



# *Final Report*

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National Commission  
for the Promotion of Equality  
Malta



This publication is supported by the European Community Programme  
for Employment and Social Solidarity – PROGRESS (2007-2013)

This publication is supported by the European Community Programme for Employment and Social Solidarity – PROGRESS (2007-2013).

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ISBN 978-99909-89-30-4

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# Preface

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The ultimate aim of the project *Living Equality – VS/2007/0442* was that of fostering a gender mainstreaming campaign within the national Public Service and the Public Sector. This document has been designed and published as part of this same project. This document compiles all the information related to the components that were part of the same aforementioned project. Some recommendations on the way forward are also included in the last chapter, to further ensure gender equality in all levels of the public administration.

The National Commission for the Promotion of Equality (NCPE) would like to thank all those persons who have contributed to the implementation of this project. Special thanks are reserved to all the contractors who have

furnished NCPE with their sterling service for the implementation of this project. NCPE would also like to thank all public officials who have participated in the training initiatives and activities organised as part of this project. Particular appreciation is reserved for those public officials who took part in the Focus Groups organised for this project.

Acknowledgement is also reserved to the *Living Equality – VS/2007/0442* Project Coordinator, Mr Roderick White, for compiling the various documents related to this project, including this report, and for contributing to the specific needs for the implementation and finalisation of this project. Gratitude and acknowledgment are also reserved to Ms Therese Spiteri, Senior Project Coordinator for her constant pertinent contribution throughout the implementation of this project.

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*Executive Director, NCPE*  
*Project Leader*

January 2009



# 1. Introduction

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*Gender equality emanates out of the advancement of human rights, and is a fundamental aspect of democratic citizenship. It belongs to the basic and universally recognised civil, cultural, economic political and social rights. The promotion of equality among men and women in Malta is a multifaceted matter that is intricately merged into all aspect of social history, current society and social relations.*

The project *Living Equality – VS/2007/0442* was targeted at building on what has already been achieved from various projects co-funded through the European Social Fund and Community Framework Fund, as well as the Equal projects. This project was also aimed at monitoring and identifying further capacity building needs for the actual implementation of gender mainstreaming in all government departments and in national policy-making programmes.

The need for the implementation of this project emerged from particular areas identified in the Roadmap for Equality between Women and Men<sup>1</sup>. This Roadmap combines new actions with the reinforcement of successful existing initiatives related to gender equality. Furthermore it reinforces the “dual approach” of gender equality by basing this concept on gender mainstreaming and specific measures.

Even the European Pact for Gender Equality<sup>2</sup> highlights the need for the implementation of this project. This pact encourages Member States to close gender gaps and combat

stereotypes in the labour market, to promote measures that facilitate a better work-life balance for all and to employ measures that reinforce governance through gender mainstreaming.

Gender Mainstreaming has been recognised as an essential strategy through which gender equality can be achieved. The process of Gender Mainstreaming, in fact, turns away attention from individuals and their rights, deficiencies or disadvantages and instead seeks to integrate equality in those systems and structures that produce such drawbacks. This will further ensure the prohibition to discriminate on the grounds of gender.

Particular actions identified by the Roadmap and the European Pact for Gender Equality were addressed through the various activities and components forming part of this project. In fact, this project delivered a campaign to foster gender mainstreaming in all spheres of the Public Service and the Public Sector. As will be illustrated further in the next chapters, this project facilitated **training**

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1 Commission of the European Communities. (2006). A Roadmap for Equality between Women and Men. Retrieved on December 16, 2008 from [http://ec.europa.eu/employment\\_social/news/2006/mar/com06092\\_roadmap\\_en.pdf](http://ec.europa.eu/employment_social/news/2006/mar/com06092_roadmap_en.pdf).

2 European Commission. (2006). European Pact for Gender Equality. Retrieved on December 16, 2008 from [http://ue.eu.int/ueDocs/cms\\_Data/docs/pressData/en/ec/89013.pdf](http://ue.eu.int/ueDocs/cms_Data/docs/pressData/en/ec/89013.pdf).



