the interdisciplinary difficulties of gender equity (GE). In order to include a gender dimension to all public policies, Brussels Capital Region adopted legal provisions in favour of gender equality and gender mainstreaming (GM), set up measures and actions (campaigns, projects, etc.) and developed tools and methods (test gender, gender budgeting (GB)).

The current legislature fixed its priorities in term of GE: stimulate female entrepreneurship, increase the supply of care facilities for children, encourage women to be involved in the information and communication technologies (ICT) sector, fight against all forms of violence against women.

Some figures on the situation of women in Brussels:

- 28% of Brussels entrepreneurs are women
- 7044 places in childcare (+409 places in 2017)
- 30% of women working in the ICT sector
- 12% of women in Brussels are victims of domestic violence
- 163 deaths per year due to domestic violence (including an overwhelming majority of female victims)

Advances in gender mainstreaming, 20 years after Beijing

By **Laura Pérez Castaño**, the Councillor for Feminisms and LGBTI of the Barcelona Town Hall and President of Metropolis Women²

Since Beijing Declaration and Platform for Action, policies on GE have been gradually developed at all levels of governance. Departments and institutions in charge of GE were launched in the cities. Legislations, plans and programs on GE were adopted. Specific unprecedented financings were unblocked. Finally, an impressive number of tools were elaborated in order to include a gender dimension in the urban policies.

Despite all these efforts, principles of GE are only being slowly and partially integrated within the public action itself. The institutionalisation of GE isn't complete anywhere. The emphasis has indeed been on the implementation of specific actions within existing policies rather than on the modification of priorities and policy objectives. Besides, GM has been implemented differently given the sectors. The economic crisis and the austerity measures have rattled social and GE policies. Also, the rising popularity of conservative ideas and values puts the progress made in the field of GE in jeopardy. It is therefore crucial to exchange ideas and practices on how to carry out gender mainstreaming in cities.

As for the progress of GM within metropolises, the document *Big Cities and Women: The Importance of Gender Mainstreaming in Local Policies*³ brought a reference framework. Moreover, the 2017 strategic guidelines of

¹ Website of the Brussels-Capital Region: <http://be.brussels/>

² Website of Barcelona Town Hall: <http://ajuntament.barcelona.cat>

Metropolis Women aiming to place GM in the centre of the work of Metropolis as well as the document *Eight Key Messages to Promote Sustainable Mobility from a Gender Perspective in our Cities*⁴ were unanimously approved in October 2016.

The gender dimension has to be included in all of Metropolis' work. For example, sustainable and inclusive mobility is essential for cities. Metropolis will even have to include the gender dimension in its trainings and capacity-building programs. The goal? Become a fully gender-sensitive organisation and give the member cities the necessary tools to address challenges on GE within their local policies.

Lightning talks

1. Gender mainstreaming of general policy goals in Brussels

By **Katrien Lefever**, Coordinator of *equal.brussels* (Brussels-Capital Region) and **Katrien Van der Heyden**, senior consultant at Engender

Composed of 19 communes⁵, the federated state of Brussels Capital Region (BCR) has its own competences, an executive power (5 ministers and 3 secretaries of State) and a legislative power. Its regional policies are executed by a ministry, the Brussels Regional Public Service (BRPS), and by regional organisms.

Gender equity, working as a network

Within the BRPS, two specific services are in charge of equal opportunities (which includes GE): **equal.brussels** at the regional level and the **Specific Unity for Equal Opportunities of Local Governments** for the communes of Brussels. The other administrative departments of the BRPS and the regional organisms each have a contact point for gender. The same goes for each ministerial cabinet and each secretary of State's office. They all work as a network. They form the **Regional Coordination Group on GM** and are responsible for the follow-up and assessment of the **regional action plan for GM**.

Legal framework for GM in Brussels

In 2012, the Region adopts a regional law on the integration of a gender dimension within regional policies. Two decrees are added: one to set up regional measures, instruments and tools for GM (2014); the other to examine the method and implementation of GB (2016). The developing of GM strategy at regional level is divided as follows: regional action plan, gender test, production of gender statistics, integration of the gender dimension within strategic plans, GB and projects.

Focus: production, implementation and follow-up of the regional plan on GM

The regional plan on GM is based on the collaboration between contact points about gender at all levels and needs each minister to select goals for his/her competences. A budget is then allocated in order to consult experts on gender (Engender).

