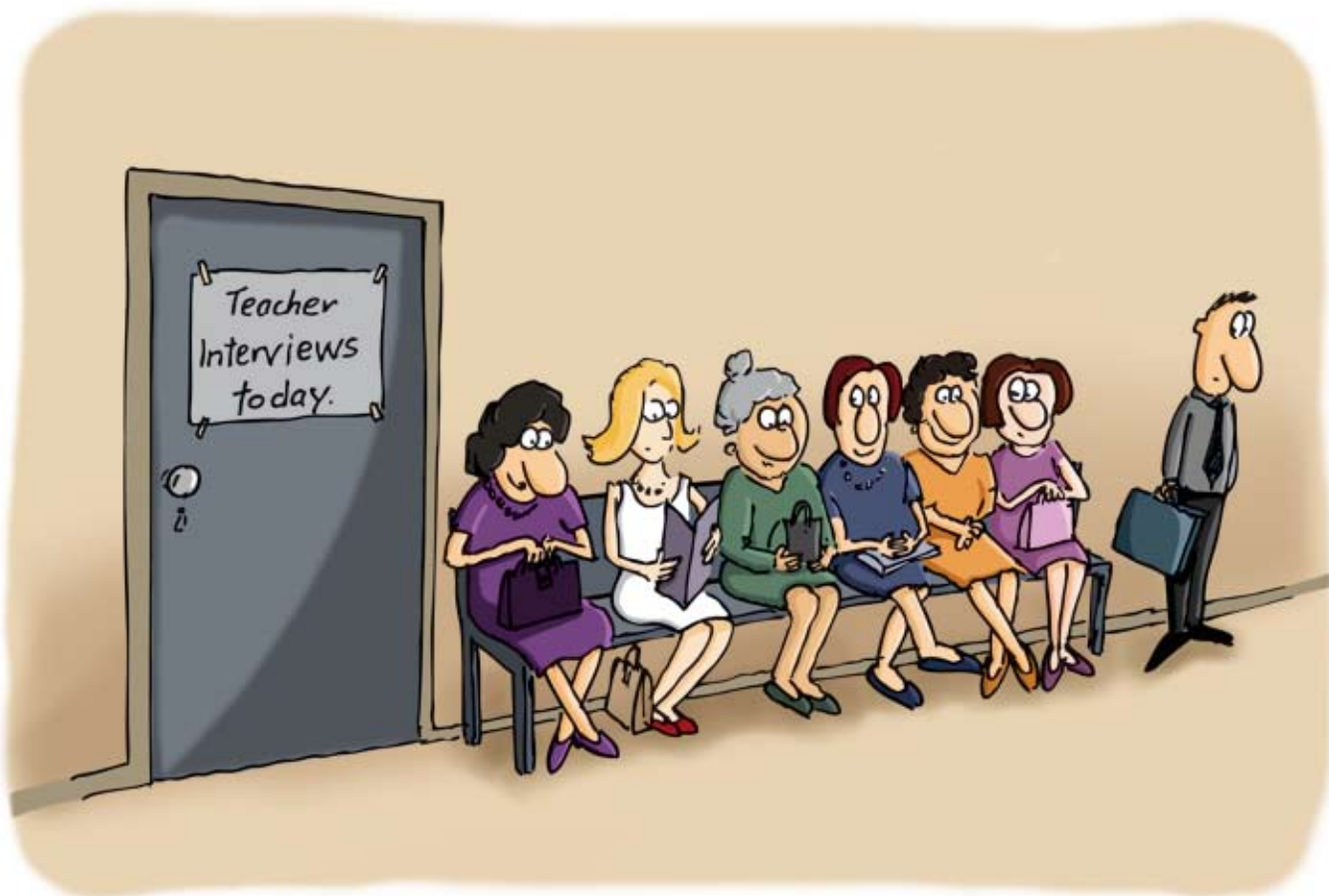


GENDER MAINSTREAMING --- IN PRACTICE

STEP-BY-STEP
GUIDE FOR GENDER
IMPACT ASSESSMENT



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The seven-year Programme targets all stakeholders who can help shape the development of appropriate and effective employment and social legislation and policies, across the EU-27, EFTA-EEA and EU candidate and pre-candidate countries.

For more information see:
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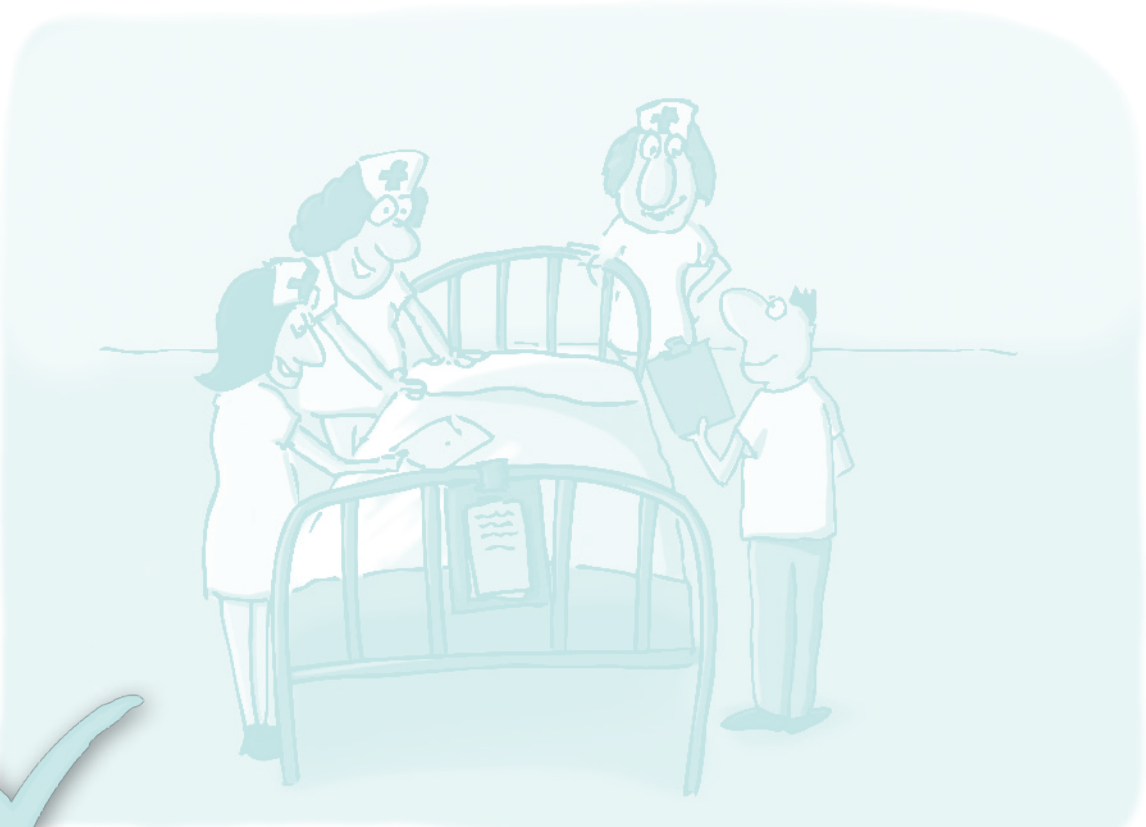
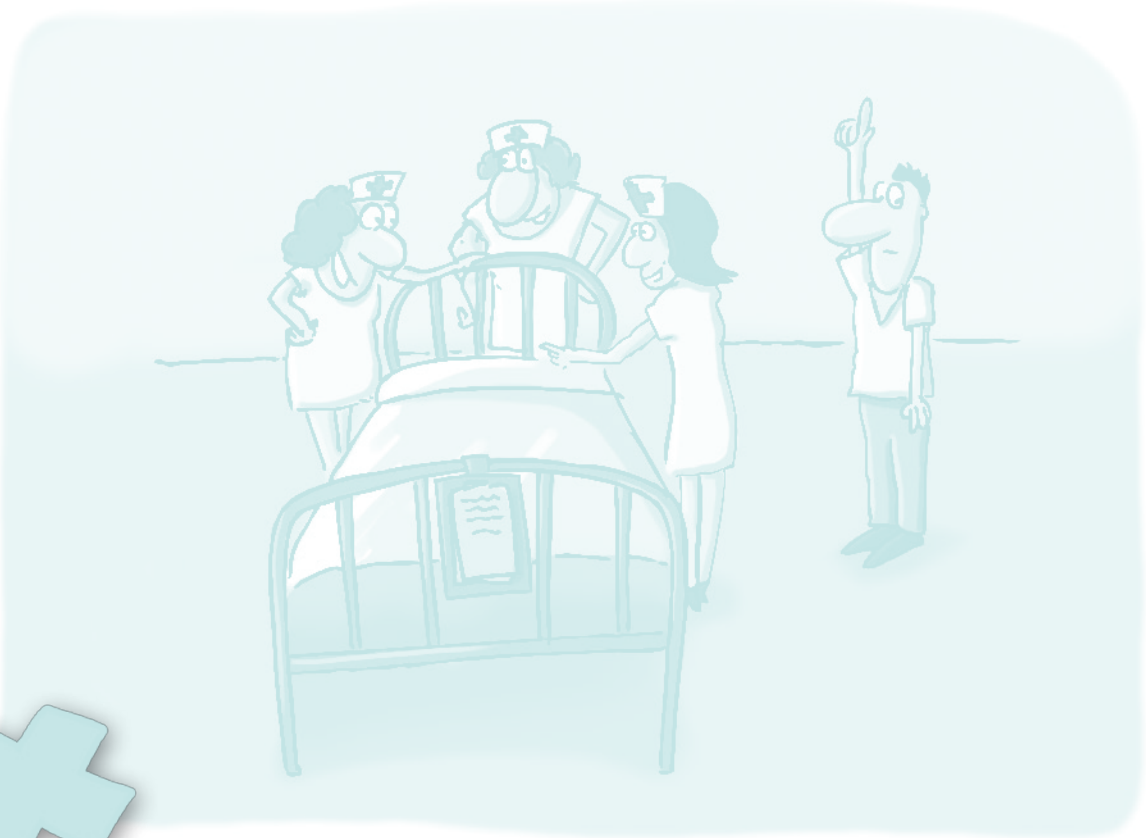
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Why this guide?

This Step-by-Step Guide for **Gender Impact Assessment** (hereinafter referred to as GIA) is the core **tool** for implementing a gender mainstreaming strategy. Whilst gender mainstreaming is a **strategy** aimed at achieving the goal of gender equality, the GIA is a **tool** that safeguards and promotes gender equality by **intervening and redirecting policies, activities, programmes and projects** with the intention of analysing and addressing the diverse factors of gender discrimination and exclusion. Furthermore this tool aims at promoting a system of accountability and effectiveness by means of assessing the impact on gender throughout the implementation, monitoring and evaluation of any legislation, policy, activity, programme or project.

More specifically, the GIA aids policy makers and implementers in Malta to gain a better understanding of the inequalities that exist between women and men, girls and boys in various policy areas within society and to come up with appropriate and practical strategies to tackle them. This guide aims at increasing awareness and reducing the gender bias which affects the actions of individuals and working of institutions. It provides the end user with tangible evidence as to how the process of gender impact assessment contributes towards enhancing gender equality.

The process of gender impact assessment is aimed at **pre-empting** unintended negative consequences on women and men, girls and boys by means of integrating gender equality throughout all the stages of policy drafting, implementation, monitoring and evaluation.



Who is this guide for?

This guide is designed to assist public administrators or other actors who are involved in the planning, implementation, monitoring and evaluation of any policy, activity or programme. More specifically, this guide serves as a reference point to empower policy makers to carry out a gender impact assessment of all policies, programmes and activities to ensure that prior to their implementation, a thorough analysis is conducted on the potential effects on both women and men, girls and boys respectively. The content is designed to provide the end user with the necessary knowledge and tools **to ensure that policies, activities, programmes or projects are gender sensitive** and thus provide a context for policy makers to develop future planning in the area of **gender mainstreaming**. This guide must not be seen as an end in itself, but as part of a **process in a larger context of gender mainstreaming**.

This Step-by-Step Guide is divided into **three** sections –

1.0 Section one focuses on providing the end user with:

- General information on **gender equality**.
- Gender **mainstreaming strategy**.
- Outlines the rationale for **gender mainstreaming** and **GIA** in the context of achieving gender equality.

2.0 Section two focuses on:

- Introducing and explaining the tenet of **gender mainstreaming** providing the end user with detailed information on gender mainstreaming and gender analysis.
- The importance of gender mainstreaming outlining **when, how, where to mainstream**, the potential **role of actors** and the role that they play.
- The **tools** and **techniques** available to mainstream gender.

3.0 Section three focuses on:

- Setting the background to the **GIA as a tool of implementation** for gender mainstreaming.
- Deliberating on the process by which an evaluation exercise is employed by means of using this assessment as an integral part of the development intervention activity, while satisfying the primary objective of assessing gender impacts.

1.1 Introduction

Economic and social policies and programmes tend to affect women and men, girls and boys differently. Why? Because both genders carry 'different economic and social roles and encompass different access to and control over resources, due to socio-cultural, political and economic factors'¹. Thus, policies which may appear to be gender neutral may have a different impact on women and men, girls and boys when assessed through a gender perspective.

For this purpose, this Step-by-Step Guide for Gender Impact Assessment systematically examines the likely (or actual) effects of policies on individuals in respect of their gender, gender roles as well as wider equality issues to avoid unintended negative consequences, ensure positive results for both women and men, girls and boys and improve the quality and effectiveness of policies.

Since the 1980's, it has been the '**Government's wish that women's concerns be integrated into all its policies**' and that '*in the drafting of all legislation and in the implementation of Government policy, women's concerns are to be given all due consideration*' (OPM/119/89). In recent years, the Maltese government has made significant efforts to promote gender equality through the adoption of the Equality for Men and Women Act in 2003 which seeks to promote equality between women and men whilst ensuring that no person shall be discriminated against by reason of gender or family responsibilities².

The concept of gender equality was further strengthened through the **European Union's** (EU) commitment to promote gender equality at a European level. **Gender mainstreaming** was further reinforced in the 1997 **Treaty of Amsterdam**, formalising the mainstreaming commitment at a European level to promote equality between women and men. Consequently, **gender impact assessment** was adopted by a number of European governments to actively take into account the implementation of equality between women and men when formulating laws, regulations, administrative provisions, policies and programmes³.

1.2 What is Gender Equality?

'Gender' refers to the behaviours and attitudes expected of male and female members that a society or community assigns to them. Gender influences which activities, tasks and responsibilities are perceived to be male and female⁴. More specifically, it influences the relationship between women and men. Unlike the sex of women and men, which is biologically determined, gender roles are culturally and socially constructed and they tend to differ widely between cultures, geographic location and social context⁵.