**on gender equality** for the working staff within the public administration. This helped to further eradicate gender stereotypes within the public administration. This project also promoted the utilisation of **gender equality methodologies** to further gender mainstreaming within this sector. Another area of this project focused on encouraging **Gender Responsive Budgeting** through a research on this area focusing on Sweden, Switzerland, France, Italy and the United Kingdom. It is hoped that through such research, governance for gender equality is improved. These three areas are all identified by the Roadmap and the European Pact for Gender Equality as priority areas that need to be addressed by Member States for gender equality to be further implemented.

Gender mainstreaming and gender equality should not only be implemented because of ethical and legal reasons, but also for the business benefits these are expected to deliver. This project shed light on existing initiatives related to gender mainstreaming within the Public Service and the Public Sector to enhance the possibility of a multiplier effect within public administration.

Gender equality should be upheld because through such equality, gender no longer influences one's rights and opportunities. Individuals would instead be valued according to their capabilities. Gender stereotypes are further eradicated through gender mainstreaming, and individuals would be free to further their career and aspirations irrelevant of their gender.

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5 Equality for Men and Women Act – Chapter 456 of the Laws of Malta.

6 Rees, T. (2002).

7 Ibid.

8 Gender Mainstreaming, Extract from the Report of the Economic and Social Council for 1997 (A/52/3, 18 September 1997), Chapter IV, Coordination Segment: Coordination of the Policies and activities agencies of the United Nations System.

9 European Commission. (n.d.).

10 European Youth Centre. (n.d.).

## 2. The Living Equality Logo

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*The logo created for the Living Equality project focuses on creating a symbol which illustrates life and equality.*

The image of the butterfly was used to symbolise life. Although its wings are equal and linked, to enable it to fly through harmonised and synergised movements, they are not the same. This is illustrated through a different wing design which represents the different genders. The rationale behind this logo is that being equal does not mean being the same. People can be different and equal. The equal symbol is in fact used in the butterfly design to further emphasise equality. Through gender equality, one's rights and opportunities do not depend on gender, but on the capabilities of each individual.



## 3. Project Components

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*The Living Equality project activities commenced in August 2008 and came to an end by January 2009. All the activities forming part of this project were aimed at monitoring and identifying further capacity building needs for the actual implementation of gender mainstreaming in all ministries, government departments, public entities and in national policy-making programmes.*

As will be further illustrated in the next sections, the activities delivered as part of this project were also aimed at facilitating the concept of gender equality and gender mainstreaming for the working staff within the Public Service and the Public Sector. This project was characterised by awareness raising activities, by the research aspect and by different publications.

### 3.1 Awareness Raising Activities

The awareness raising activities forming part of the *Living Equality* project consisted of a number of training sessions, a seminar and the dissemination of six e-Newsletters. The target audience for these activities consisted of public officials from the national Public Service and the Public Sector.

#### 3.1.1 Training on Gender Mainstreaming Tools

The two training sessions on Gender Mainstreaming Tools were delivered. A request was made by the Central Bank of Malta to offer this training to some of their employees. This two-hour training session was held on the 6<sup>th</sup> of August 2008. On the other hand, the half-day training session on Gender Mainstreaming Tools

open to all public officials was held on the 4<sup>th</sup> of November 2008.

This training session aspired at contributing towards a management team and a workforce, within the Public Service and the Public Sector, that is knowledgeable on gender mainstreaming tools, and thus would be able to integrate the gender mainstreaming process in the working environment.

The gender mainstreaming tools training session was particularly targeted at directors, persons responsible for policy making, senior principals and equality committee members within all ministries, government departments and public entities. These specific actors were targeted so that the importance of gender mainstreaming would be endorsed by all management levels within the Public Service and the Public Sector. The participants attending this training session had the opportunity to learn more on Gender Mainstreaming as a process which integrates a gender perspective in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres. This training session also delved into particular methods which further implement Gender Mainstreaming. Participants were in fact trained on how to utilise **Gender Audit** and **Gender Impact Assessment**. The need for having an

**Equality Policy** within every workplace was also explored. The workshops forming part of this training session continued to give first hand experience to the training participants on how to utilise these three gender mainstreaming tools.

This training session helped to create a culture where public officials, especially those at the top management, are knowledgeable of the existent gender mainstreaming tools that could be used when formulating new policies and programmes.