To prepare the implementation and the follow-up of the plan, four big work sessions have been scheduled by *equal.brussels*, with the external collaboration of Engender: (1) training on the basic concepts and data collection; (2) data analysis to find gender disparities; (3) recommendations to close the gaps between genders; (4) political approval of the recommendations and strategic implementation.

This trans-hierarchic method is based on a co-creation multidisciplinary process, bringing together various actors from several political and administrative levels. Each session benefits from the constant interaction between technical and political experts.

³ Metropolis Women. (2016). Big Cities and Women: The Importance of Gender Mainstreaming in Local Policies. [Online]. url:

https://www.metropolis.org/sites/default/files/media_root/documents/20160120_bigcitiesandwomen_rev_metropolis_en_rev.pdf

⁴ Metropolis Women. (2016). Eight key messages to promote sustainable mobility from a gender perspective in our cities. Result of the workshop held in Barcelona in July 2016. [Online]. url:

https://www.metropolis.org/sites/default/files/8_key_messages_sustainable_mobility_and_gender.pdf

⁵ The City of Brussels is one of the 19 communes of Brussels Capital Region and shouldn't be mixed up with the Brussels Capital Region.

Thanks to the first session, 32 goals selected beforehand by the government have been defined (some were too general, others too narrow). During the second session, the disparities in progress between the 32 goals have been overcome. Some already had a lot of data to help identify the gender gaps and make recommendations. Others, on the contrary, were still at an early stage. Different supports were therefore decided for each goal.

Despite some methodological difficulties, the program and planning is respected and the exchanges about the 32 goals have been valuable, allowing the work to progress.

2. Gender in procurement and grants in Barcelona

By **Estel Crusellas**, Coordinator of the Centre for Equality and Resources for Women (CIRD) ⁶, Barcelona Town Hall

General framework

The City of Barcelona considers GM as fundamental for **good governance** since it enables to guarantee a public administration which is democratic, open and adapted to the needs and interests of citizens in all their diversity.

GM is defined by the **Barcelona Plan for a gender justice** ⁷ through four lines: institutional change, economy for time management and personal life, City of Rights and open and pleasant areas. The integration of a gender dimension is part of the first line and is structured based on 10 priorities, including **GE in public procurement and grants**.

Operating process

Public procurement and grants enable the reallocation of important resources and directly concern social, community and commercial sectors. That is why the principle of GE has to be guaranteed during the whole process. **Clauses on gender** were therefore included in public procurement and grants.

Public markets benefit from a special legislation. So, in March 2016, the **Commission for socially-responsible public procurement** was asked to create guidelines to apply social clauses including the gender dimension, taking into account the nature of the different types of contracts. These projects resulted in proposals of clauses on gender. In October 2016, the *Guide for Public Markets of a Social Nature* was presented. A process of consultation with companies, associations and civil society was launched to discuss the criteria recommended in the Guide, in order to establish and approve a new **social contract** as well as a new municipal **decree** regulating public markets.

As for **municipal grants**, criteria of GE were first included in September 2015 in a pilot trial. Then, in May 2016, these criteria and their impact on grants were examined. The final criteria were then established and the procedural forms were accordingly adapted.

Obstacles, solutions and challenges

On the one hand, it was necessary to **modify** the legal framework in order to take into account the gender dimension in public markets. An important problem remained: the law doesn't define precisely its conformity. Moreover, they had to think up **several groups of clauses** adapted to a variety of contracts.

On the other hand, as far as grants were concerned, it was chosen to formulate **general clauses** in accordance with the heterogeneity of the projects subsidised and the existing kinds of grants.

In both cases, trainings and technical assistance were planned to support the implementation of the new clauses. However, no monitoring system exists so far.

⁶ Website of the CIRD: <http://ajuntament.barcelona.cat/dones/es/canal/cird>

⁷ Cf. Department for Feminisms and LGTBI (2016). Plan for Gender Justice (2016-2020). Barcelona: Ajuntament de Barcelona. [En ligne]. url: <http://ajuntament.barcelona.cat/dretsocials/sites/default/files/arxius-documents/plan-for-gender-justice-2016-2020.pdf>

3. Public Gender Policy in Mexico-City

By **Pablo Álvarez Icaza**, Academic coordinator of public and legislative policy of the Council for the Prevention and Elimination of Discrimination in Mexico City (COPRED)⁸

General framework

Following the 2015 Mexican constitutional reform, Mexico-City became an autonomous federal entity with its own constitution. The Mexico-City political constitution project contains an interdisciplinary vision based on human rights perspective, GE, interculturality, intergenerationality, right to the city, citizen participation and good governance.