EXAMPLE - GENDER ROLE:

A **gender role** is that women are expected to take care of the children and elderly and work without pay, while men are expected to work outside the home and earn money to sustain the family.

Gender roles are also visible in jobs, which are considered typically female or male: nurses, kindergarten and primary teachers are predominantly female; technicians, workers in public transport, forestry or water management are predominantly male workers.

EXAMPLE - SEX:

Women can bear children, and men cannot.

Organisation for Security and Co-operation in Europe, 2006.⁶

Gender equality refers to the principle where rights, responsibilities and opportunities are equally accessible and **not determined on the basis of sex or gender**. It seeks to promote the basic and universally recognised civil, cultural, economic, political and social rights of women and men⁷. Thus, gender equality occurs when the different behaviours, aspirations and needs of women and men are favoured and valued equally⁸. On the other hand, gender discrimination occurs when persons are excluded or restricted from opportunities and treated differently due to belonging to a particular sex or gender.

¹ United National Organisation, 2010. Gender Equality & Trade Policy. [Online] Available at <http://www.un.org/womenwatch/feature/trade/Gender-Perspectives-in-Trade-Policy.html> [Accessed 3rd January 2012].

² For further information on a Historical Background about Maltese Legislation & Policy kindly refer to Appendix I.

³ The European Parliament and of the Council, 2002. *EU Directive 2002/73/EC*. Amending Council Directive 76/207/EEC on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions [Online] Available at <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32002L0073:EN:PDF> [Accessed 3rd January 2012].

⁴ Wikipedia, 2012. *Gender*. [Online] Available at <http://en.wikipedia.org/wiki/Gender> [Accessed 5th January 2012].

⁵ National Commission for the Promotion of Equality, 2008. *A Gender Sensitivity Manual*.

⁶ Organization for Security and Co-operation in Europe, 2006. *Glossary on Gender-Related Terms*. Available at: http://www.osce.org/search/apachesolr_search/glossary%20on%20gender-related%20terms [Accessed 29th February 2012].

⁷ National Commission for the Promotion of Equality, 2008. *A Gender Sensitivity Manual*.

⁸ United Nations, 2001. *Gender Mainstreaming: Strategy for Promoting Gender Equality*. Available at <http://www.un.org/womenwatch/osagi/pdf/factsheet1.pdf> [Accessed 9th January 2012].

EXAMPLE:

Gender equality is when a country has the same percentage of girls and boys who enrol and finish secondary education.

Organisation for Security and Co-operation in Europe, 2006.⁹

The International Labour Organisation (2000) states that: *'Equality between men and women, entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles and prejudices. Gender equality means that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equity means fairness of treatment for women and men, according to their respective needs. This may include equal treatment or treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities.'*¹⁰

The Maltese Constitution, which is considered to be the supreme law of Malta, states that gender inequality occurs when *'different treatment to different persons attributable wholly or mainly to their respective descriptions by race, place of origin, political opinions, colour, creed or sex whereby persons of one such description are subjected to disabilities or restrictions to which persons of another such description are not made subject or are accorded privileges or advantages which are not accorded to persons of another such description'* (Chapter IV, Article 45 (3)). Furthermore, gender discrimination may also stem from gender stereotypes in particular when generic attributes, opinions or roles are based on one's gender.

EXAMPLE OF STEREOTYPES:

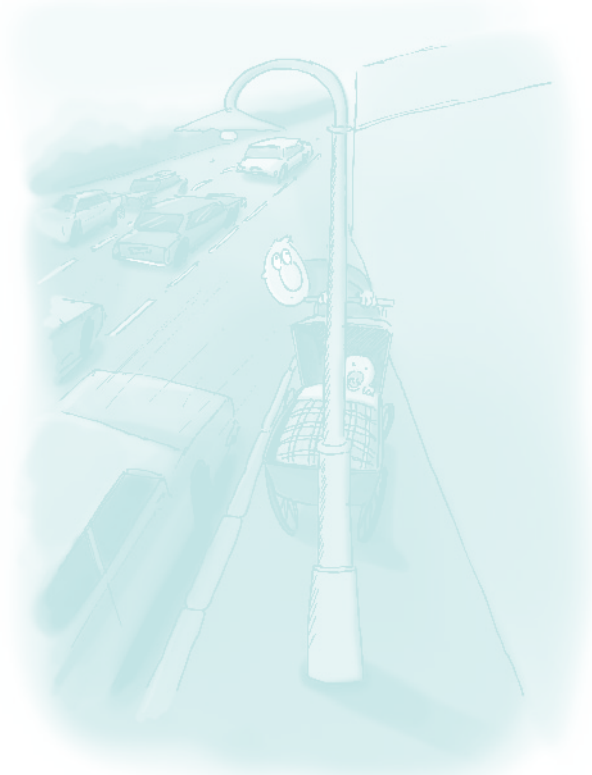
Women are not hired as drivers as they are generally not considered to be good drivers or because it is not a typical female job. Men are not appointed as gender focal points as they are assumed not to be interested in the role.

Organisation for Security and Co-operation in Europe, 2006.¹¹

1.3 Gender Awareness

- Gender is distinct from sex.
- Sex is biologically determined.
- Gender is culturally and socially constructed.
- Gender roles differ widely between culture, geographic locations and social contexts.
- Gender awareness is the perception and realisation of the impacts brought about by gender issues and the need to address the inequalities that arise from them.

National Commission for the Promotion of Equality, undated.¹²



⁹ Organization for Security and Co-operation in Europe, 2006. *Glossary on Gender-Related Terms*. Available at: http://www.osce.org/search/apachesolr_search/glossary%20on%20gender-related%20terms [Accessed 29th February 2012].

¹⁰ International Labour Organisation, 2007. *ABC Of Women Worker's Rights And Gender Equality*. Available at http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_087314.pdf [Accessed 10th January 2012].

¹¹ Organization for Security and Co-operation in Europe, 2006. *Glossary on Gender-Related Terms*. Available at: http://www.osce.org/search/apachesolr_search/glossary%20on%20gender-related%20terms [Accessed 29th February 2012].

¹² National Commission for the Promotion of Equality, undated. *Gender Mainstreaming for the Legal Sector. A Toolkit*. Available at: <http://www.resourcepack.equality.gov.mt/toolkits> Accessed 19th February 2012.

SECTION 2

2.1 Gender Mainstreaming

GENDER MAINSTREAMING IS A STRATEGY – NOT A GOAL OR ANY FINAL RESULT!

Gender mainstreaming, as a new concept, appeared for the first time in international texts after the United Nations Third World Conference on Women (Nairobi, 1985), in relation to the debate within the UN Commission on the Status of Women (CSW) on the role of women in development. It was seen as a means of promoting the role of women in the field of development and of integrating women's values into development work.

It was also in 1995, during the preparations for the Beijing Conference, that the Council of Europe decided to set up the Group of Specialists on mainstreaming, which developed the present conceptual framework and methodology for gender mainstreaming.

'Gender mainstreaming is the (re)organization, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making'¹³.

The definition of gender mainstreaming highlights the goal of mainstreaming, the process, the objects and active subjects of mainstreaming. The objects of mainstreaming are all policies at all levels and at all stages, while the active subjects of mainstreaming are the ordinary actors.

1. Gender mainstreaming can mean that the policy process is reorganised so that ordinary actors know how to incorporate a gender perspective.
2. Gender mainstreaming can also mean that gender expertise is organised into the policy process by including gender expertise as a normal requirement for policy-makers.

GENDER MAINSTREAMING IS:

- The differences between women and men, girls and boys should never be used as a ground for discrimination.

- A holistic approach towards gender equality that tackles the interconnected causes that generate unequal relationships between women and men, girls and boys in all areas of life.
- Bringing the experience, knowledge, and interests of women and men, girls and boys to bear on the agenda.
- Identifying issues and concerns related to gender equality across all areas of activities.
- Diagnosing the root causes of gender inequality and addressing the differences and disparities through remedial action plans.
- Transforming gender unequal social and institutional structures into equal and just structures for both men and women, girls and boys.
- Establishing adequate accountability mechanisms for monitoring progress related to gender equality.

European Commission, 2004.¹⁴

GENDER MAINSTREAMING IS NOT:

- Looking at one gender in isolation.
- About having well written statements – It is about transforming the process of work.
- About women taking action and being the main beneficiaries.
- About targeting activities to support one gender over the other.
- About making specific policies, programmes or projects that are targeted towards women, to be replaced or become obsolete.
- An isolated exercise - It is an integral part of the project or policy making process.

European Commission, 2004.¹⁵

¹³ Council of Europe, 2009. *Equality between Women and Men*. [Online] Available at: http://www.coe.int/t/dghl/standardsetting/equality/ozfactsheets/Factsheet-Equality_en.pdf [Accessed 4th January 2012].

¹⁴ European Commission, 2004. *EQUAL Guide on Gender Mainstreaming*. Available at: http://ec.europa.eu/employment_social/equal/data/document/gendermain_en.pdf [Accessed 17th January 2012].

¹⁵ European Commission, 2004. *EQUAL Guide on Gender Mainstreaming*. Available at: http://ec.europa.eu/employment_social/equal/data/document/gendermain_en.pdf [Accessed 17th January 2012].

GENDER MAINSTREAMING COVERS:

- The design of policies, activities and programmes
- Decision-making
- Access to resources
- Procedures and practices
- Methodology
- Implementation
- Monitoring and evaluation of policies, activities and programmes to assess its impact on both women and men, girls and boys whilst identifying areas which need to be improved

European Commission, 2004.¹⁶

EXAMPLE:

In considering women’s and men’s concerns as part of the planning, implementation and evaluation of a project you will find that women and men do not have the same needs in relation to time-schedule, the availability of public transportation, or security related issues, etc., because they have different social and private responsibilities and different levels of mobility. The project then should take into consideration the differences and adapt as necessary in order to mainstream gender issues throughout the whole project cycle.

Organisation for Security and Co-operation in Europe, 2006.¹⁷

2.2 Why is gender mainstreaming so important?

Gender mainstreaming is an important strategy that incorporates a number of specific benefits¹⁸:

- It places individuals of both genders at the heart of policy making.
- Gender mainstreaming leads to better governance.
- It involves women and men, boy and girls and makes full use of human resources.
- It makes gender equality issues visible in the mainstream of society.
- It takes into account the diversity among women and men, girls and boys.

Council of Europe, 1998.¹⁹



¹⁶ European Commission, 2004. *EQUAL Guide on Gender Mainstreaming*. Available at: http://ec.europa.eu/employment_social/equal/data/document/gendermain_en.pdf [Accessed 17th January 2012].

¹⁷ Organization for Security and Co-operation in Europe, 2006. *Glossary on Gender-Related Terms*. Available at: http://www.osce.org/search/apachesolr_search/glossary%20on%20gender-related%20terms [Accessed 29th February 2012].

¹⁸ Please refer to Appendix II for more information on this section.

¹⁹ Council of Europe, 1998. *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*. [Online] Available at: <http://www.unhcr.org/3c160b06a.pdf> [Accessed 3rd January 2012].

2.3 When, what and where to gender mainstream?²⁰

Gender mainstreaming should form the integral basis of policy formulation **from the initial stage of policy development**. Planners cannot assume that women and men, girls and boys will automatically benefit equally from a policy. This will ensure that the development of the policy takes account of and is responsive to gender requirements and that any inequalities are anticipated and addressed. Effective policies, programmes and projects that meet the needs of all citizens and benefit them equally can only be achieved if attention to gender issues is taken systematically at all stages in the planning process.

The following chapter will look into all the stages and levels of the development of a policy and will highlight when the gender perspective should be integrated into the process.

2.3.1 When to mainstream? – The Policy Process^{21 22}

PLANNING

The major focus at the planning stage of any policy is:

1. Analysis of the Current Situation
 - Identification of problems and challenges to be faced; **Start with examining sex disaggregated statistics.**
 - Definition of the aims of the policy; **Are the aims of the policy the same for women and men, girls and boys?**
 - Who will be involved in the policy making; **Are both genders involved in the policy making?**

²⁰ Council of Europe, 1998. *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*. [Online] Available at: <http://www.unhcr.org/3c160b06a.pdf> [Accessed 3rd January 2012].

²¹ Women Enterprise and Employment in local Development, undated. *Gender Impact Assessment Toolkit* [Online] Available at: http://urbact.eu/uploads/tx_projectsresultsdocuments/WEED_Gender_Impact_Assessment_Toolkit.pdf [Accessed 5th January 2012].

²² European Commission, 2003. *Evaluating Socio Economic Development, SOURCEBOOK 2: Methods & Techniques Introduction*. [Online] Available at: <http://ec.europa.eu/ourcoast/download.cfm?fileID=85> [Accessed 4th January 2012].

2. Decisions

Once the gender-related information is collected and analysed, decisions need to be taken on:

- What problems and challenges for women and for men, girls and boys need to be addressed and prioritised (based on the initial planning stage).

3. Implementation

Even though adopting gender mainstreaming from the initial stage of the policy planning process allows the policy to be gender sensitive, there is no assurance that the policy will be “inequality-free”. There is a big difference between *analysing* the gender issues, *supporting* gender equality and actually *implementing* policies which promote equality. This is considered to be the practical stage and therefore new or unidentified issues may still arise. For this reason, it is important that the actors involved in the development and delivery of the policy are supported and can promote equality.

4. Monitoring and Evaluation

Any policy implemented requires monitoring and evaluation in order to ensure that the aims and goals have been achieved as well as assessing areas which need to be improved. This monitoring should be a **continuous process** in order to assess the impact of the policy on women and men, girls and boys.

One must also keep in mind that **good governance** involves considering, planning for and meeting the needs and priorities of all citizens. Adopting gender-responsive planning processes is an important step towards achieving this outcome and is the only way of being certain that government actions are likely to benefit women and men, girls and boys equally.