*Training Session on Gender Mainstreaming Tools, 4th November, 2008*



*Workshop on Gender Mainstreaming Tools, 4th November, 2008*

### *3.1.2 Seminar on the Implementation of Gender Mainstreaming within the Public Service and the Public Sector*

This half-day seminar was also delivered on the 5<sup>th</sup> of November 2008, and addressed those participants who were previously trained on gender mainstreaming tools. This seminar discussed and analysed the use and uncertainties of gender mainstreaming tools and family friendly measures within the Public Service and the Public Sector.

A number of good practices, related to the implementation of Gender Mainstreaming within ministries, government departments and public entities, were also presented during this seminar, for possibility of further replication across the wider public administration. More information on how the good practices were gathered will be given in the next sections of this document. However, it is good to point out that this seminar also served so that the same practices were discussed and regarded as possible ways through which gender mainstreaming can be implemented.



*Seminar on the Implementation of Gender Mainstreaming within the Public Service and Public Sector, 5th November 2008*

### 3.1.3 Training Sessions on Gender Sensitivity

The half-day training sessions on Gender Sensitivity were organised on the 10<sup>th</sup>, 11<sup>th</sup> and 12<sup>th</sup> of December 2008. Participants had the opportunity to choose to attend to one session from three possible dates. Public officials from the different management levels of the Public Service and the Public Sector were trained during these sessions.

The gender sensitivity training sessions were aimed at empowering public officials in building ownership on the concept of gender equality. Through such ownership, the implementation of gender mainstreaming would be facilitated and more effective. Participants had the opportunity to learn more the concepts of

gender sensitisation and gender equality, as processes which take into account the gender dimension in all work carried out. Participants also had the opportunity to learn more on the existing legislation on the gender equality concept.

These sessions were also aimed to train public officials on *A Gender Sensitivity Manual*, which was also published as part of this project, as further illustrated below. Training on this manual was intended to accelerate awareness on the existence of such manual, whilst creating a sense of ownership of the gender equality concept within the Public Service and Public Sector.

The workshops during these training sessions furnished the participants with the opportunity to make use of gender sensitive language, to identify gender discriminatory advertising and with further discussion on possible gender discriminatory aspects present within the working environment.



*Training Session on Gender Sensitivity, 11th December, 2008*

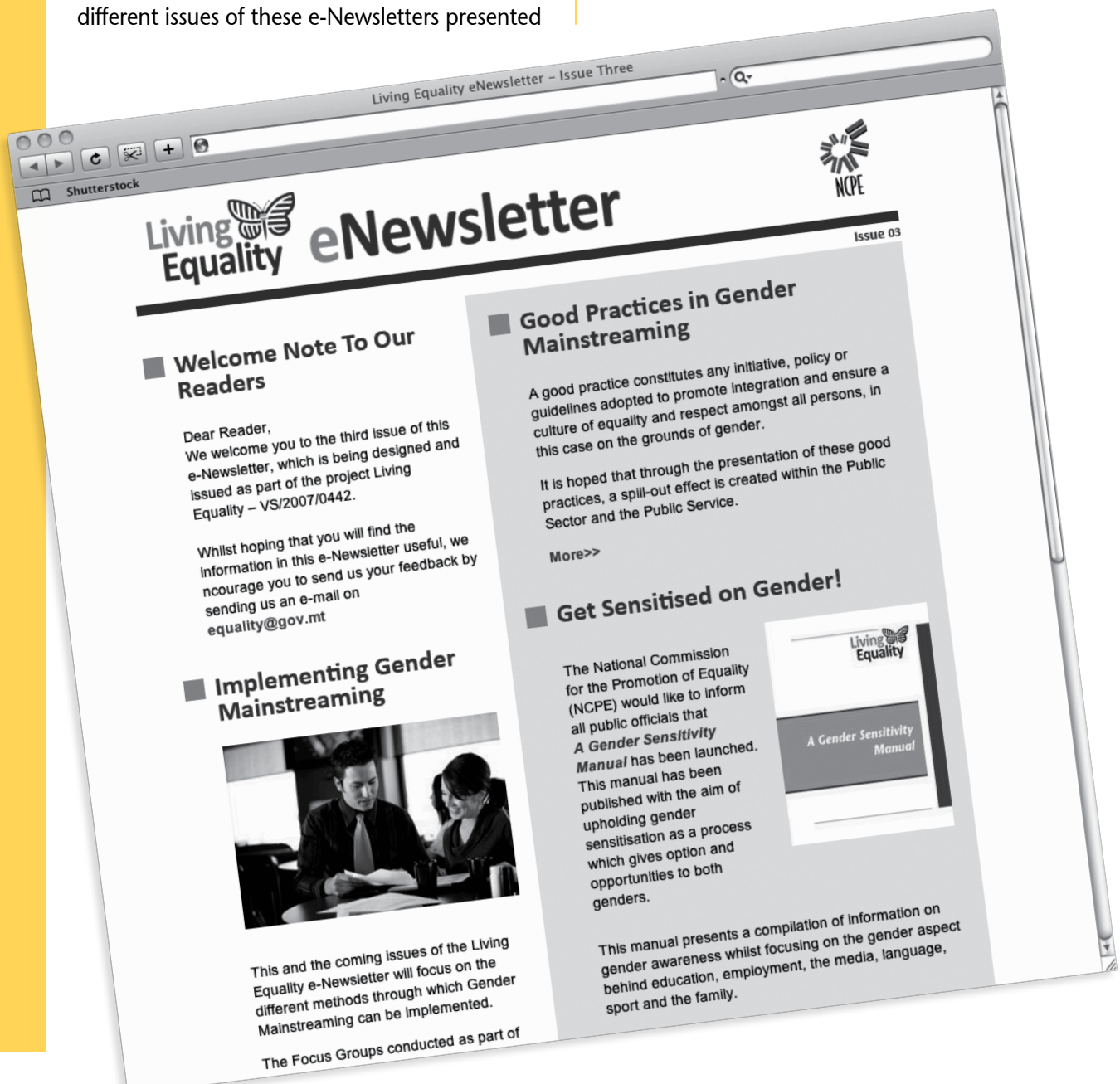
### 3.1.4 Living Equality Electronic Newsletters