Thanks to these interdisciplinary approaches, the **General Development Program of Mexico-City (2013-2018)** was oriented and articulated as to guarantee inclusive democratic and full-scope public policies. In addition to this general program, Mexico-City adopted the **Special Program for Equal Opportunities and Non-Discrimination Against Women in Mexico-City (2015-2018)**, which organizes measures and actions improving the situation of women and girls living and passing through Mexico around five objectives: exercise of human rights; integrated health services; fight against violence; financial independency and joint responsibility within a household; as well as the interdisciplinary institutional reinforcement of GE issues.

The integration of gender dimension in Mexico-City and its instruments

The institution in charge of public policies on GE is the **Instituto de las Mujeres**⁹. Since 2016, the Institute has also followed the **budgetary programmatic actions** to close the gaps between women and men. The government does indeed understand that the integration of a gender dimension within its urban policies and its public administration above all includes the programming, budgeting and managing of gender-sensitive public expenses.

In 2017, the administrative units will adapt their own **institutional activities**, in accordance with the Special Program. This new definition is framed by the **Project for Gender Equity for the Year 2017** and they will identify the actions to be taken.

The mainstreaming process of the institutional activities is followed thanks to a tool, the **Framework for Public Policies, Section Real Equity**. This tool enables to see the measures of the institutional action related to gender equity, the estimated percentage spent on measures for real equity, the estimated number of beneficiary men and women of these measures, and the measures which will decrease the gaps between women and men.

Concretely, on the financial side regarding GE, the budgetary efforts keep increasing. For instance, in 2016, Mexico-City spent 1.19% of its total public expenses on GE. And, in 2015, there were not less than 85 public organisms that were investing on GE.

Some examples of political measures in favour of gender equity

Among the planned political measures, we can mention: in the field of health and environment protection, the Program on Comprehensive Care of Breast Cancer, as well as the Program for Gender Equity and Environment; in the field of employment and labour market, the process for a “New Labour Culture” and the Unemployment Insurance for Pregnant Women; in the field of economics, the “Comprehensive Program on Women Economic Empowerment”; in the field of security, the program “Safe Female Travelling” and the program “Safe and Pleasant City for Women and Girls”.

⁸ Website of the *Consejo para Prevenir y Eliminar la Discriminación de la Ciudad de México* (COPRED): <http://copred.cdmx.gob.mx/>

⁹ Website of the *Instituto de las Mujeres*: <http://www.inmujeres.cdmx.gob.mx>

4. Gender mainstreaming in Seoul

By **Kang, Hee-Young**, Research Fellow, Seoul Foundation of Women & Family¹⁰

Seoul, capital city of South Korea, is a megalopolis of more than 10 million inhabitants, including more women than men. Seoul's demographics is characterised by a decrease in local population whereas the number of foreign residents tends to increase.

Seoul's GM strategy includes two main ideas: systematising of political measures for women and improvement of the efficiency by extensive analyses. The first one leads to the elaboration and application of GM tools in order for the public administration to take into account women's needs. Those tools are respectively called **Gender Impact Assessment (GIA)** and **Gender Responsive Budget (GRB)**. As for the second idea, annual extensive analyses have been carried out since 2011. It consists in a participative process in which civil servants, experts, academics, NGOs and citizens can participate.

The ruling on GE frames Seoul's GM strategy. The legal document is a tool in the fight against discrimination based on gender as well as in the promotion of women's rights. It sets up a **Metropolitan Committee on Gender Equality** for the implementation of policies on gender equity; it forces the implementation of the GIA for all the government's, the Council's and the administration's tasks; it requires the disaggregation of data by gender and the production of gender statistics; and it sets up a **Support Centre on Gender Mainstreaming**.

As for the means, Seoul's government allocated a budget for Family Affairs and Women. While, in 2011, this budget amounted to 4.45% of the total budget, it now amounts to 7.93% of the total budget allocated to this policy area.