2.3.2 What policies to mainstream?²³

All policies which affect the daily life of individuals definitely require gender mainstreaming. Some policies may be obvious such as employment or social and family policies. However, there could also be policies which are seen as gender neutral. For example, a policy relating to the environment can be recognised as gender neutral. However if seen from a gender ‘lens’ then one may note that there are a number of gender issues that one needs to take into

²³ Council of Europe, 1998. *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*. [Online] Available at: <http://www.unhcr.org/3c160b06a.pdf> [Accessed 3rd January 2012].

consideration. Gender mainstreaming plays an important role in the following aspects and sectors of society:

- **Culture:** myths, stereotyping: women's place is in the home, men are the bread winners; women seen as carers, males as financial providers and adventure seekers; women's main role is that of mother; fathers should not be expected to look after children, do housework; men should be the bosses in the family; in some cases it is acceptable for men to be violent towards their wife/partner.
- **Project management:** town planning/development: where are the schools, the churches, the playgrounds, the local council, shopping areas, doctrine classes and other specialised schools, clubs – are these well serviced with well surfaced pavements, lighting, crossings, bus stops, traffic control, public convenience for women and men, girls and boys.
- **Human resources** (employment, training, etc.): Are adverts for jobs inclusive for both women and men? Are interviews carried out without any personal reference to family considerations? Family friendly measures – Are these in place? And are they offered equally to both women and men? Is there a gender equality policy, including sexual harassment and men's violence against women in place? Are training and job responsibilities distributed equally among male and female workers? What time does training take place? Have you consulted NCPE to ensure positive results? If not, do you intend to?
- **Institutional development:** Does the mission statement and objectives of the institution state that the entity is gender friendly and gender inclusive? Do the policies, programmes and projects of the institution take into account how women and men are affected and make sure that the results are positive for both genders? Are gender-based sex disaggregated data, research and studies on the various areas covered by the entity used to support decision-making processes? Are decision-making bodies gender inclusive/gender sensitive? Were they trained in gender mainstreaming? Are any new gender-based research studies undertaken to update existing ones or research new areas of policy-making?

See Appendix I for A Historical Background of Developments in the Public Sector.

- **Planning processes:** Who are the officers in charge of the planning process? Is there a balanced representation of women and men? Did they get any gender training? Are they familiar with the strategy

of gender mainstreaming/ gender impact assessment? If not, do you plan on giving them training or invite gender experts to help review the policy from a gender perspective as well as assist in the planning process? What sex disaggregated statistics and research have been collected and studied as part of the planning process? Has new gender-based research been undertaken? Is decision-making power distributed equally between women and men?

- **Natural resources management:** Have any studies or research been undertaken to highlight how natural resources are used/misused by women and men? To what extent have women and men been made aware of the importance of conservation and effective use of these resources? To what extent have they been involved in campaigns to reach conservation targets? How have they been consulted in order to ensure their ownership of such projects?
- **Economy:** Are all statistics in the national budget built on sex disaggregated statistics? Is this visible? Has any item of the national budget been studied from a gender perspective to ensure that the economy is catering for the needs of both women and men in an equitable manner? Is there any gender analysis made in the national budget? Is any exercise carried out to study the relations between expenditure on particular budgetary items and the outcome from a gender perspective? Example: education – boys are underperforming in primary schools although it appears that expenditure in education is the same for both girls and boys^{24 25}. Health – women and men may show different symptoms for the same disease for example: heart problems – is this taken on board?^{26 27} The elderly – women's life expectancy is longer than men's – does the budget take this into consideration when getting older may mean higher dependency, higher cost of medical care and medicines, need for residential care that may necessitate special equipment such as care for osteoporosis?²⁸

24 Eurydice at NFER, 2007. *Gender inequality in performance and attainment*. Available at: http://www.nfer.ac.uk/shadomx/apps/fms/fmsdownload.cfm?file_uid=A981A783-C29E-AD4D-0801-BB2F53D451A8&siteName=nfer [Accessed 18th April 2012].

25 Vallejo. C., & Dooly. M., 2008. *Educational Policies that Address Social Inequality Country Report: Malta*. [Online] Available at: <http://www.epasi.eu/CountryReportMT.pdf> [Accessed 18th April 2012].

26 World Health Organisation, 2009. *WOMEN AND HEALTH TODAY'S EVIDENCE TOMORROW'S AGENDA* [Online] Available at: http://whqlibdoc.who.int/publications/2009/9789241563857_eng.pdf [Accessed 18th April 2012].

27 World Health Organisation, 2003. *Gender, Health & Ageing*. [Online] Available at: http://www.who.int/gender/documents/en/Gender_Ageing.pdf [Accessed 18th April 2012].

28 World Health Organisation, 2009. *Countries: Malta Statistics* [Online] Available at: <http://www.who.int/countries/mlt/en/> [Accessed 18th April 2012].

2.3.3 At what level should gender mainstreaming be done?

All authorities at all levels should be provided with gender mainstreaming strategy information and training.

2.3.4 What techniques and tools are available? ²⁹

1. Analytical Tools

Statistics

All statistics that are produced at all levels in policymaking, i.e. planning, implementing and monitoring must be sex disaggregated in Malta.

Gender Analysis

A gender analysis is a study of the different conditions that women and men, girls and boys face as well as the different effects that policies, programmes and activities may have on them. It is a process that differentiates the way of how the allocation of resources, activities, authority, representation and decision-making vary amongst both genders.

Gender analysis cannot be done without the use of sex disaggregated statistics **i.e. statistics about women and men, girls and boys as an analytical category by which the actual facts and differences between the genders is illustrated.** Subsequently, the results and findings from a gender analysis are then compared with the gender equality goals. For example, the distribution of representation or resources is to be compared to the commitment for a gender equal society.

This is of course ever so important in surveys, in cost-benefit analysis and in guidelines.

Gender Impact Assessments (GIA) Methods

'Gender impact assessment means to compare and assess, according to gender relevant criteria, the current situation and trend with the expected development

resulting from the introduction of the proposed policy.³⁰ It is designed to assess in advance the impact of any proposed policy on women and men respectively and to address any undesirable differences that may be anticipated.

The GIA is especially important when policies are likely to be seen as neutral or alternatively have negative effects. It will help the decision-makers to choose between other programmes or projects and methodologies. The GIA can also be used for policies which are already in existence and have already been implemented. This tool is developed in detail under Section 3 of this Guide.

2. Educational Tools

The educational tools are probably the most important tools for successful gender mainstreaming as they not only increase awareness amongst any individual who is, directly or indirectly, involved in policy making but also because knowledge is transferred.

Any individual who is involved in gender mainstreaming must be well educated and knowledgeable on issues related to the differences between sex and gender.

Educational tools can include awareness-raising, training courses, follow-up action, manuals and educational material.

Awareness-Raising

General as well as detailed and specialised awareness must be provided. This can be set up in different forms, such as training courses, activities and promotion to enable individuals to implement gender mainstreaming in their everyday work.

In such cases, gender expertise is required and specialists can help:

- ✓ Individuals who have already undergone training, put their knowledge into practice;
- ✓ Identify areas where gender mainstreaming should be definitely implemented;
- ✓ In ensuring that the policy is mainstreamed as a whole.

²⁹ The section has been reproduced from the: Council of Europe, 1998. *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices.* [Online] Available at: <http://www.unhcr.org/3c160b06a.pdf> [Accessed 3rd January 2012].

³⁰ European Commission, undated. A Guide to Gender Impact Assessment. [Online] Available at: <http://www.google.com.mt/url?sa=t&rct=j&q=what+is+a+gender+impact+assessment&source=web&cd=1&ved=0CBkQFjAA&url=http%3A%2F%2Fec.europa.eu%2Fsocial%2FblobServlet%3FdocId%3D4376%26langId%3Den&ei=cNUOT8ObIqL4gTBy-TAAw&usq=AFQJCNemaQgoccbNxcbGwYNZv6DiZ2O1Sw> [Accessed 10th January 2012].

These experts may be colleagues, academics or consultants. Experts can:

- ✓ Put pressure on a political level;
- ✓ Provide useful information and data which can help initiate the policy planning process;
- ✓ Be a direct link with the target audience;
- ✓ Provide essential information to the policy-makers on the wants and needs of women and men.

Performance plans and appraisal processes can make actors in the field account for their responsibility in taking the necessary initiatives to gain gender awareness and thus provide gender equality outcomes.

Follow-up on the awareness-raising and training provided to the public must be carried out to ensure that gender mainstreaming is being implemented successfully. Post-training must be provided in the form of meetings, activities, tasks and deadlines.

Manuals and Educational Material

Manuals and handbooks include practical and day-to-day information on how to apply gender mainstreaming. Such manuals and handbooks go into the why, how, when and where gender mainstreaming should be given importance in the development of policies or even in their day-to-day work. This information could also be put in the form of booklets or leaflets; however these would include less information and hence could be distributed amongst the general public of all ages or at lower levels in administration. Examples of gender issues could be included in this material.

3. Consultative and Participatory Techniques

Consultative and participatory techniques may include steering groups, think tanks, databases, conferences, seminars and equal participation of both genders in decision-making.

Steering Groups and Think Tanks

Exchange of information, expertise and knowledge plays a crucial role in promoting gender equality. A steering group or a think tank, consisting of individuals from both genders and from different walks of life can provide members of the group to plan, discuss opportunities and also collaborate together on gender relations. Steering committees could also form part of a national or political agenda. These are most likely to have the opportunity to consult the society's key decision makers with ideas and plans for gender mainstreaming, in general.

Databases

It may be useful to establish and compile a database of individuals and entities dealing with gender equality issues, to be able to consult with them. The right contacts involved in a variety of policy-making, in different institutions should be accessible so as to ensure that the relevant consultation is carried out. For this reason, information on who to involve in discussions and consultations must be easily available.

Databases may be already available in different institutions and therefore this should be verified prior to collecting new information.

Conferences and Seminars

These tools can assist in promoting gender equality amongst the general public, stakeholders as well as gender mainstreaming amongst the policy-makers.

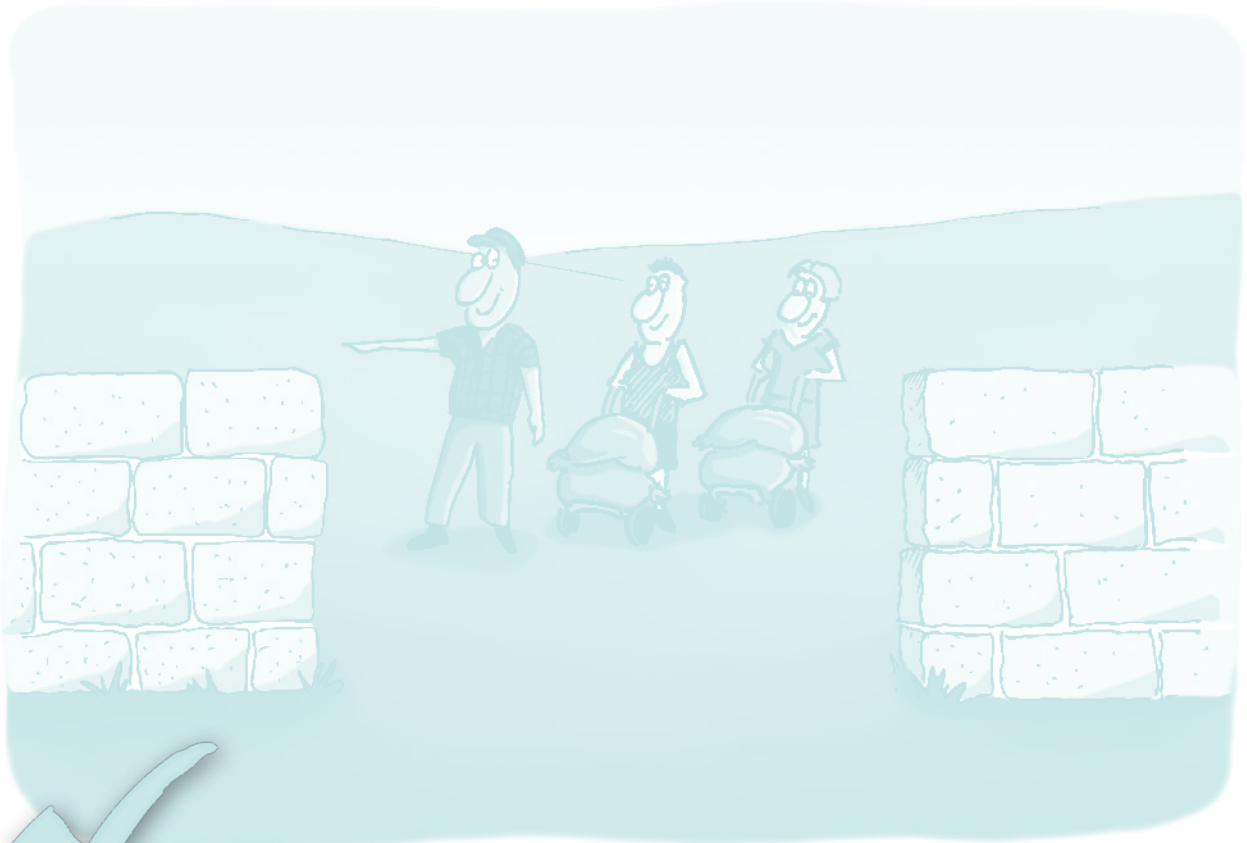
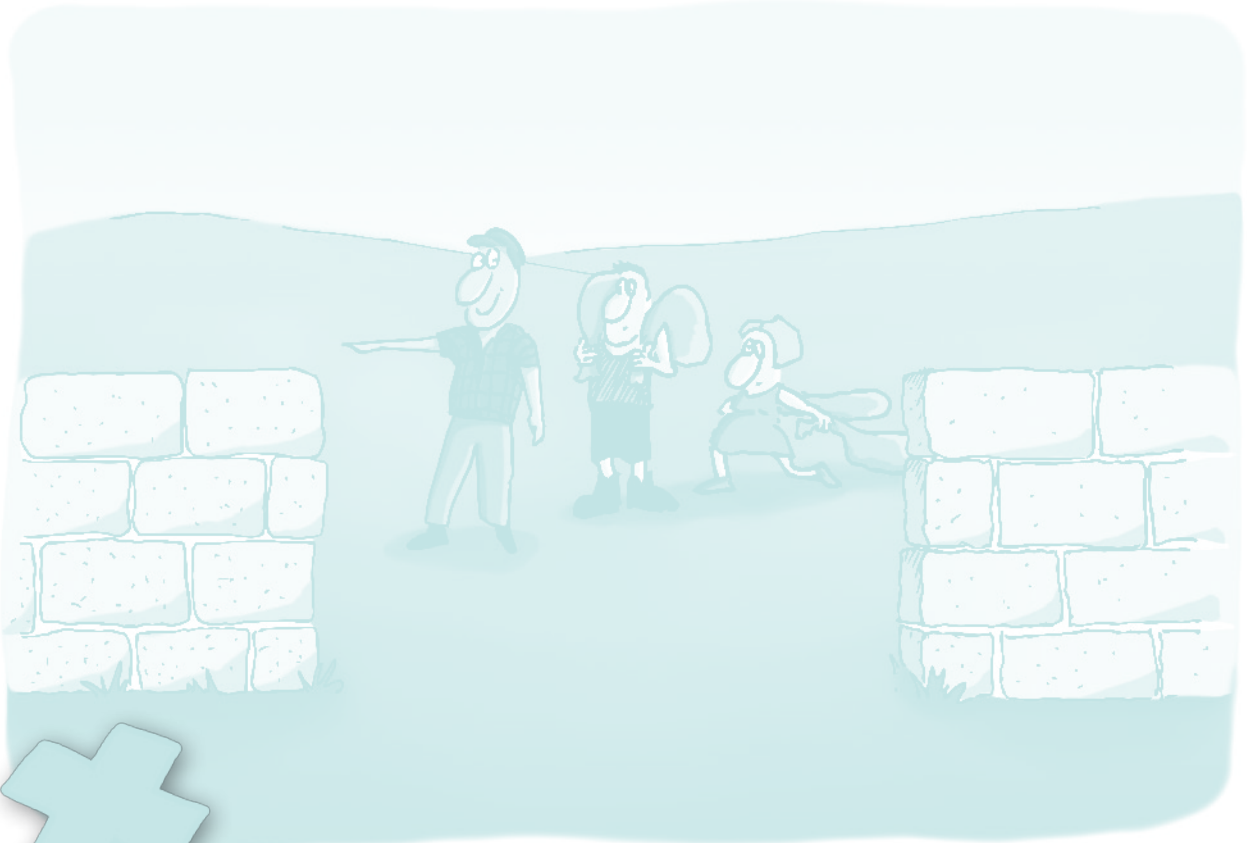
Participation of both genders in decision-making

An equal participation of both genders is important not only in decision-making but also for gender mainstreaming, in general. It would not be a democratic society if, for example, women are excluded from participating in the society's decision-making process. Questions which need to be asked include:

- ✓ Did the decision making process include both men and women?
- ✓ How many women and men were involved?
- ✓ Did they carry similar responsibilities in the decision making process?
- ✓ Did they receive any form of gender training?