The Electronic Newsletter was an innovative concept developed for this project to have a strategic approach of communication. Six e-Newsletters were disseminated as part of this project to all public officials. This mechanism proved to be a strategic way to reach out to as many individuals as possible within the Public Service and the Public Sector.

The e-Newsletters were used as a tool for ongoing dissemination of information on the project, project activities and results. In fact the different issues of these e-Newsletters presented

information on how Gender Mainstreaming can be implemented, on the benefits associated with Gender Mainstreaming and on particular Gender Mainstreaming Tools.

The *Living Equality* e-Newsletter also enclosed a section which focused on identified good practices related to the implementation of Gender Mainstreaming within the national Public Service and Public Sector. This resulted in having a wider dissemination of possible initiatives, along with higher efficiency and effectiveness of the training session provided throughout the project implementation.



### 3.2 Training Outcomes

The below tables shows the outcome with regards to the training activities forming part of the *Living Equality- VS/2007/0442* project.

<b>Dates</b>	<b>Type of Activity</b>	<b>Number of sessions</b>	<b>Number of participants</b>		
			Males	Females	Total
<b>6<sup>th</sup> August 2008; 4<sup>th</sup> November 2008</b>	Gender Mainstreaming Tools	2	22	45	67
<b>10<sup>th</sup>, 11<sup>th</sup>, 12<sup>th</sup> December 2008</b>	Gender Sensitivity Training Sessions	3	44	61	105
<b>5<sup>th</sup> November 2008</b>	Seminar on the Implementation of Gender Mainstreaming within the public service and public sector	1	22	39	61



### 3.3 Research and Publications

Two sets of research characterised the *Living Equality* project. To this effect, focus groups were conducted with public officials from different management levels within the Public Service and the Public Sector. On the other hand, this project commissioned a research on Gender Responsive Budgeting (GRB) initiatives within selected countries. These two sets of research led to the publication of two documents.

#### 3.3.1 Focus Groups

The Focus Groups implemented a monitoring phase behind the *Living Equality* project. These were two-tiered since they concentrated on top management and policy makers, as well as middle and lower management of the Public Service and the Public Sector.

Through these sessions, feedback on the implementation of the gender mainstreaming process was given, resulting in a stronger analysis and comprehension of the concept. These focus groups also served to identify particular stumbling blocks in the implementation of Gender Mainstreaming within public administration. Moreover, good practices related to the implementation of Gender Mainstreaming within the Public Service and the Public Sector were also identified through this research method. Such exercise was aimed at further replication of these practices across other policy areas.