The many public actors on GE and GM are at various levels of the legislative and executive powers. The direction is assured by the Committee on GE and the Support Centre on GM. The Governing Body on GE is composed by institutional experts and NGOs and formulates advice and recommendations. The municipal Council and the municipal administration are in charge of the implementation. Within the city hall, the Office for Family Affairs and Women includes four departments, a post of Adviser on GE and two posts of experts.

In 2012, the mayor, Park Won-Soon, had the template of the documents examined by the town hall in order to determine if the content appropriately took into account the issues and interests of women. He then had them appropriately modified.

Besides, the implementation process of GM is part of a plan. The programs and the projects are subject to the GIA. The officers concerned by this program then follow a training. A report is written and finally amended. A budget is calculated and submitted to the municipal Council. It is then time for commentaries and assessment.

As for the action plan of GM, it is important to mention in particular the actions regarding GB and those regarding the post of Adviser on GE. For GB, the plan includes: ex-ante budgetary analysis, setting up of a system for gender-sensitive budgetary provisions, and budgetary provisions' categorisation based on whether there are compulsory or recommended and also based on the nature of their corresponding tasks. The plan also tries to establish an analytic link between the budget statement on GE and the assessment tasks of the GIA. Regarding the establishment of an Adviser on GE, the plan mentions that he/she should adequately examine, comment and provide guidelines for the main municipal projects in the field of GE. The Adviser is also in charge of coordinating the policy on GM between the various actors involved in the implementation of the strategy.

If the efforts to implement GM in Seoul have been ardent, the challenges remain numerous. A key challenge regarding GB consists in defining the performance goals to eliminate gender disparities and in budgeting accordingly. Regarding the Adviser on GE, it is essential to include workforce to help him/her in his/her work, to improve his/her hierarchical position and to enlarge his/her areas for action. Last but not least, the global improvement of GM will depend on the optimal coordination between the procedure systems and the various administrative services, on the reinforced involvement of the public authorities for GM, on the proactivity from the institutions and on the broader civic participation in governance.

¹⁰ Website of the Seoul Foundation of Women and Family: <http://www.seoulwomen.or.kr/>

5. Gender mainstreaming in Vienna

By **Ursula Bauer**, Head of the Office for Gender Mainstreaming of the city of Vienna¹¹

Vienna's population keeps increasing and reaches at the moment 1.8 million inhabitants, including 52% of women. The political participation of women is remarkable: 34% of the municipal Council's seats are held by women and Vienna's government is predominantly (63%) composed of women, who hold key positions and therefore control an important part of the governmental budget. Staff in the municipal administration includes 65% of women. After the adoption of several positive actions, women hold in 2017 35% of the administrative leading roles, compared to 3% in the middle of the nineties.

In Vienna, GM is rooted in the distribution of municipal administration's competences. At an organisational level, a GM department is under the supervision of the Chief Executive Office. The Department of Finance has a Division on Gender Budgeting. Besides, a 2005 municipal decree orders that GB be incorporated within the annual budget report. The City of Vienna also aims at integrating *in extenso* the gender dimension by 2030.

At the beginning of the nineties, Vienna hierarchal bureaucracy could be compared to a huge liner, sailing without any gender perspective. Next to it, the Municipal Department MA 57 was sailing, as a zodiac boat, guided by the then municipal Adviser on Women's Issues. It laboriously tried to steer the liner onto a more feminist course¹².

There was a need to rely on data analysing women's situation in order to identify gender disparities, to measure them and to use this data as objective proof for negotiation. But this data wasn't collected anywhere. Worst even, the few sex-specific data available didn't seem credible to all.

Encouraged by the international and European levels, the questions on GE and the GM strategy were added to the Vienna political agenda. In that context, the municipal Adviser of that time obtained from the Directorate-General that the administration included the "zodiac boat crew". From that moment on, with a lot of efforts, the workforce of MA 57 gradually worked in collaboration with the rest of the administration. They then started working as a network. In 2008, the Austrian constitution inscribed GB, which enabled the integration of an office dedicated to gender mainstreaming within the highest administrative rank (Chief Executive Office).

The lack of data was still a real obstacle. In 2010, the Office for Gender mainstreaming started working on the first GE Monitor in Vienna with the objective to study the gaps between women and men in all daily life aspects. The monitor was the result of an intense collaboration between internal and external experts. This document published in 2013 still represents an important argument while negotiating about sex-specific issues, especially in a context of economic crisis.