Policies, for example, in relation to human resources and labour, which are already in existence, would need to be revisited to ensure that there is active participation from both genders.

It is for this reason that all institutions must ensure that gender is a "cross-cutting" issue.



2.4 Who are the potential actors and what role can they play?³¹

There can be numerous individuals involved in gender mainstreaming and they equally have great importance in implementing this strategy. These individuals are referred to as 'actors' and are involved in every stage of policy-making, starting from:

1. Designing
2. Deciding
3. Implementing
4. Monitoring
5. Evaluating

There can be **both internal** and **external actors**. **Internal actors** include politicians and government administrations. **External actors** include partners, experts, non-government organisations (NGOs), interest groups and the media.

Even though all actors can be involved in every stage of the policy-making, they can also have different interests. For example, an interest group or NGO is most likely to have defending interests or simply to put pressure on the policy-makers whereas the politicians and/or governmental administrations would be involved in initiating or executing policies.

This section will look further into the roles that potential actors have in gender mainstreaming.

2.4.1 Researchers and Experts

Policy-making is becoming even more complex and the administrators of such policies cannot be all round experts. It is the researchers' and experts' role to:

- Assist in the identification of gender challenges arising during the design of policies.

- Assist in building a gendered policy by finding alternatives or solutions that meet the needs and expectations of both women and men.

If within the administration implementing the policy, there are researchers and experts in gender mainstreaming, so much the better to ensure effective outcomes.

Researchers and experts are also required for training (as well as post-training), as mentioned earlier in this guide, to provide technical support tools for the implementation of gender mainstreaming as well as the Gender Impact Assessment.

2.4.2 NGOs and Interest Groups

NGOs and interest groups are specifically set up to:

- Promote
- Defend or
- Contribute

towards an issue which is of particular interest to the general public or which directly affects certain groups in society.

NGOs and interest groups, such as women's associations or trade unions are made up of activists who strongly believe or are experts in the policy field that they support. They play an important role in representing society and in lobbying policy-makers to give priority to their agenda.

2.4.3 Media

New media channels have revelled in a wider audience. Promotion and raising awareness on gender equality and gender relations through the media can be a fundamental tool in getting the gender mainstreaming strategy adopted at all levels.

On the other hand, it is important that the media takes into account gender mainstreaming by providing coverage to all interested parties in the field to put the gender mainstreaming agenda on the national platform.

³¹ The section has been reproduced from the: Council of Europe, 1998. *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*. [Online] Available at: <http://www.unhcr.org/3c16obo6a.pdf> [Accessed 3rd January 2012].

2.5 Gender analysis

It is important to use sex disaggregated statistics in conducting a gender analysis, **i.e. statistics about women and men as an analytical category by which the actual facts and differences between women and men are illustrated.** Subsequently, the results and findings from a gender analysis are then compared with the gender equality goals. For example, the distribution of representation or resources is to be compared to the commitment for a gender equal society.

A gender analysis is a study of the different conditions that women and men, boy and girls face as well as the different effects that policies, programmes and activities may have on them. It is a process that differentiates how the allocation of resources, activities, authority, representation and decision-making varies amongst women and men, girls and boys.

EXAMPLE OF SEX DISAGGREGATED STATISTICS

The production of statistics which reflect the differential rates of unemployment, literacy etc. of women and men.

Organisation for Security and Co-operation in Europe, 2006.³²

If there are differences between the results in the gender analysis and the goals for gender equality, then gender inequality exists and thus new steps for gender equality must be taken. The 4R method is a tool specifically developed for this purpose.

2.5.1 The 4R Method³³

The 4R method is an effective instrument for analysing and implementing a gender equality perspective in policies, programmes and activities. It provides a gender analysis on how the operation is run and financed in various sectors of employment and what changes are required to meet the differing needs of women and men, girls and boys. This instrument seeks to analyse the following:

1. Who gets what, and on what terms?
2. How can the gender equality perspective be included

³² Organization for Security and Co-operation in Europe, 2006. *Glossary on Gender-Related Terms*. Available at: http://www.osce.org/search/apachesolr_search/glossary%20on%20gender-related%20terms [Accessed 29th February 2012].

³³ This section was reproduced from: JämStöd, 2007. *Gender Mainstreaming Manual*. A book of practical methods from the Swedish Gender Mainstreaming Support Committee. Available at: <http://www.regeringen.se/content/1/c6/08/19/44/3532cd34.pdf> [Accessed 3rd January 2012].

when formulating visions and objectives for ways of working?

3. What must change in order to achieve gender equality in these objectives?

The 4R method is conducted by addressing the 4R's outlined below:

1. Representation (R1): Surveying gender representation

The **first step** is based on selecting a specific policy, programme or activity and answering the following questions:

1. Who makes the decisions? - Who are the actors involved in the decision making process?

Determine the extent to which women and men, girls and boys are represented in the decision making process in relation to the specific policy, programme or activity previously chosen. Formal and informal decision-making processes must be examined to pinpoint where real decision-making powers lie.

2. Who implements the decisions?

Describe where the decisions are implemented – in what bodies, at what levels and by whom? What is the gender distribution of the selected groups?

3. Who is the target group? Who is the user/client? What needs do they have (assessment)? Whose voices are heard or not heard?

Identify the target group of the policy, programme or activity. Women or Men? Girls or Boys?

2. Resources (R2): Examining the allocation of resources

The **second step** considers the sufficiency of allocating resources in the implementation process of a policy, project or programme. This step aims to answer the following questions:

How are our common resources distributed between genders?

At this stage it is vital to keep in mind that resources do not only pertain to addressing the financial aspect but also time and space. For instance:

TIME

- What **matters** and **issues** are given time at meetings? How much time is allocated to the preparation and investigation of an issue?
- Who will take time - such as speaking time?
- Who is affected by the issues that take time?
- Can you see any gender-related patterns in terms of what and who is given priority time?

ROOM

- How is the public space used by women and men, girls and boys?
- How is access to e.g. sports facilities, land for new businesses and classrooms distributed to women and men, girls and boys?

MONEY

- How are the direct and indirect costs such as salaries, and other types of support such as grants and all the operational costs for the activities (e.g. the building, the football ground etc.) distributed to the users (i.e. the women and men, girls and boys who use the facilities)?

This part may be mapped by using statistics, questionnaires or other methods of counting.

INFORMATION³⁴

- 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 these different 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?

3. Realia (R3): Analysing conditions**Now it is time to conduct a gender analysis!**

The **third step** considers the reasons for the current conditions and possibilities to change anything. 'Realia' is the quantitative substance of an activity. This stage is concerned with exposing the patterns embedded within the structures and practices which underpin decision-making and which may reinforce gender inequality. The focus here is on the policy, the programme or the activity itself, thus it is essential to ask the following questions:

1. What is the situation in our area of work? Are there any statistics to substantiate this?
2. What is taken for granted? – Why?
3. Are there any problems, contradictions, conflicts regarding women and men, girls and boys?
4. Are there any alternative approaches?
5. What are the impacts on the target group? Women? Men? Girls? Boys?
6. What patterns concerning women and men, girls and boys exist?
7. Whose needs are being met?
8. Are women's and men's interests, opportunities and wishes met to an equal degree?
9. How does the policy, programme or activity deal with gender equality issues?
10. Do women and men, girls and boys as individuals and groups, encounter differing demands and expectations linked to stereotyped ideas of gender?

This analysis should be based on a familiarity with gender equality and gender. Most important aspect is to illustrate why the operation is the way it is, e.g. in terms of power relationships between genders. An analytical approach and an open discussion are recommended in such a case.

³⁴ Extracted from: JämStöd, 2007. *Gender Mainstreaming Manual*. A book of practical methods from the Swedish Gender Mainstreaming Support Committee. [Online] Available at: <http://www.ann-boman.se/eng/verksamhet/The%204R%20Method.pdf> [Accessed 3rd January 2012].



4. Realisation (R4): Formulating new objectives and measures

Now it is time to conduct a gender equality analysis!

Step **four** deals with the Realisation, through the use of an action plan (and the action involved), of what is to be achieved by formulating new objectives and measures.

The focus here is on analysing the following question:

What shape should the policy, programme or activity take if it is to achieve gender equality? At this stage it is vital in determining the vision of the policy, programme or activity to be adapted in accordance to the needs of women and men, girls and boys.

Upon analysing questions **R1** to **R3**, it is then essential to decide whether the policy, programme or activity needs to be changed in order to achieve the desired gender equality objectives. Thus it is essential to ask the following questions:

NEW OBJECTIVES AND MEASURES

- Examine current objectives of the policy, programme or activity. Are the objectives sufficiently gender mainstreamed or is it necessary to reformulate the actual objectives? Are the objectives equally formulated for women and men? Why?
- Do new objectives need to be formulated to bring gender equality? Are the objectives equally formulated for women and for men? Why?

WHEN REFORMULATED OBJECTIVES OR NEW OBJECTIVES HAVE BEEN ESTABLISHED AND TAKEN INTO CONSIDERATION – WHAT IS THE NEXT STEP TO ACHIEVE THE OBJECTIVES?

- Determine what measures must be adopted in order to address distorted gender patterns.
- Express how the task is to be run and what it must achieve if it is to be gender-equal.
- Determine a completion date for achievement of the objectives. Data **MUST** always be sex disaggregated to be used as a benchmark to the targets and follow up of the activities.

FOLLOW-UP

- Decide how the results of the measures are to be measured in relation to the new objectives. Data **MUST** always be sex disaggregated to be used as a benchmark to the targets and follow up of the activities.
- Identify what sex disaggregated indicators are to be used to follow up the activities.

- Determine when and how the evaluation exercise is to take place.
- Determine WHO is responsible.

A NEW VISION

You may formulate a new vision that will contribute towards achieving the desired gender equality goals. The vision must be gender mainstreamed in order to achieve a gender mainstreamed activity.

The main principle of gender analysis is to acknowledge that there is **nothing about human beings that is gender neutral**. Consequently, it is essential to keep in mind the following steps when carrying out a gender analysis when formulating policies:

1. **Recognise limitations and lack of knowledge concerning sex and gender in specific areas of work;**
2. **Refer to existing background information and sector analysis concerning sex and gender relevant to the specific sector of employment;**
3. **Devise a number of questions about the possible impacts that policies may have in your area of work:**
 - What are **the likely or actual impacts of the proposed policy, programme or activity** on women?
 - What are **the likely or actual impacts of the proposed policy, programme or activity** on men?
 - What are **the likely or actual impacts of the proposed policy, programme or activity** on girls?
 - What are **the likely or actual impacts of the proposed policy, programme or activity** on boys?
 - Will the **benefits of the existing/ potential policy, programme or activity** be equitable for women and men, girls and boys?
4. **Recognise any gender issues that may exist in your specific area of work;**
5. **Obtain sex disaggregated data that may aid you in identifying such issues;**
6. **Identify any manipulating factors that are related to your area of work when devising policies, activities and programmes;**
7. **Recognise the people (internally or externally) with whom you can consult or who might assist you in the analytical process.**

Thus gender mainstreaming initiates by:

- **Analysing the everyday life situation of women and men, girls and boys - Here you must make use of sex disaggregated data.**
- **Now you can recognise structures that differ for women and men, girls and boys and you will be able to see the differences in needs or in facilities.** This will bring to light the differing needs and issues of women and men, boy and girls thus ensuring that policies and practices are not designed on incorrect assumptions and stereotypes.

EXAMPLE OF THE 4R METHOD³⁵

The allocation of training funds granted by the European Union to Government departments:

R1: REPRESENTATION

What target groups? Proportion of women and men among:	How?	Who?	When?
Project Managers	Go through those approved applications	Public Officers in all government departments	First Quarter
Committees	Go through those approved applications	Public Officers in all government departments	Second Quarter

R2: RESOURCES

What is to be measured? Women's and men's share of:	How?	Who?	When?
Size of sum granted by projects led by women/men	Go through funds granted	Public Officers in department	First Quarter
Correspondence and contact between public officers and project managers prior to decision (women/men)	E-mail and notes in the files	Someone in the department but not the officer involved	Second Quarter

R3: REALIA

To assess prevailing norms (realia), you must know the results of **R1** and **R2**. On the basis on 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: REALISATION

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

³⁵ (Sourced from: JämStöd, 2007. *Gender Mainstreaming Manual*. A book of practical methods from the Swedish Gender Mainstreaming Support Committee. [Online] Available at: <http://www.regeringen.se/content/1/c6/08/19/44/3532cd34.pdf> [Accessed 3rd January 2012].

2.6 Moving towards a gender equal society

It is a fact that the legal status of women in Europe has undoubtedly improved, but effective equality is far from being a reality.