For the purpose of this project, two sets of focus groups were conducted over eight sessions, during September 2008. The first set of focus groups was conducted with Heads of Departments within the Public Service and the Public Sector. The questions asked during these focus groups delved into the ways public officials at the top management defined the



*Focus Group, 24th September 2008*



*Focus Group, 25th September 2008*

'Gender Mainstreaming' concept, and into the ways in which Gender Mainstreaming is being implemented. Reference was also made to the availability of family-friendly measures, to their perception of these working arrangements, to the provision of training on gender equality, and to the use of Gender Mainstreaming Tools. These sessions were also aimed at identifying the obstacles found in this process.

The second set of focus groups was carried out with the middle and lower management of the Public Service and the Public Sector. These sessions analysed how the information related to the implementation of Gender Mainstreaming has been communicated to public officers in the middle and lower management. In order to identify the level of ownership of the concept of Gender Mainstreaming, participants were asked about how they define this concept, and about

whether they know how this process is being implemented within the departments/entities they work in. Questions about the availability of family-friendly measures, their perception on such measures, the provision of training on gender equality and the use of Gender Mainstreaming tools were also asked.

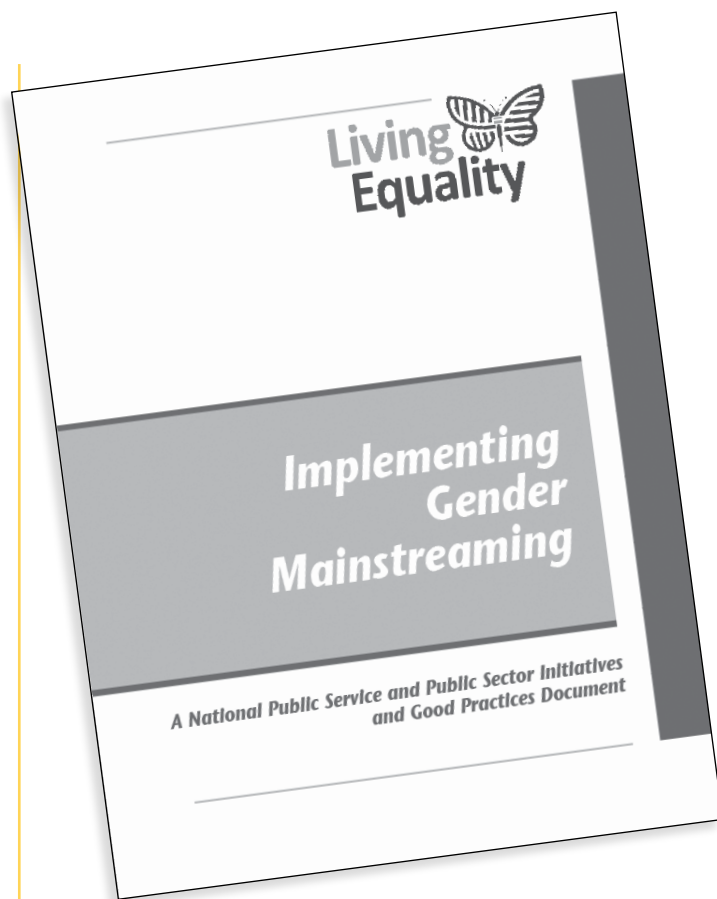
As previously mentioned, the focus groups' discussions also aimed at identifying good practices and national Public Service and Public Service initiatives related to the implementation of Gender Mainstreaming within the public administration. For the purpose of this project, good practices constituted any initiative, policy or guidelines adopted to promote integration and ensure a culture of equality and respect amongst all persons. The good practices identified for this project were based on the grounds of gender.

### 3.3.1.1 Implementing Gender Mainstreaming: A National Public Service and Public Sector Initiatives & Good Practices Document

This document has been published as part of the project *Living Equality* with the aim of increasing awareness on Gender Mainstreaming. This document begins by presenting a compilation of information on gender equality and the process of Gender Mainstreaming. It also delves into the methodology which characterised this research. The key findings behind this research are also presented, together with the ways in which gender mainstreaming is being implemented within public administration. This document ends by presenting a selection of good practices related to the implementation of Gender Mainstreaming within the Public Service and the Public Sector, hoped at further replication of the same practices. This document was launched during the Final Conference of this project, in January 2009.