Indeed, cuts in public spending first affect women, especially single parents and the important part of low-income women. The monitor's data are therefore essential to show the differential impacts of economic measures.

However, the problem of responsibility of GM remained. The monitor was indeed led by the GM Office. Participation of administrative experts, although compulsory, had to be urged. The useful information was therefore delivered occasionally. The data transmission remains irregular, even currently.

Forming alliances to tackle this problem of responsibility ended up being very efficient. Thanks to its strategic position at the top of the administration, the Office could now count on its strong alliances: the Chief Executive Office, as well as the Chief Executive on who they depended, but also the department of Statistics. The Department of Statistics and the department on Integration and Diversity set up with the GM Office clear guidelines on gender-sensitive data collection.

To prepare these guidelines, the GM Office asked experts and managers from different administrative services to actively contribute during workshops and via an IT solution. All parts of the liner were differently involved in this 2-year project. It is now clear that they are also responsible for GM.

But there weren't only allies. Some detractors wished to get rid of the GM Office. The number of detractors increases and they actively oppose GM. However, thanks to the establishment of the GM Office within the Chief Executive Office and thanks to strategic alliances and to the networks that were built, the GM Office

¹¹ Website of the Office for Gender Mainstreaming: <https://www.wien.gv.at/english/administration/gendermainstreaming/>

¹² Editor's note: The Office for Promotion and Coordination on Women's Issues (or "Frauenbüro" or Municipal Department MA 57) was set up in 1992 et was an external department of the municipal administration.

remains strong. Avoiding GM would be compromising. Many efforts are nonetheless necessary to resist the threats.

In conclusion, the GM Office achieved its essential goals for GM: sex-specific data availability, involvement of the whole data collection service, sex-specific statistical analysis and search for solutions to close the gaps between women and men.

The GM Office now has to find potential solutions to get rid of all resistance to change, to motivate all participating parties and to make sure allies remain motivated. Only then will GM be fully implemented by 2030.

Group discussions: conclusion sharing with a panel of experts

1. How to avoid strengthening stereotypes and restrictive recommendations on (women) specific actions?

Moderation by **Nathalie Wuïame**, Engender

Panel composed by : **Zoé Absil** (Brussels Local Authorities), **Ursula Bauer** (City of Vienna), **Estel Crusellas** (Centre for Equality and Resources for Women of Barcelona), **Jeroen Decuyper** (Institute for the Equality of Women and Men (IEWM), Belgium), **Pablo Álvarez Icaza** (COPRED, Mexico-City), **Katrien Van der Heyden** (Engender), **Séverine Van Herzele** (Brussels Local Authorities)

Outcomes of the group discussions

- Explaining differences between 'gender mainstreaming' and 'specific actions' in all gender trainings/gender actions and motivate the choice of a specific actions.
- Communication and awareness raising actions:
 - Identifying female and male examples of discrimination
 - Showing the diversity and heterogeneity of both sexes.
 - Early age gender neutral education and pedagogical approach.
 - Neutral use of language in advertisements, etc.

Panel discussions

Séverine Van Herzele (*Brussels Local Authorities*) mentions a pilot project in a communal library on gender stereotypes in children's literature, trainings on gender-neutral education of the youngest for municipal crèche's staff, information and awareness campaigns on paternity leave for communal employees.

Then, Ursula Bauer (City of Vienna) lists four actions: an action in the crèches aiming at breaking down the barriers on gender-based use of toys; the establishment of a Committee against sexist advertisement in public areas; guidelines for the Vienna administration for intersectional and non-sexist communication; and finally, the development of a software program, *TextIO*, that estimates the level of sexism in documents and suggests modifications.

Katrien Van der Heyden (Engender) talks about "gender trainings" for the public sector. These trainings are structured around concrete examples of gender mainstreaming and enable an immediate clarification.

2. How to lastingly combine all concerned levels (political, administrative, etc.)?

Outcomes of the group discussions

- Create a context with a political and a legal framework
 - Fix objectives and allocation of resources
- Support:
 - Budget, advice, training and education, toolkit, communication...
- Implementation:
 - Top-down and bottom-up approach

- Short, medium and long-term vision and strategy
- Evaluation and reporting
- Should everyone be on board? (Pick a winning team)

Panel discussions

Jeroen Decuyper (IEWM, Belgium) explains the approach chosen by the federal level. First, it is important to establish a binding framework for the public sector; then, to add concrete action plans, also valid for management and management contracts. The action plans should then be strengthened by adding assessment indicators. As for the involvement of civil servants, GM goals linked to their functions should be clearly formulated and taken into account during staff assessment. Finally, awareness campaigns and trainings are vital for staff members.