For example, women are still marginalised in political and public life; paid less for work of equal value; find themselves victims of poverty and unemployment more often than men; and are more frequently subjected to violence.

Council of Europe, 2009.³⁶

Likewise, gender inequalities also have a **negative effect on men**:

For example, lack of birth leave in Malta continues to make it difficult for men who want to assume more active parental and caring roles.

Management and Personnel Office, 2009.³⁷

Achieving gender equality tends to go beyond the equal distribution of equal rights, opportunities, conditions and treatment. If equitable and sustainable progress is to be achieved, it must be recognised that the lifestyles of women and men, girls and boys are different. However such differences should not give rise to diverse consequences that reinforce inequalities in the living conditions, equal sharing of power in the economy, society, and policy-making processes of the genders.

A gender-equal society is a society built by both genders as equal partners.

2.7 Instilling equality into policies

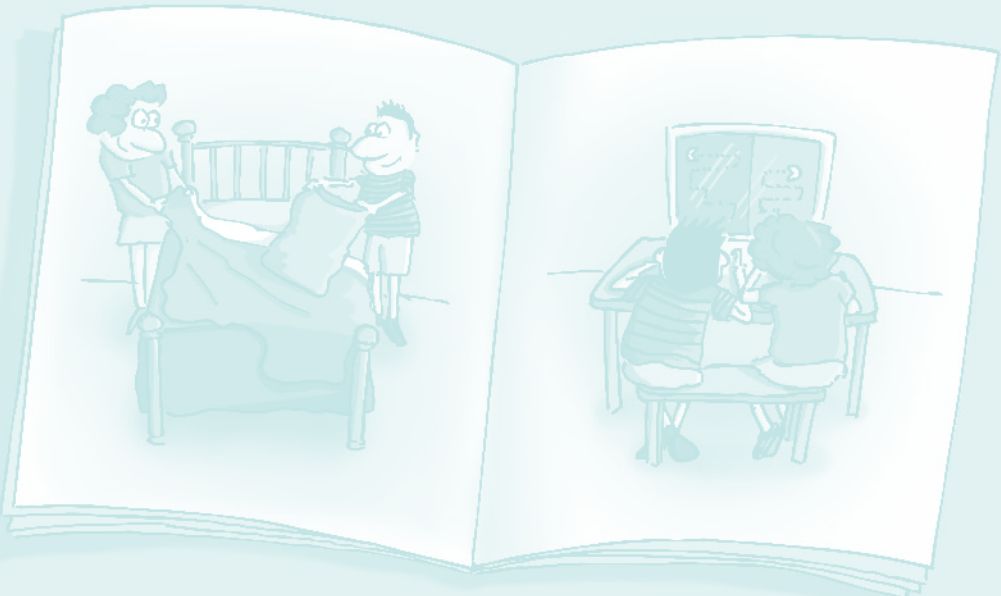
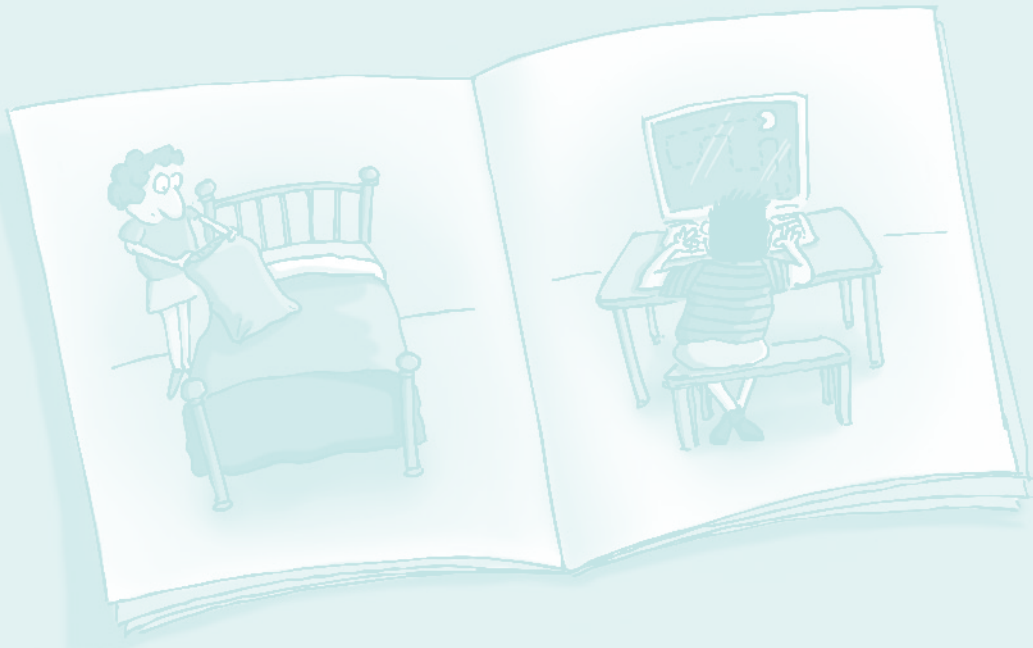
Gender mainstreaming is not an end in itself, but it is a means towards achieving gender equality, thus policy makers must³⁸:

1. **Always use sex-disaggregated data** in order to ensure that policy formulation is conducted on the basis of right information.
2. Ensure **effective delivery** and greater equality by taking into consideration the different **situations, demands** and **everyday life** of women and men. This is a way to ensure efficiency in policy targeting.
3. **Never assume** that issues or problems are neutral from a gender perspective.
4. Focus on the **roles** that women and men encompass in society whilst ensuring that these roles are **recognised** and **acknowledged** in policy planning and implementation.
5. Ensure that the **voices** of women and men are **heard equally** and that they both have a say in **decision-making** in various aspects of life.
6. Ensure that the **delivery** of **government services** and **allocation** of **resources** are **equally accessible** and of **good quality** to both women and men.
7. Ensure that the **language** used in policy statements and documents issued by the organisation are **gender neutral** and **gender-sensitive**.

³⁶ Council of Europe, 2009. *Equality between Women and Men*. [Online] Available at: http://www.coe.int/t/dghl/standardsetting/equality/ozfactsheets/Factsheet-Equality_en.pdf [Accessed 4th January 2012].

³⁷ Management and Personnel Office, 2009. *Family-Friendly Measures Handbook*. [Online] Available at: <http://www.mpo.gov.mt/downloads/FamilyFriendlyMeasuresManual.pdf> [Accessed 27th February 2012].

³⁸ Commonwealth Secretariat, 1999. *Gender Mainstreaming in the Public Service: A Reference Manual for Governments and other Stakeholders*. [Online] Available at: http://www.thecommonwealth.org/shared_asp_files/uploadedfiles/%7B86C428DAA-C6D9-474D-88E5-2A1C675C095B%7D_gmps_ref.pdf [Accessed 5th January 2012].



2.8 Good Practices of Gender Mainstreaming

This chapter gives a number of examples of how gender mainstreaming has been put into practice in a number of countries within Europe. These assist in providing an illustration of the methods of mainstreaming a gender perspective into a policy and thus facilitating the development of a gender mainstreaming policy plan. The examples cover a wide range of policies, policy areas, levels, tools and techniques. They also provide information at different stages of the policy process such as the development stage, improvement or evaluation. Other examples simply give an overview of how countries have been trying to implement gender mainstreaming on a national or local level.

EXAMPLE 1: GENDER MAINSTREAMING AT A COMMUNITY LEVEL IN MALTA³⁹

The National Commission for the Promotion of Equality (NCPE) in Malta launched the project 'Taking Gender Equality to Local Communities' in 2007.

The aim of the project was to disseminate the promotion of gender equality at a local level (Local Councils level) by creating awareness about the effects of stereotyping as well as promoting discussion about the roles of women and men in general. This project was partly funded by the European Community Framework Programme, Community Framework Strategy on Gender Equality (2001-2005.) A partnership for this project was created between the Department for Local Government and other organisations from Italy, Portugal, Greece and Croatia.

The project was initiated through a study on good practices in gender equality which was conducted in Malta, Italy, Croatia, Portugal and Hellas (Greece). This was then presented in a Brochure and Research report which was disseminated on a national level, whilst various exhibitions were held in a number of localities on the Maltese Islands which portrayed gender equality. Training was also provided to the general public, local council members and persons active in local and national organisations on gender sensitivity. Topics related to gender and family issues, leisure, education, entrepreneurship, employment and decision-making were discussed during the training courses.

The following studies were conducted as part of this programme and identified a number of good practices of gender mainstreaming at a local level:

- i. Promoting the inclusion of both genders in education, cultural activities and sport in San Lawrenz (Gozo)

An example was that of the village of San Lawrenz in Gozo, which noted that there were gender imbalances at a local level, the Local Council had:

- Ensured a balanced (50-50) representation of both genders in the sub-committees of the Local Council,
- Ensured that courses organised by the Local Council tailored for the different needs of women and men,
- Increasing the participation of both women and men in sports by setting up female football teams and providing them with a turf pitch suitable for both women and men,
- Setting up of a child-care centre.

- ii. Promoting gender balance in educational and cultural activities in Zejtun

An example was that of Zejtun Local Council whereby the Local Council established an active role in the community for its success in integrating both genders in the community. It was identified that gender imbalance was present in various activities. Consequently, the Zejtun Local Council ensured:

- A balanced (50-50) representation of both genders in the sub-committees of the Local Council,
- That educational courses organised by the Local Council tailored for the different needs of women and men,
- Balanced political participation at Local Council committee level (for both genders and different ages),
- That outings are oriented towards all groups of the community,
- The setting up of child-care centres to serve the community's needs.

These examples clearly show how educational as well as analytical tools and techniques have been used throughout the implementation of this initiative. It also does not only show that commitment on a national level is required however support on a global context was also crucial for the implementation of this project. The example related to the San Lawrenz Local Council

³⁹ National Commission for the Promotion of Equality, 2007. *Taking Gender Equality to local Communities Good Practices for Gender Equality*. [Online] Available at: http://www.equalityincommunity.gov.mt/lang_english/downloads/other/TGELC%20-Final%20English%20research%20report.pdf [Accessed 10th January 2012].

and Zejtun Local Council also reflects the commitment directed at both genders at a local level.

EXAMPLE 2: GENDER MAINSTREAMING IN PORTUGAL ⁴⁰

In 1997, a plan for equal opportunities was launched in Portugal. This was possible through the support of all ministries who were asked to review their policies from a gender perspective, to ensure gender equality.

The High Commissioner for Matters relating to the Promotion of Equality and the Family was appointed to encourage the implementation of the Plan and to evaluate and monitor its results. Nevertheless, it is the sole responsibility of the respective ministries for the execution of the different measures in their own sector.

The plan included the following areas for gender mainstreaming:

Education (gender equality in school curricula and professional training and job creation programmes as well as training in gender equality of civil servants)

Statistics (revising statistical information in order to ensure the inclusion of sex variables).

The Commission for Equality and Women's Rights also played an important role in this Plan as it was responsible for providing information and training to the general public as well as to civil servants.

EXAMPLE 3: IMPLEMENTATION STRATEGY FOR GENDER MAINSTREAMING IN VIENNA, AUSTRIA ⁴¹

The main objective of this strategy was to ensure a structural implementation of gender mainstreaming within selected departments in Vienna.

The implementation was done in three stages. The first stage was to work towards a cross-sectional implementation within the departments. The second stage was to expand it to all departments of the administration and the third stage was to implement gender mainstreaming within all key parts of the administration with every key personality being able to apply it within their own functional responsibilities. This was seen as possible only if an on-going update of the strategy was done throughout the years. Therefore, monitoring was essential for this strategy to be achieved. A pilot project was done. Mariahilf, a district in

Vienna, was selected in 2002 to be the district in which the pilot project took place. The Executive Office for Urban Planning, Development and Construction was in charge of this process and the aim was to take into account the interest of pedestrians when designing public road space. A set of maps of the pedestrian-path network was made available to all districts along with a 'Gender Mainstreaming Model Districts' programme to support gender-sensitive decisions for projects in public space. This also included a manual of gender-sensitive perspectives for traffic and transport planning.

The project process involved three phases. The first phase was for preparation, whereby two studies on gender mainstreaming in planning were undertaken and the second phase was the master project whereby participating departments had the opportunity to exchange experiences. It is through this that the municipal departments selected gender mainstreaming master projects. The third phase included the assessment of gender-specific implications and therefore took their decisions according to the needs of different target groups. The decisions taken were first tested during pilot projects and procedures in the district. In 2005 a number of departments were then considered as core departments for the project. These all took into account area-wide gender mainstreaming for all measures implemented. In 2006, a revision of the procedures for gender mainstreaming was done and in the second quarter of 2006, the planning process for road construction projects were initiated with a gender check taking into account different target groups and their specific circumstances from the very start of the process.

Since the project started in 2002, a number of paving developments were undertaken, such as 1,000 meters of pavements being widened, approximately 40 street crossings have been added, a lift has been installed in public space and additional seating has been placed in different locations.

The main challenge in this process was to integrate the interests of pedestrians into traffic and transport planning as well as to put them on an equal footing with other interests. Practical illustration of gender mainstreaming based on a pilot test process raised the community's acceptance of the issue.

This process provided positive results in the district of Mariahilf and the minimum standards prepared by the core departments were extended to other districts. In the meantime, the Gender Mainstreaming Project has established a gender training facility for city employees to introduce the main objectives of the mainstreaming project. The public has also become an active part of the implementation process. A campaign to increase awareness and targeting individuals on a political level was also done to increase gender budgeting.

⁴⁰ Council of Europe, 1998. *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*. [Online] Available at: <http://www.unhcr.org/3c160b06a.pdf> [Accessed 3rd January 2012].

⁴¹ UN-Habitat, 2008. *Gender Mainstreaming in Local Authorities Best Practices*. Available at: http://www.un.org/womenwatch/ianwge/member_publications/gender_mainstreaming_in_local_authorities.pdf [Accessed 10th January 2012].

The lessons learned in this project were that Gender Mainstreaming commitment has to start with top-level decision-makers with a clear top-down involvement by the people in charge. It has to be based upon a wide political consensus and requires wide support. Central to the successful implementation is a sex-disaggregated database for all aspects of city life.

EXAMPLE 4: GENDER MAINSTREAMING IN ALL POLICY FIELDS IN NORWAY ⁴²

Gender Equality in Norway was incorporated in the Norwegian Act in 1978. The aim was to promote gender equality in all sectors of society. Even though a number of discussions had taken place throughout the years, it was after 1996 that the government allocated special responsibility for the political work of equality and gender mainstreaming. A Committee of State Secretaries was set up to promote and monitor the integration of gender equality. The Gender Equality Section in the Ministry of Children and Family Affairs is responsible for equality policy in general and was the Office responsible for initiating gender mainstreaming throughout all ministries and policy fields. This unit was also responsible for developing strategies, training, disseminating information, monitoring and providing the final report.