### 3.3.2 Research on Gender Responsive Budgeting (GRB)

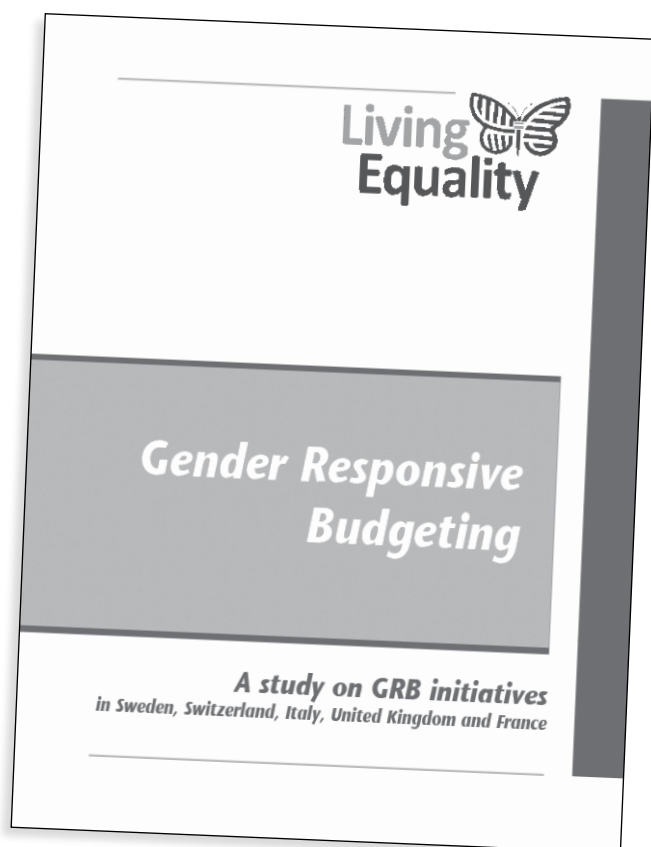
The research on Gender Responsive Budgeting focused on Sweden, France, the United Kingdom, Switzerland and Italy. These countries were chosen because they have already taken specific actions on the GRB concept. The research was carried out from mid-July till the end of November 2008. The rationale behind this research was that of gathering information on GRB with the aim of transferring this knowledge from a European level to a national policy-making scenario. The research findings together with the research report were launched during the Final Conference of this project in January 2009.



The analysis and the research undertaken for this project highlight the need for Malta to look into this method of budgeting. Gender Responsive Budgeting provides more emphasis on how the country can empower people so as to maximise their potential and contribution to society. In addition, this research aims at creating a structured approach for the implementation, monitoring and mutual debate on gender mainstreaming within the Public Service and the Public Sector.

### 3.3.2.1 Gender Responsive Budgeting: A Study on GRB Initiatives in Sweden, Switzerland, Italy, United Kingdom and France

This research document, is divided into four distinct stages. Primarily, it looks into gender budgeting in terms of concepts, processes, principles and purpose, paying special attention to gender budgeting at an EU level. Secondly,