Zoé Absil (Brussels local government) presents the gender mainstreaming approach of her department, which is opposed to the federal approach given the lack of legal framework. Brussels local government's approach is therefore based on networking with key civil servants, on carrying out pilot projects on specific themes, on lifelong trainings for civil servants, on exchanging good practice on gender mainstreaming and gender budgeting, as well as on obtaining the support of the political and administrative hierarchy.

In Brussels area, two communes use gender budgeting's method. Urged by its Deputy Mayor on Finance and its Director of Finance, Ixelles has in one year included gender in its communal budget. Schaerbeek has done the same for its sport budget. Given the positive results obtained, an additional budget will every year take gender into account. Other pilot projects on gender budgeting have been successfully created, which convinced Brussels Capital Region to adopt a communal circular imposing gender budgeting in Brussels communes. These successful experiences lead to the establishment of a legal framework.

3. Men's role in gender mainstreaming (as a target group for policies and as political leaders)

Outcomes of the group discussions

- Identify inequalities by using gender sensitive statistics and show the reality.
- Explain that GM benefits both genders.
- Show good practices examples of male role models
- Guarantee the same options and possibilities for both genders (ex: maternity and paternity leave)

Panel discussions

Estel Crusellas (Centre for Equal Opportunities and Resources for Women in Barcelona) explains that it is important to have committed male civil servants working for equal opportunities and gender mainstreaming at all hierarchical levels and on specific themes, such as masculinity.

Pablo Álvarez Icaza (Copred, Mexico City) says that, at the federal level, there are units on gender mainly led by women. There is a desire to have more men, but this will face stereotypes. He also declares that for some issues, such as LGBT, an external perspective can help resolve conflicts inside a LGBT community itself.

4. How to get around the flaws in data collecting?

Outcomes of the group discussions

- Life-cycle view: show relevance of gender in each stage and link to indicators and enforcement mechanisms + data collection tools
- Data collection process: sex should be collected as a variable systematically
- Actors: municipalities, academia, private sectors, NGO's, etc.
 - Open data initiatives
 - Data should be public
- Data should be collected at individual level (not household)
- Mission support: provide budget, education of leadership for good GM data collection

Panel discussions

Ursula Bauer (Vienna City) draws attention to the quality of the initial training: the cities need qualified civil servants for collecting gender-sensitive data and analysing gender statistics. Collaborating with universities is

therefore crucial. From now on, thanks to the guidelines for data collection written by the City of Vienna, the experts from the City of Vienna are welcomed in universities to train students.

Estel Crusellas (Centre for Equal Opportunities and Resources for Women in Barcelona) specifies that this is tremendous work. In Barcelona, the law that forces the public sector to collect gender-sensitive data has been voted in 2007 and ten years later, it is still not a reality everywhere.

5. How to measure success: monitoring and assessing the improvements made in gender mainstreaming?

Outcomes of the group discussions

- Design indicators
- Quantitative and qualitative evaluation
- Reporting: communicate results to the public and policy makers
- Create an international exchange network with an online platform

Panel discussions

Katrien Van der Heyden (Engender) raises the question of political transparency. Procedures put into place while policymaking (especially before they are included within the parliamentary agenda) are not always open. It is therefore difficult to intervene. It is also not easy to know if the measures taken have been successful.

Ursula Bauer (Vienna City) mentions the interest of regular reports in order to ensure a good follow-up and assessment. The Vienna report on gender equity is carried out every 3 years. It is moreover important to include gender dimension within all guidance and control systems for management reports in order to avoid the multiplying of reports on gender mainstreaming. It is a question of savings, as well as as of strategy.

Gender mainstreaming: case study

1. We Take the Challenge! Gender – Data – Sports

By **Ursula Bauer**, Head of the Office for Gender Mainstreaming of the city of Vienna

Sport is an important issue of general public health. Medical research shows that practicing sport from a very young age decreases the risk of osteoporosis, especially for women. Also, it fosters women and girls' empowerment by increasing their assertiveness, their capacity to form a network and their spirit of initiative. It is therefore crucial to analyse sport activities from a gender perspective. Yet, data collected in the field of sports doesn't allow it.