The first step was to make all other ministries aware of the gender perspective in the policy fields by ensuring that it is incorporated in the objectives and tasks of the planning process and that it should become part of the everyday planning.

Awareness-raising and training courses were important so as to take equality between women and men into account in all policy-making work. All ministries were asked to prepare a report on how they planned and organised the work and it was ensured that gender equality would not just be about personnel policies. Therefore, for this reason, personnel policies were excluded from this study. The ministries were also required to define who was responsible for the implementation and report accordingly.

Two officials from each ministry were selected and formed part of a network to decentralise the decision-making process.

The above example also clearly identifies how the political will is crucial. The Ministry of Children and Family, in fact, presented a declaration for gender mainstreaming entitled 'The Gender Perspective in Norwegian Policy'. This declaration is being repeated every four years and provides the Norwegian society with a statement of the Government's will to gender mainstream all policies at all levels.

The results of the gender mainstreaming strategy has indicated that, even though a number of ministries have found it difficult to gender mainstream, other ministries have made great progress and it has been accepted by the highest to the lowest management.

This example also shows how gender mainstreaming was organised and involved programmes that developed organisational structures, procedures for monitoring and decision-making.

EXAMPLE 5: THE BRITISH POLICE FORCE – A STUDY TO OUTREACH WOMEN ⁴³

The Police Force in Britain had recognised that they failed to reach out to women. For this reason, it was decided that a study to understand how police interact with women in the community was initiated.

This was done through:

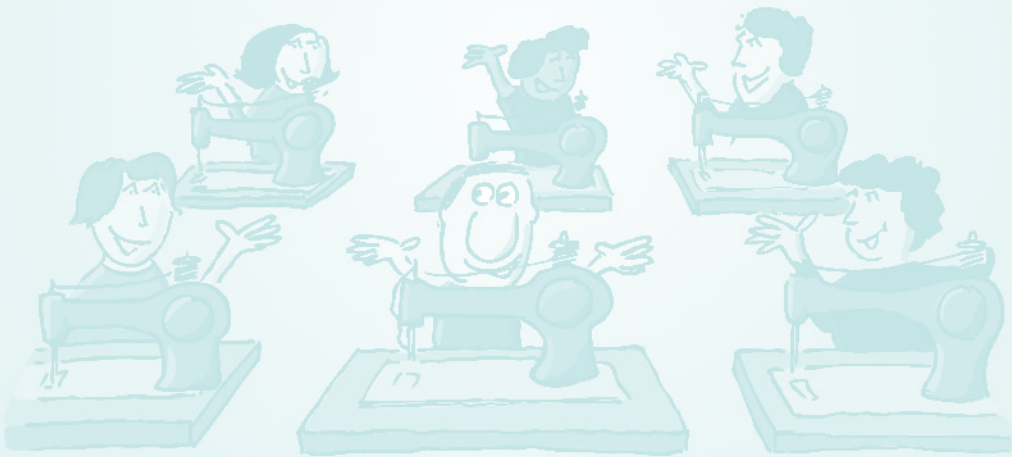
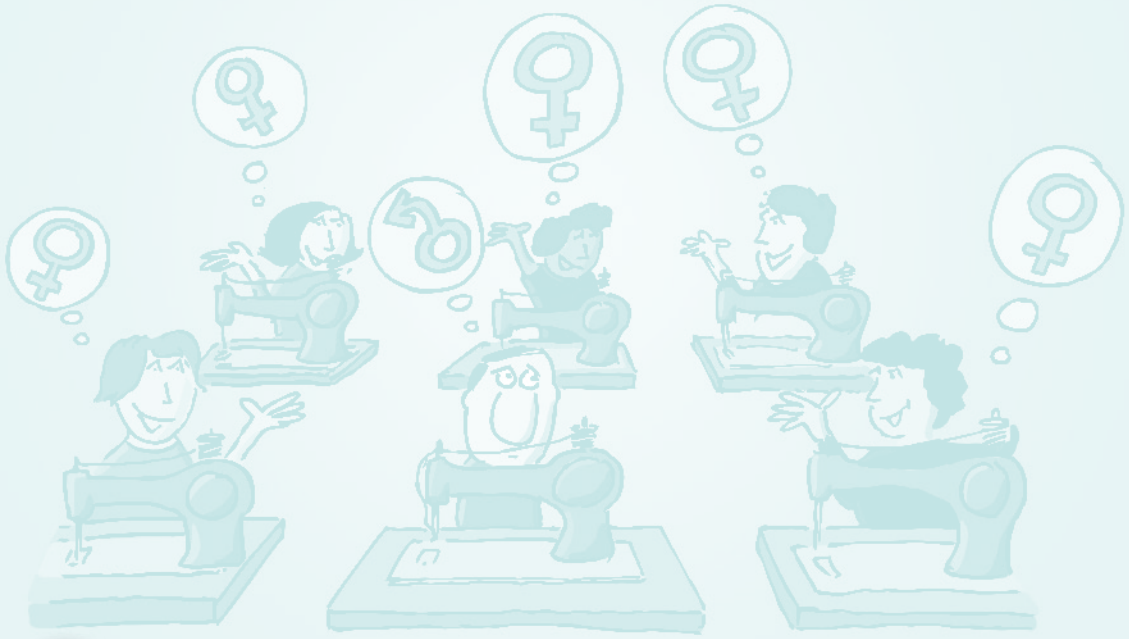
- Focus groups with British women from Latin America, Somalia, Yemen, Egypt and Pakistan as well as Caucasians, African Americans and Asian, young, middle-aged and older, Muslim, Christian and other spiritual beliefs and,
- Consultation with police officers.

Through the results of the study, it was recommended that:

- There is a need to make gender awareness and training in women's experience a core competence for all police officers.
- Interpreter services should be offered when dealing with women who do not speak well in English. In this way it is ensured that the outreach is successful to all British women.
- Police officers need to be trained how to respond well to domestic violence and should be accessible to victims.
- More focussed advertising was required to improve the level of community participation and enhance their value.
- Establishment of units dealing with rape, domestic violence and other special units to deal with racially motivated crimes.

⁴² Council of Europe, 1998. *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*. [Online] Available at: <http://www.unhcr.org/3c160b06a.pdf> [Accessed 3rd January 2012].

⁴³ Women & Equality Unit, Department of Trade and Industry, undated. *Gender Impact Assessment*. Available at: <http://www.cstp.org.uk/silo/files/genderimpactassessmentpdf.pdf> [Accessed 13th January 2012].



SECTION 3

3.1 Developing a Gender Impact Assessment

Gender Impact Assessment; a tool for mainstreaming gender.

A Gender Impact Assessment (GIA) is a core tool for implementing gender mainstreaming. It helps to estimate the different effects (positive and negative) of any policy being implemented, in terms of gender equality. It consequently takes into account the different needs, characteristics, priorities, behaviours of the users at whom the policies are ultimately aimed at.

European Commission, 2003. ⁴⁴

The **aim of this chapter** is to enable policy makers to develop this tool and guide them in using it in the most effective manner. A **final checklist**, which will cover all aspects of the GIA, is included in this guide and aims to assist policy makers to carry out the GIA.

The GIA:

- Can be applied to legislation, policy plans and programmes, budgets, reports.
- Can be applied to existing policies.
- Can be applied to all government interventions affecting all sectors.
- Prepares all policy makers with the ability to challenge why the government is proposing the policy, how and to what extent the policy may impact the society.
- Prepares all policy makers with the estimated costs and benefits of proposed and actual measures.
- Puts forward **key questions to policy makers** to ask at each stage of the policy development process.

Users of the GIA tool should be aware that it has a number of **strengths and limitations**.

Strengths	Limitations
When it is carried out at an early stage of policy development and eventually, throughout the entire policy implementation, then it may be considered to be a key and central tool to redesigning policies from a gender "lens".	It is a complex process and due to the fact that it is based on judgement, an element of uncertainty exists. However, this may be curtailed by using up to date and relevant statistics.
Departments can improve their efficiency and effectiveness by maximising human resource potential and identifying and addressing local needs more effectively.	Lack of knowledge of gender issues may lead to restrictions in using this tool.

For GIA to be undertaken, **sex-disaggregated data and the ability to apply gender-sensitive analysis to the data collected is important**. It may involve consulting with both genders in the community in which the policy is going to be implemented or organising participatory research strategies to collect data on the gender impact of the policy. Unfortunately, information sources and statistics are not fully developed where sex-disaggregated data is required. This leads to a further limitation.

⁴⁴ European Commission, 2003. *Evaluating Socio Economic Development, SOURCEBOOK 2: Methods & Techniques Introduction*. [Online] Available at: <http://ec.europa.eu/ourcoast/download.cfm?fileID=852> [Accessed 4th January 2012].

The following are **important guidelines** that every policy maker should keep in mind when using the GIA tool:

1. The GIA should be done at the initial stages of the policy planning.
2. A policy is developed for people within the community, therefore women and men are definitely going to be affected, even if indirectly.
3. It is possible that there will still be an intervention on the daily life of women and men, even though a GIA has been conducted during the planning stages.
4. The GIA should only be used by the persons working on the policy development and implementation.
5. Any information that one may gather regarding the planned policy is beneficial since this will give more value to the GIA.
6. A GIA needs to be planned.



3.2 Step-By-Step Guide to Using a Gender Impact Assessment

Most GIA frameworks include three assessment stages:

- 3.2.1 Gender Relevance Assessment
- 3.2.2 General Impact Assessment
- 3.2.3 Monitor and Evaluate

3.2.1 Gender Relevance Assessment

A useful guide for the Gender Relevance Assessment could be based on **four criteria** listed below:

1. Background Information
 - Description of the proposed policy objectives;
 - The target group of the proposed policy;
 - Who it might potentially impact.
2. Direct Beneficiaries

These include the individuals who the policy is targeted at. This analysis can be further broken down by gender into:

 - Participation;
 - Resources;
 - Norms and Values;
 - Rights.
3. Indirect Beneficiaries
 - These include individuals who, even though the policy is not directly targeted at them, can be affected by its implementation. These could include individuals such as relatives of the direct beneficiaries or neighbouring cities.
4. Evaluation
 - This stage includes an evaluation of the above to assess whether a full GIA is required. This stage requires a judgement which is based on the potential impact, be it extensive or minimal.

It is important to keep in mind that one indicator of gender relevance is enough for the GIA to be conducted.

3.2.2 Gender Impact Assessment

The GIA process needs to be conducted by **analysing all stages of the policy planning process**. It involves a thorough analysis of each stage of the policy plan process as it requires an understanding of the way it has approached gender from every aspect of its development. The result of the GIA should simply be one: **does the proposed policy require changes so as not to discriminate, in any way possible, towards women or men?**

The GIA should not be used only once in the life of a policy. Using the tool throughout the entire policy planning cycle is crucial since this will enable policy makers to monitor the impacts and hence ensure that the policy makers are responsive to gender issues. The below checklist includes questions to be **asked prior and after the policy has been implemented**. It may also be useful to refer below to the benefits and challenges of undertaking a GIA prior and after policy implementation:

Prior-Policy Implementation	
Benefit	Challenge
Allows a full assessment of potential impacts which allows policy planners enough time to redesign or reorient the policy	Predicting the potential impacts
Post-Policy Implementation	
Benefit	Challenge
Shows the real impact of the implemented policy	Determining the direct and indirect impact of the policy

PRIOR-POLICY IMPLEMENTATION

What is the position of men and women at the moment, prior to the **development** of the policy?

Identify the position of both genders keeping in mind:

- Participation;
- Resources;
- Norms and values;
- Rights.

These will form the basis on which to measure the policy's impact on both genders.

1. If the policy is not implemented, what will the situation of men and women be?
2. How significant would the gender impact of this policy be?
3. What is the potential impact of the policy on men and women who would be directly targeted throughout the policy?
4. What is the potential impact of the policy on men and women in particular groups (such as, according to various age groups or ethnic group)?
5. What is the potential impact of the policy on men and women who would be indirectly affected by the development of such policy?
6. If the above assessment predicts positive or negative effects on gender equality, how are you going to redesign the policy?

POST-POLICY IMPLEMENTATION

1. What is the position of women and men at post-implementation?

Identify the position of both genders keeping in mind:

- i. Participation;
 - ii. Resources;
 - iii. Norms and values;
 - iv. Rights.
2. If the policy had not been implemented, what would the situation of men and women be?
 3. Was there a significant difference in the gender impact prior to policy implementation (anticipated gender impact) and post-policy implementation (real gender impact)?
 4. What was the real impact of the policy on men and women who were directly targeted throughout the policy?
 5. What was the real impact of the policy on men and women in particular groups (such as, according to various age groups or ethnic group)?
 6. What was the real impact of the policy on men and women who were indirectly affected by the development of such policy?

7. If the above assessment resulted in a negative affect on gender equality, what further corrective action, or in which way can the policy be redesigned to ensure promotion of gender equality?

The GIA process can be broken down into five steps:

- Step One: Assessing the Current Situation
 Step Two: Analysis of the Proposed Policy
 Step Three: Determining the priority and significance of gender impact
 Step Four: Assessing and describing the potential impacts on women and men, directly and indirectly
 Step Five: Identifying potential changes to the proposed policy.

Each step would include a number of questions which will assist the policy maker in judging whether there is a likelihood of positive or negative gender impact.

STEP ONE: ASSESS THE CURRENT SITUATION

Research may need to be carried out to understand the scope of this assessment and this data should be able to answer the following:

1. Is there evidence about the nature of the problem?
2. How will it impact women and men?
3. Who will be impacted?
4. How can the problem be resolved?
5. Who can resolve the problem?

This step involves the collection of **full sex-disaggregated data** which would be used as the baseline information for assessing the potential gender impact. The data should include information regarding current status, roles and relations. It is important that this data is further disaggregated and should include additional information such as age, religion, education level, marital status and so on.

Consultation is considered to be a very important element when carrying out a GIA. This will ensure that the views of those being affected by the proposed policy, directly and indirectly are heard.

Furthermore, to assess the gender trends in the current environment, **more information** would need to be gathered. That may include demographic, economic, cultural trends or information on laws and policies.

A **Gender Analysis** can be used during the GIA to collect information regarding gender roles and relations. The Gender Analysis would provide a structured way of collecting gender information by bringing together information in relation to:

1. Roles and responsibilities of women and men
2. Assets and Resources that women and men deal with on a daily basis
3. Power and Decision-Making that women and men participate in, in various levels (such as household, community, career)
4. Needs, Priorities and Perspectives of women and men
5. Social/Cultural factors that influence gender relations.