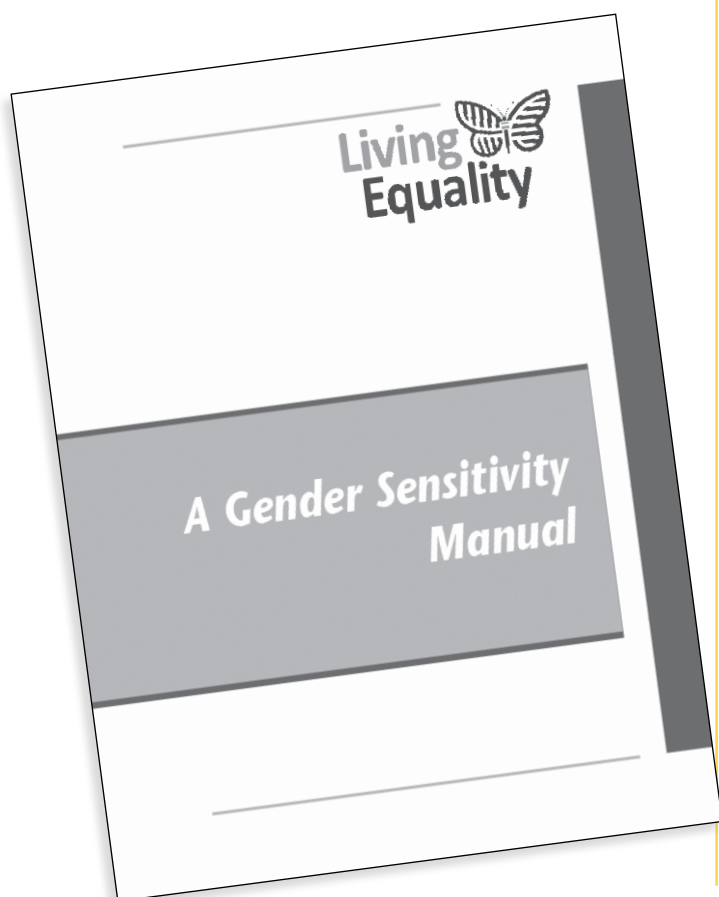


it examines the experiences of gender budget initiatives in Sweden, France, the United Kingdom, Italy as well as Switzerland. This document then provides a clear picture of the situation in Malta, incorporating gender initiatives currently taking place. These initiatives were put forward by various Ministries and departments, and are financed by the individual budgets. While they provide a clear commitment to equality, they do not fall within the parameters of standard Gender Responsive Budgeting initiatives, as they are not the result of a study that measures the impact behind this initiative. They have in fact been purposely inserted in this document as examples of when Gender Responsive Budgeting can take place. Finally, the results of the qualitative in-depth interviews with high level executives from the civil service are included. This report concludes with a list of recommendations based on the analysis of Gender Responsive Budgeting in the aforementioned countries.

This document contributes towards further debate on this issue, and as a consequence to build the framework with which a national gender responsive culture can evolve within the realms of Maltese society.

### 3.3.3 A Gender Sensitivity Manual

This manual has also been published as part of this project with the aim of upholding gender sensitisation as a process which gives options and opportunities to both genders. This manual begins by presenting a compilation of information on gender awareness, bringing forward the distinction between sex and gender, whilst defining other gender-related terminology. It also focuses on the gender aspect behind education, employment, the media, language, sport and the family. This manual also contains information on the remits and services offered by the National Commission for the Promotion of Equality



(NCPE), as an autonomous governmental body which works towards the elimination of discrimination on the grounds of gender, family responsibilities and race/ethnic origin. This manual also includes a glossary of gender-related terms.

It is aimed that with the day to day execution of this manual, respect for the fundamental needs and rights of individuals and communities is promoted, by increasing attention towards gender needs. Gender integration makes programmes and policies responsive to the social, economic, cultural and political realities that might constrain individual progression. Through this manual the general public has the opportunity to look at everyday situations from a gender perspective. Moreover, policy officers can find guidelines on how to write gender sensitive and gender inclusive policies.

This gender sensitivity manual was launched during the Gender Sensitivity training sessions held on December 2008. Training on this manual was also given to the public officials during the same training sessions.

### 3.3.4 Evaluation Study

The project *Living Equality* also commissioned an external evaluation to analyse and assess the effectiveness of the project activities and the overall project. This evaluation particularly assessed the focus groups, training sessions and seminar delivered as part of the project. These were analysed through a quantitative questionnaire distributed to the participants before and after the training session / seminar. The evaluator also contacted the training participants a month after each activity to further assess the effectiveness of these deliverables.

The evaluator also analysed the publications issued as part of this project, together with the e-Newsletters. The evaluation findings were launched during the project's Final Conference in January 2009. A corresponding evaluation report has also been prepared and submitted by the evaluator to NCPE, so that future projects would address any limitations that may have characterised this project.

### 3.3.5 Final Conference

The *Living Equality* project came to an end through the Final Conference. This was organised in January 2009. During this conference, an overview of all the project components was presented. Moreover the findings of the GRB research were launched together with the corresponding research document. During this conference, the document focusing on the good practices and national Public Service and Public Service initiatives and good practices related to the implementation of gender mainstreaming was also launched together with the Final Report of the *Living Equality* project.

## 4. Living Equality - The Way Forward

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*The implementation of the Living Equality – VS/2007/0442 project was particularly useful to further develop a Gender Mainstreaming culture within the Public Service and the Public Sector.*

The training sessions delivered as part of this project were particularly needed as there still exists a lack of awareness about Gender Mainstreaming among public officials at the different levels within the public administration, as highlighted through the focus groups. The promotion of the Public Service and Public Sector initiatives and good practices with regards to the implementation of Gender Mainstreaming also proved to be useful because a substantial number of focus group participants were not even aware of any particular measures through which gender mainstreaming is being implemented in their workplaces.