Despite the obligation for gender budgeting, the GM Office notices that there are lately more and more opposition, especially in the field of sports. To face them, *No excuses! Vienna applies gender mainstreaming*, an informative campaign showing the “anti-GM speech”, was launched. Its goals? To remind everyone that GM is compulsory. Other measures have been set up: workshops and trainings on gender issues, guidelines for gender controls and gender statistics, face-to-face meetings with the managers, pilot projects and studies, incentive measures to promote women and girls, highlight of the differences and changes, establishment of a control system (newsletter and reports).

At the instigation of a feminist political leader, the Sports Office worked on filling the gaps in gender-sensitive data in the field of sports. After some trial and error, the Office of Sports managed to obtain a clear statistical view of the women/men sporting activities, which clearly showed that women and girls only represent a minority of the users of sporting facilities and that girls and senior women do little sport. Some positive actions have been implemented to get it right: special offers for mothers (children's care), rooms for women/girls in public facilities, bonuses for sports clubs that breaks down the barriers of sporting activities, an extra funding for events reserved to women, a special funding for promoting girls' participation in sport.

Vienna's extra-curricular activities have also been subject to actions fostering a fair sharing of the green areas, which involves the participation of 21 associations in 180 areas and targets the less-privileged groups. This also incited girls to participate in outdoor sports activities. Special activities are simultaneously organized for boys, such as cooking or knitting classes, which represents a good opportunity to talk to them about gender issues.

In conclusion, we can get a vision of an egalitarian world for women and men by organising a multitude of little actions and activities whose impact will be positive in the long run.

2. Gender in procurement and grants: the clauses

By **Estel Crusellas**, Coordinator of the Centre for Equality and Resources for Women (CIRD) , Barcelona Town Hall

Gender balance in public procurement

In public procurement contracts, the City of Barcelona has included specific measures for gender equity at various steps. There are two categories: first, **compulsory special conditions of implementation** set up before tender submission, and secondly, the **award criteria**, which are optional specifications but factored in the final decision.

As there are various types of contracts (works, services to people and supplies of services), specific gender equity clauses have been written according to the characteristics of the contracts.

What are the special conditions of implementation?

For the staff members who perform the contract, the firm has to provide:

- **A gender equity scheme:** the appointed firm has to provide, within 10 days after signing the contract, a gender equity scheme. Penalties are applied if this requirement is not complied with.
- **Gender equity in personal profiles and categories.**
- **Non-sexist language and images** during the activities linked to the implementation of the contract.
- **Measures against sexual harassment:** the firm has to provide a plan against sexual harassment, including sexual harassment by clients.
- **Measures on work/family balance**
- **Equal opportunities and no-discrimination against LGBT persons**

Also, all data related to the contract and its implementation will have to be gender-differentiated.

Gender in grants

In the 2017 calls for projects, the applications of organisations that fulfil the criterion on gender equity receive up to 0.5 point. There is two parts to this criterion: (a) gender equity is incorporated within the statutes/missions/goals, the activity reports and/or the organisational structure (=0.25 point); (b) gender equity is incorporated within the submitted project (=0.25 point).

3. Women's Safety Metropolitan City 2.0

By **Kang, Hee-Young**, Research Fellow, Seoul Foundation of Women & Family

Seoul answers to the citizens' — and, in particular, to women's — needs in terms of security through 2 approaches: ensure people's physical safety and improve people's safety in case of disasters by using a smart security network based on video surveillance.

1. A smart security network 24 hours a day

Five pilot districts embarked in 2016 on the adventure of a smart security network. All districts will be concerned in 2017.

The development of the network consists in connecting a mobile app to the video surveillance and to the integrated control centre.

That way, in case of danger (attack, accident or fire), a woman can use the app which is equipped with a GPS. The real scene is filmed on her cell phone. The data is sent to the integrated control centre and completed with the images from the closest surveillance camera. After verification, the integrated control centre triggers the alert and urgently informs the police. This app can even work if there is no surveillance camera nearby.

Seoul has also implemented a program against spy cameras that includes a preventive and an informative part.