Expertise on gender relations may be required at this stage.

This initial assessment should reveal any gender inequalities and assist in, eventually, determining the priority of gender throughout the policy process.

EXAMPLE 1: THE USE OF GENDER IMPACT ASSESSMENT IN THE NETHERLANDS⁴⁵

The Dutch Equality Division in The Netherlands launched the Dutch Gender Impact Assessment (GIA) in 1994. The aim of this initiative was to use this tool to assess the impact on women and men when a policy is designed at a national level.

The GIA was designed to fit all policy areas. By the early 2000s, the tool was used in the Ministries of Education, Justice, Agriculture, Nature and Fishery and Domestic Affairs. Other ministries were also using the tool however the work was still in progress. In some cases the tool was effective and identified potential negative impacts on gender relations.

The GIA was used mostly by academic researchers with the assistance of civil servants.

The GIA was based on a framework which identified two gender inequality areas: the division of labour and the organisation of relationships. The tool was set to analyse two criteria (to assess whether they impact positively or negatively): equal rights and the equal treatment of equal

⁴⁵ M. Verloo, C. Roggeband, 1996. *Gender Impact Assessment: The Development of a New Instrument in the Netherlands*. Available at: <http://www.hardystevenson.com/articles/gender%20impact%20assessment%20the%20development%20of%20a%20new%20instrument%20in%20the%20netherlands.pdf> [Accessed 18th January 2012].

cases as well as autonomy for women to decide about their own lives.

The GIA assesses the gender relevance of a policy proposal and analyses the current and future situation of the policy in terms of the framework mentioned above, to ensure that the criteria are met and to see whether it will affect the basic structures and processes which form the basis of the policy.

This tool is constantly being developed and adapted according to the developments that take place in process of using this tool for various policies in different Ministries and Offices. The Equality Division co-ordinates the adaptation of the tool by organising seminars and meetings and evaluating the success of the GIA.

STEP TWO: ANALYSIS OF THE PROPOSED POLICY

At this stage, a thorough analysis of the objectives and all components of the proposed policy needs to be done in order to understand the likely gender impact and to ensure that this impact is considered during the GIA. The policy should be broken down into different components:

1. Goals; It is important that the goals are SMART (specific, measurable, achievable, realistic and time-bound).
2. Target;
3. Time schedules;
4. Measures.

EXAMPLE 2: THE USE OF GENDER IMPACT ASSESSMENT IN BELGIUM⁴⁶

The GIA in Flanders, Belgium was first developed in 1997 and was used to assist in the assessment of policy proposals to ensure that discriminatory effects are neutralised and that gender equality is promoted across all policies being implemented.

The GIA in this case was used for the following three reasons:

- i. To assess the gender dimension of the policy proposal
- ii. To estimate the size of this dimension
- iii. To develop solutions and alternatives for this dimension.

The tool requires a certain degree of knowledge of gender issues and also requires users to be knowledgeable on its implementation. This tool was accompanied by a handbook, explaining the aims and disadvantages of the tool and also the methodology for using such tool.

STEP THREE: DETERMINING THE PRIORITY AND SIGNIFICANCE OF GENDER IMPACT

The first two stages of the GIA aim to help in determining which areas of the proposed policy are to be considered as top priority to ensure a positive impact on women and men. This is done through an assessment of the significant gender impact. It is important to keep in mind that even policies which are presented as gender neutral can have an indirect impact on women and men. This is done by collecting further information on the attitudes of the community towards the proposed policy.

STEP FOUR: ASSESSING AND DESCRIBING THE POTENTIAL IMPACTS ON WOMEN AND MEN

Both negative and positive impacts should be considered at this stage. All the data gathered during earlier stages, particularly those which included variables other than sex, would require further analysis. The reason being that impact may not only be felt differently by women and men but may also be felt differently within specific groups of each gender.

This assessment could also be based on the four criteria mentioned earlier: participation, resources, norms and values, and rights.

EXAMPLE 3: GENDER IMPACT ASSESSMENT AT THE DEPARTMENT OF HEALTH IN ENGLAND⁴⁷

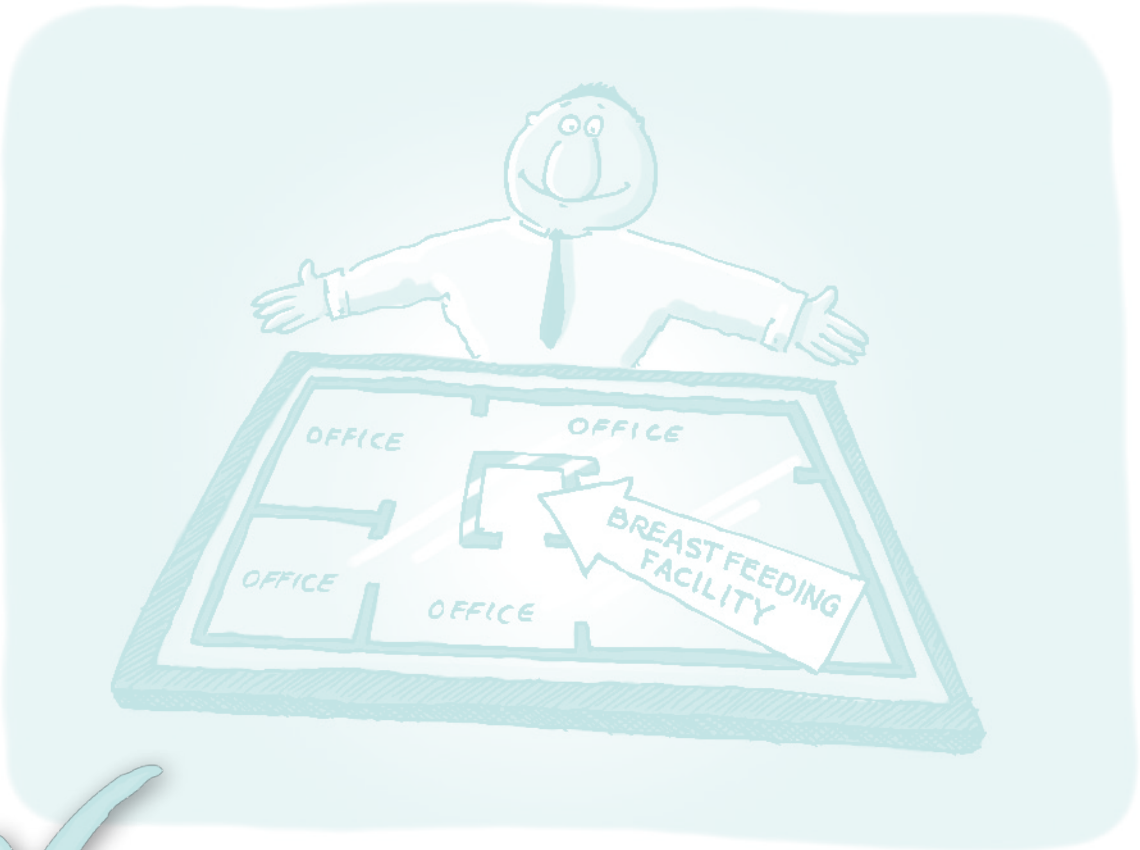
The Mental Health Services Branches at the Department of Health handle policy development, legislation and implementation for mental health care of adults of working age. The Branches acted as a pilot of the Gender Impact Assessment.

The following gender issues were first identified:

- Half of all women and a quarter of all men are affected by depression
- Emotional support for pregnant women to decrease the level of postnatal depression

⁴⁶ Council of Europe, 1998. *Gender Mainstreaming: Conceptual framework, methodology and presentation of good practices*. [Online] Available at: <http://www.unhcr.org/3c160b06a.pdf> [Accessed 3rd January 2012].

⁴⁷ Women & Equality Unit, Department of Trade and Industry, undated. *Gender Impact Assessment*. Available at: <http://www.csip.org.uk/silo/files/genderimpactassessmentpdf.pdf> [Accessed 13th January 2012].



Therefore, the differences between women and men in relation to the nature of their mental health need to be taken into consideration by policy makers. For this reason, all policy developments and implementation need to cater for women and men's needs. These aims were accomplished by piloting use of a GIA.

The GIA tool was used in the following ways:

- As a basis of training to policy staff
- As a guide and reminder when considering policies
- As a guide to develop the women's mental health strategy.

Upon completion of the GIA, the feedback below was recorded:

- It was a useful guide to process for identifying issues and action and the need to address them
- It applies to other issues, apart from gender (such as race, disability)
- It was an opportunity to learn about gender issues
- It provided practical exercises.

STEP FIVE: IDENTIFYING POTENTIAL CHANGES TO THE PROPOSED POLICY

The last step is that of considering **how negative gender impact**, be it extensive or minimal, **are to be counterbalanced or removed**. This can be done by redesigning the proposed policy or, if the negative impacts are minimal, then only specific areas (which are causing the negative impact) of the policy may be reoriented.

3.2.3 Monitor and Evaluate

This stage would ensure that any negative gender impact is identified immediately and would consequently not cause excessive harm to the community. A **set of gender-sensitive indicators** should be prepared prior to the implementation of the policy. Indicators measure changes to gender roles and relations and are based on sex-disaggregated data of the group to whom the policy was targeted. These indicators will assess whether the policy has resulted in different impacts and whether the policy has imposed certain changes on the daily life of women and men.

Both women and men, from within the beneficiary community, should be involved in identifying the gender-sensitive indicators and should be collected on a **qualitative and quantitative basis**.

EXAMPLE OF GENDER-SENSITIVITY INDICATORS

The UNDP has developed the gender-related development index which indicates the level of gender-(in) equality (differential between women and men) with regard to life expectancy, literacy rate, schooling and GDP. The increase of female participation in decision making is also widely used as indicator in the move towards gender equality.

Organisation for Security and Co-operation in Europe 2006.⁴⁸

⁴⁸ Organization for Security and Co-operation in Europe, 2006. *Glossary on Gender-Related Terms*. Available at: http://www.osce.org/search/apachesolr_search/glossary%20on%20gender-related%20terms [Accessed 29th February 2012].

Glossary

EQUALITY

EU citizenship confers the right to protection from discrimination on the grounds of, among other things, sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. This is enshrined in the Charter of Fundamental Rights.

(European Commission, 2012).

EQUAL OPPORTUNITIES

Two key elements of the general principle of equal opportunities are the ban on discrimination on grounds of nationality (EC Treaty: Article 12) and equal pay for men and women (EC Treaty: Article 141). It is intended to apply to all fields, particularly economic, social, cultural and family life.

(European Commission, 2012).

EQUAL TREATMENT

An important right conferred by EU citizenship. The Treaty of Amsterdam added a new Article 13 to the Treaty, reinforcing the principle of non-discrimination. Under this new article, the Council has the power to take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

(European Commission, 2012).

ETHNIC GROUP

An ethnic group is defined as a population of people sharing a common genealogical or ancestral heritage. Ethnic groups sharing the same historical background are linked by a common cultural practice, language and sometimes religion, belief or tradition.

(European Commission, 2012).

FUNDAMENTAL RIGHTS AND FREEDOMS

Fundamental rights, or human rights, express values that entitle individuals to expect a certain level of freedom and treatment. These include; protection of right to life, protection from arbitrary arrest or detention, protection from forced labour, protection from inhuman treatment, protection from deprivation of property without compensation, protection for privacy of home or other property, provisions to secure protection of law, protection of freedom of conscience and worship, protection of freedom of expression, protection of freedom of assembly and association, prohibition of deportation, protection of freedom of movement, protection from discrimination on the grounds of race, etc and the enforcement of protective provisions.

(Constitution of Malta, 1964)

GENDER

Gender is the socially ascribed characteristic of 'femininity' or 'masculinity' as opposed to the biological differences between male and females. It refers to learned behaviour and attributes determined by society as suitable for members of one sex, and varies between cultures.

(Black Voluntary Sector Network Wales, 2012)

GENDER EQUALITY

Gender equality means an equal visibility, empowerment and participation of both sexes in all spheres of public and private life. Gender equality is the opposite of gender inequality, not of gender difference and aims to promote the full participation of women and men in society'.

(Council of Europe, 1998)

GENDER NEEDS

The roles of men and women in existing societies and institutions are generally different. Thus, their needs vary accordingly. Two types of needs are usually identified: **Practical needs** arise from the actual conditions which women and men experience because of the gender roles assigned to them in society. They are often related to women as mothers, homemakers and providers of basic needs, and are concerned with inadequacies in living and working conditions, such as food, water, shelter, income, health care and employment. For women and men in the lower socio-economic strata, these needs are often linked to survival strategies. Addressing them alone only perpetuates the factors which keep women in a disadvantaged position in their societies. It does not promote gender equality. **Strategic needs** are the needs required to overcome the subordinate position of women to men in society, and relate to the empowerment of women. They vary according to the particular social, economic and political context in which they are formulated. Usually they concern equality issues such as enabling women to have equal access to job opportunities and training, equal pay for work of equal value, rights to land and other capital assets, prevention of sexual harassment at work and domestic violence, and freedom of choice over childbearing. Addressing them entails a slow transformation of the traditional customs and conventions of a society.

(ILO, 2000b).

GENDER NEUTRAL

Having no differential positive or negative impact for gender relations or equality between women and men.

(European Commission, 1998).

GENDER PLANNING

An active approach to planning which takes gender as a key variable or criteria and which seeks to integrate an explicit gender dimension into policies or action.

(European Commission, 2001).

GENDER RELATIONS

Gender relations are the ways in which a culture or society defines rights, responsibilities, and the identities of men and women in relation to one another.

(Bravo-Baumann, 2000).

GENDER ROLES

Gender roles are the 'social definition' of women and men. They vary among different societies and cultures, classes, ages and during different periods in history. Gender-specific roles and responsibilities are often conditioned by household structure, access to resources, specific impacts of the global economy, and other locally relevant factors such as ecological conditions.

(Food and Agriculture Organisation, 1997).

GENDER SENSITIVITY AND GENDER AWARENESS

Gender sensitivity/awareness encompasses the ability to perceive, acknowledge and highlight existing gender differences, issues and inequalities and to incorporate a gender perspective into strategies and actions.

(Organization for Security and Co-operation in Europe, 2006).

GOOD GOVERNANCE

The transparent and accountable management of human, natural, economic and financial resources for the purposes of equitable and sustainable development, in the context of a political and institutional environment that upholds human rights, democratic principles and the rule of law.