This project has also shed light on the fact that the Equality Committees within the Public Service and the Public Sector need to be more active. More communication and training on gender equality should be targeted at these committees on a regular basis. Members of these committees should formally receive their terms of reference in relation to the expectations of their involvement with regards to gender equality within the public administration.

The training sessions on Gender Mainstreaming tools have been of particular importance as none of the training/focus group participants have ever used any of the tools discussed during the same training sessions. However, as noted during the Seminar delivered as part of this project, while more resources dedicated

to this strategy may appear to be the obvious way forward, in reality, Gender Mainstreaming should be everyone's responsibility as it is nationally a horizontal priority. This project has particularly highlighted the benefits reaped when such tools are applied and used. The next step is to make sure that such tools are being used to ensure gender mainstreaming at all levels of the public administration. Commitment from the top management is a prerequisite for the utilisation of gender mainstreaming tools as part of the Gender Mainstreaming strategy, especially because of the know how needed to carry out analysis.

The discussion generated during the Seminar on the Implementation of Gender Mainstreaming within the Public Service and the Public Sector has particularly focused on the availability of family-friendly measures. The reconciliation of family and working life is of utmost importance if gender mainstreaming is to prevail. However, this project identified the need to harmonise the gender equality concept in both professional life and in intimate spheres like the family. The majority of those making use of family-friendly measures within the public administration are women, even though these are available to both males and females. This highlights the stereotyped roles that are still prevalent in the private lives. On this line of thought some of the focus group participants argued that family-friendly measures are not really conducive to women entering the labour market. On a similar

note, it is recommended that teleworking and reduced hours, together with a culture of job sharing, should be further promoted. Good management is of utmost importance to encourage employees to avail of the family-friendly measures.

The need to shift from talking of measures that facilitate family responsibilities to measures addressing a better work-life balance, irrespective of the individual's status, was also highlighted during the seminar and during the workshops of the different training sessions. A particular example brought forward was that of single individuals availing themselves of unpaid long leave due to caring responsibilities, who however cannot afford living without any income.

Apart from highlighting the ethical and legal aspects of implementing gender mainstreaming, this project also emphasised the business benefits that this process is expected to deliver. The availability of family-friendly measures is particularly encouraged as one way through which work-life balance can be achieved. Research commissioned by NCPE<sup>3</sup> in fact indicates that both employers and employees regard family-friendly measures as

beneficial. Employers particularly attribute a number of positive elements to the availability of family-friendly measures, like increased effort among beneficiaries, management efficiency and increased cooperation among workers. Employees, on the other hand, report more control of when and how to work, less frustration with organisational or technical support and more job satisfaction and security.

This project has successfully delivered a campaign to foster gender equality and gender mainstreaming in all spheres of the Public Service and the Public Sector. Now that public officials have been sensitised on the concept of gender, it would be positive if future projects would sensitise public officials on other grounds that may also lead to discrimination. On this wavelength it will be ensured that policies and programmes within the public administration would be inclusive for all, irrespective of particular characteristics. The concept of diversity would be upheld as a notion which makes use of the potential of all persons. This will further ensure that no human resources are wasted or underutilised.

It will also be useful if this project is replicated across the private sector, so that all employment realms would ensure gender equality whilst implementing gender mainstreaming.

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3 NCPE. (2006). Gender Mainstreaming: the Way Forward – Executive Summaries. (ESF/no/ 23 – Gender Mainstreaming – The Way Forward. Structural Funds Programme for Malta 2004-2006; Project part-financed by the European Union European Social Fund (ESF)).

***This is not the end...***



***...the ball now lies  
in your court...***

*The ultimate aim of the project Living Equality was that of fostering a gender mainstreaming campaign within the national Public Service and the Public Sector.*

This document compiles all the information related to the components that were part of the project titled *Living Equality - VS/2007/0442*. Some recommendations on the way forward are also included within this document, to further ensure gender equality in all levels of the public administration.

ISBN 978-99909-89-30-4



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This publication is supported by the European Community Programme for Employment and Social Solidarity – PROGRESS (2007-2013)