2. Ensure women's physical safety

New programs and projects are implemented:

- **Dating violence** is subject to a program of preventive and accompanying measures for the victims.
- The **Village for women's safety** includes the active participation of women in order to strengthen their independence. NGOs and voluntary groups are also involved.
- The program **Safe streets for women** ensures the safety of women in the streets through video surveillance.
- **Her Own Way-Korea** is a multilingual geographic guide for foreign women's safety.
- **Sex-specific safety indicators** developed and managed by district: thanks to these indicators, it is possible to analyse the situation and to set up safety policies.

Besides, Seoul expands and improves what had already been implemented for women's safety: strengthen the safety of mail, increase the number of safe housing for women, improve public lighting, increase security staff in public transportation, etc.

3. *Improve safety in case of disasters*

Manuals are handed out to women to develop good reflexes in case of accident or disaster. Those take into account any vulnerable group (such as older, single and handicapped women).

Seoul also wants to draft **gender statistics related to disasters**. Thanks to these, it would be possible to implement gender-sensitive measures to apply in case of disaster.

It is also important to strengthen **women's response capacity** through training programs for women and empowerment actions for local actors and community leaders.

4. Gender mainstreaming in Brussels: cases

By **Katrien Van der Heyden**, senior consultant at Engender

Key issues can emerge from concrete projects on GM. It is important to respond to these key issues in order to complete the projects.

Issue 1: Human resources vs content of a policy

HR services are often the first to be associated with GM. Yet, HR services do not know the content of other policies very well, even though GM is an interdisciplinary strategy. It is therefore essential to name the person in charge of this political goal as contact point for GM.

Issue 2: Data disaggregated by sex vs "gendered data"

Tackle gender equity, as one of the elements of public construction, showed the limits of collecting data disaggregated by sex. At some point comes the need to collect qualitative data to efficiently fill gender gaps. In this regard, it is important to be careful regarding the studies commissioned by the public authorities and to make sure that the research methods meet GM's requirements. Finally, we shouldn't forget that the lack of gender disparities is as interesting and revealing as the presence of gender disparities.

Issue 3: Differences vs inequalities

It is particularly difficult to reach gender equity in sectors dominated by men, where received opinions are hard-wearing. Long period of discussion on the field to explain the distinction between differences and inequalities are needed in order to start a real change of minds.

Issue 4: Specific actions vs GM

In the field of women's safety, the regional plan for the creation of 10 000 parking spaces launched interesting debates on the advantages and disadvantages of specific actions (spaces reserved to women) and of GM actions (help button). The first option is often more economical, but the legislation would need to be adapted not to reserve the discrimination. Their impact is often temporary. The second option is often more expensive, but more inclusive and has a longer effect. It is therefore important to examine all possibilities ex-ante and not ex-post in order to avoid expensive and complicated modifications.

Issue 5: Masculinity vs femininity

Some cases as discrimination on the rental market and air pollution show that men are also a target group, which should be consider in each GM goal.

5. Mexico-City's program " Safe and pleasant City for women and girls "

By **Pablo Álvarez Icaza**, Academic coordinator of public and legislative policy of the Council for the Prevention and Elimination of Discrimination in Mexico City (COPRED)

Mexico-City adopted the Strategy 30-100 under the immediate effect program: " Safe and pleasant City for women and girls ". There are five categories:

1. The **main measures** aim to strengthen and improve the legal system in order to better handle the complaints and reports of sexual abuse in public areas and transportation, for instance through an Internet platform. They also aim to take better care of the victims. The legislation in force is also scheduled, as well as preventive measures (campaigns, promotion of the whistle as a deterrent).
2. The **safety measures** mainly concern the problem of sexual harassment in public transportation. They authorise and organise gender diversity in the subway and strengthen video surveillance.
3. A set of **measure** improves the **care of victims** through a better coordination of assistance modules, but also through a better handle of the complaints and reports and through a better and quicker referral of the victim. Besides, the strategy also includes shelters for women and children who are victims of human trafficking.
4. The **measures on the access to justice** consist in implementing a Web module to report sexual abuses through an Internet platform. The assistance protocol will be adapted to the new adversarial system of criminal justice. A specialised team will follow the cases and the denunciations.
5. Finally, this strategy focusses on **information and communication measures**, thanks to various ambitious poster and multimedia campaigns.