(ACP-EC, Cotonou Agreement, 2002).

HUMAN RIGHTS OF WOMEN

The rights of women and the girl child as inalienable, integral and indivisible part of universal human rights.

(European Commission, 1998).

PARTICIPATION RATES

The rate of participation by defined group - example: women, men, lone parents, etc. - as a percentage of overall participation, usually in employment.

(European Commission, 1998).

POVERTY

From a human rights perspective, poverty consists in the non-fulfilment of a person's human rights to a range of basic capabilities - to do and be the things he or she has reasons to value. Capability failure is thus the defining attribute of poverty. Only those capability failures that are deemed to be basic in some order of priority should count as poverty. As different societies may have different orders of priority, the list of basic capabilities may differ from one society to another.

(OHCHR, 2002).

SEX

The biological characteristics which distinguish human beings as female or male.

(European Commission, 1998).

SEX DISAGGREGATED STATISTICS

The collection and separation of data and statistical information by sex to enable comparative analysis sometimes referred to as gender disaggregated statistics.

(European Commission, 1998).

SEXUAL HARASSMENT

Unwanted conduct of a sexual nature or other conduct based on sex affecting the dignity of women and men at work including conduct of superiors and colleagues.

(European Commission, 1998).

SEXUAL ORIENTATION

Sexual orientation covers sexual desires, feelings, practices and identification. Sexual orientation can be towards people of the same or different sexes (same-sex, heterosexual or bisexual orientation).

(Amnesty International, 2012).

STEREOTYPES

Stereotypes are opinions or considerations about members of particular groups or a category of people that are entirely based on their membership to this group. Most stereotypes express very negative points of view which convey prejudices.

(European Commission, 2012).

Appendix I- A Historical Background of Developments in the Public Sector⁴⁹

1.1 Maltese Legislation & Policy

Throughout the years, Malta has seen efforts by the Government to promote gender equality and present itself as an equal opportunities state. This is evident through the Constitution and the legislative framework that binds the Maltese society to act in compliance with the EU's directives to safeguard equality between women and men and combat discrimination across the various grounds.

The following is a list of the main **constitutional**, **legislative** and **regulatory** safeguards adopted by the Maltese Government aimed at addressing the equality of pay, protection from harassment at the workplace and access to training, amongst others;

- The Criminal Code, 1854;
- The Civil Code, 1874;
- The Constitution of the Republic of Malta, 1964;
- The Maltese Citizenship Act, 1964;
- The European Convention Act, 1987;
- The Social Security Act, 1987;
- The Education Act, 1988;
- The Employment and Training Services Act, 1990;
- Occupational Health and Safety (Promotion) Act, 1994;
- Press Act, 1996;
- Equal Opportunities (Persons with Disability) Act, 2000;

- Refugees Act, 2001;
- Employment and Industrial Relations Act, 2002;
- Equality for Men and Women Act, 2003;
- The Sports Act, 2003;
- Domestic Violence Act, 2006.

The following list pertains to a number of **Subsidiary Legislations** put in force by the Maltese Government:

- Employment Agencies Regulations, L.N. 127 of 1995;
- Protection of Maternity at Work Places Regulations, LN 92 of 2000;
- Part-time Employment Regulations, LN 427 of 2002;
- Contracts of Service for a Fixed Term Regulations, 2002;
- Parental Leave (Entitlement) Regulations, LN 225 of 2003;
- Urgent Family Leave Regulations, LN 296 of 2003;
- Protection of Maternity (Employment) Regulations, LN 439 of 2003;
- Equal Treatment of Persons in Employment, LN 461 of 2004;
- Tax Credit (Women Returning to Employment) Regulations, LN 110 of 2005;
- Equal Treatment in Occupational Social Security Schemes Regulations, LN 317 of 2005;
- Equal Treatment of Persons Order, LN 85 of 2007.

1.2 The Maltese Constitution & Legislative Framework

The Constitution of Malta guarantees equality between women and men. Malta has shown its commitment to the pursuit of equal treatment between women and men through the enforcement of Government legislative and policies measures. Protection from discrimination on the

⁴⁹ This section has been reproduced from: National Commission for the Promotion of Equality, 2007. *The Promotion of Gender Equality Particularly in Local Development. Case Study for the International Project W. In D. – Women in Development.*

grounds of race, etc. was amended in 1974 to include:

45 (3) in this article, the expression “discriminatory” means affording different treatment to different persons attributable wholly or mainly to their respective descriptions by race, place of origin, political opinions, colour, creed or sex etc. More specifically, it guaranteed that no law shall make any provision which is discriminatory either of itself or in its effect on the various basis indicated in the Article.

Furthermore, the tenet of equal treatment between women and men was enshrined in the Maltese Constitution in Article 45 (11);

‘Nothing in the provisions of this article shall apply to any law or anything done under the authority of a law, or to any procedure or arrangement, in so far as such law, thing done, procedure or arrangement provides for the taking of special measures aimed at accelerating de facto equality between men and women, and in so far only as such measures, taking into account the social fabric of Malta, are shown to be reasonably justifiable in a democratic society.’

In March 1991, the Government of Malta acceded to the United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW). In congruence with the UN CEDAW Article 14 of the Maltese Constitution which addressed the Rights of Women Workers was also amended as follows:

“equal right of men and women to enjoy all economic, social, cultural, civil and political rights and for this purpose shall take appropriate measures to eliminate all forms of discrimination between the sexes by any person, organisation or enterprise: the State shall in particular aim at ensuring that women workers enjoy equal rights and the same wages for the same work as men.”

Maltese Constitution - Article 14, Rights of Women Workers

Moreover, as an international bill of rights, the European Convention Act 2003 provides an agenda for action by governments to guarantee equality between women and men. In view of this, the Maltese Government has demonstrated its efforts to ensure that the equal treatment of women and men in education, employment, health care, economy, social aspects, marriage, family, and political and public life, is taken into consideration in the development and implementation of Government initiatives, plans and actions.

1.3 Other gender equality legislation and state initiatives

In order to strengthen the position of women in the labour market, the Employment and Industrial Relations (Regulation) Act (2002) and the Equality for Men and Women Act (2003) were enacted.

The National Commission for the Promotion of Equality (NCPE), an independent government funded body, was set up in 2004 following the enactment of the Equality for Men and Women Act.

The Commission works to ensure that Maltese society is a society free from any form of discrimination and has become the national machinery responsible for the promotion of equality. It liaises with ministries and several organisations and departments with the aim of disseminating educational information to empower individuals on gender equality issues. The responsibilities of the Commission, amongst others, are to⁵⁰:

- Identify those in need of support due to being disadvantaged by reason of their sex;
- Monitor the implementation of policies;
- Update national policy and;
- Submit proposals for the amendment of the Act.

1.4 Gender Equality in the Public Sector and Public Service

As early as 1989, the Public Sector was made responsible to mainstream equality in policies, plans and programmes. For this purpose, Office of the Prime Minister (OPM) Circular No.133/89 proposed a list of measures and directives on how Department Heads were to promote gender equality and eliminate gender discrimination within their respective department. The Circular also stressed that the principle of equality should

⁵⁰ National Commission for the Promotion of Equality, 2012. . [Online] Available at: https://securez.gov.mt/socialpolicy/socprot/equal_opp/equality/welcome/front_pg.aspx [Accessed on 5th January, 2012].

form part of Maltese culture through the provision of equal opportunities to both sexes thus improving the status of women in Malta.

In view of this, a new structure with the objective of coordinating the implementation of gender equality policies was established (OPM Circular No.133/89). This structure was made up of the Commission for the Advancement of Women and the former Secretariat for the Equal Status of Women within the Ministry of Social Policy. In 1994, the latter was upgraded to the level of department, Department for Women in Society until December 2003 when it was replaced by the NCPE.

The Department for Women in Society (DWIS) was responsible for the execution of Government policy on gender equality. The Department worked on the implementation of gender mainstreaming, particularly in the Public Sector, offering education, developing strategies for change, steps for implementing and managing change and introducing effective models of institutional change.

This national machinery specifically focused on eliminating discrimination on the basis of sex whilst ensuring equality between women and men both legally and in practice (OPM Circular No. 66/91 Annex B).

1.4.1 The Responsibility of Public Officers

Following the Government's endorsement of the CEDAW in 1991, all Government departments and parastatal organisations were entrusted with the responsibility of implementing the articles of the Convention that fall under their jurisdiction (OPM Circular No.66/91). Such entities were to submit regular reports that would form the basis of a national report to the UN based on the progress made in the Implementation of the CEDAW and on the plans for further implementation.

Furthermore, the OPM Circular No.17/98 proposed that the then existing structure of focal points to be consolidated in all Government Departments to provide all officers with adequate support to be more effective in their roles and duties and in ensuring that gender equality is taken into consideration in:

- Performance management programmes;
- Participation in policy discussions;
- Allocation of time in carrying out their work on gender equality.

1.4.2 Gender Mainstreaming in the Public Sector and Public Service

In 2000, the Cabinet decided that the Government should be committed towards integrating a gender perspective into all levels of the public administration. For this purpose, it was delineated that public officers at all levels and in all Government Departments and Entities were to be held accountable for the implementation of gender mainstreaming. More specifically, OPM Circular No. 24/2000 stated that:

'Accountability for the implementation of gender mainstreaming however lies with public officials at all levels and in all Government Departments and Entities. To this effect, the Performance Management Programme of Public Officials, (namely, Permanent Secretaries, Directors General, CEOs and Managers, Directors, Assistant Directors, Heads of Sections/Units, and the focal points on gender equality in Government Departments and in Government Entities) should include, as a key objective, the implementation of gender equality policies and of gender mainstreaming.'

A plan of action was set up in order to comply with this directive. A number of experts in gender equality undertook training of public officers at all levels in gender mainstreaming and GIA. Focal points were regularly supported and attended training programmes twice a year. This work was in compliance with the 2002 EU Directive which stated that:

'Member States shall actively take into account the objective of equality between men and women when formulating and implementing laws, regulations, administrative provisions, policies and activities'.

In 2005, the NCPE undertook an EU funded project on gender mainstreaming within the Maltese Public Sector. This Directive thus obliged all Member States to introduce gender mainstreaming as a strategy by October 2005.

NCPE has also undertaken a number of projects (part-financed by the European Social Funds and EQUAL funds of the European Commission) that are currently being implemented in Malta. These are intended to assist discriminated groups and individuals. The most recent project being *'Unlocking The Female Potential'* aimed at increasing female participation in the labour market by incentivising and ensuring equal access to employment'.

1.5 Good Practices in Malta

Significant advances have been made over the years with regards to legislation, policies and developments in **gender mainstreaming** programmes. Malta has taken several steps to combat gender discrimination through the implementation of legislative and regulatory safeguards such as the:

- The Constitution of the Republic of Malta, 1964;
- Equal Opportunities (Persons with Disability) Act, 2000;
- Employment and Industrial relations Act, 2002;
- Equality for Men and Women Act, 2003 and;
- Equal Treatment in Employment Regulations (LN 461) of 2004.

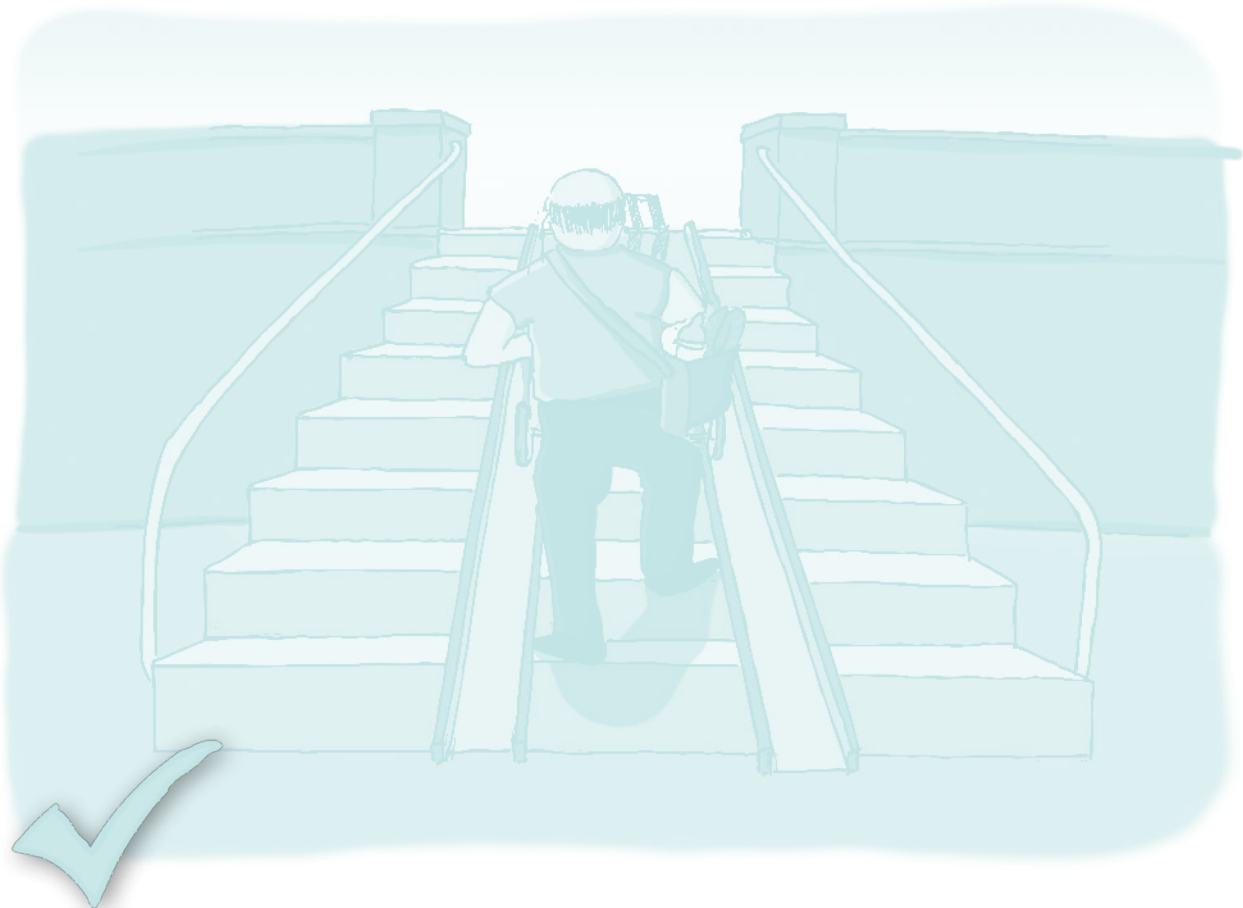
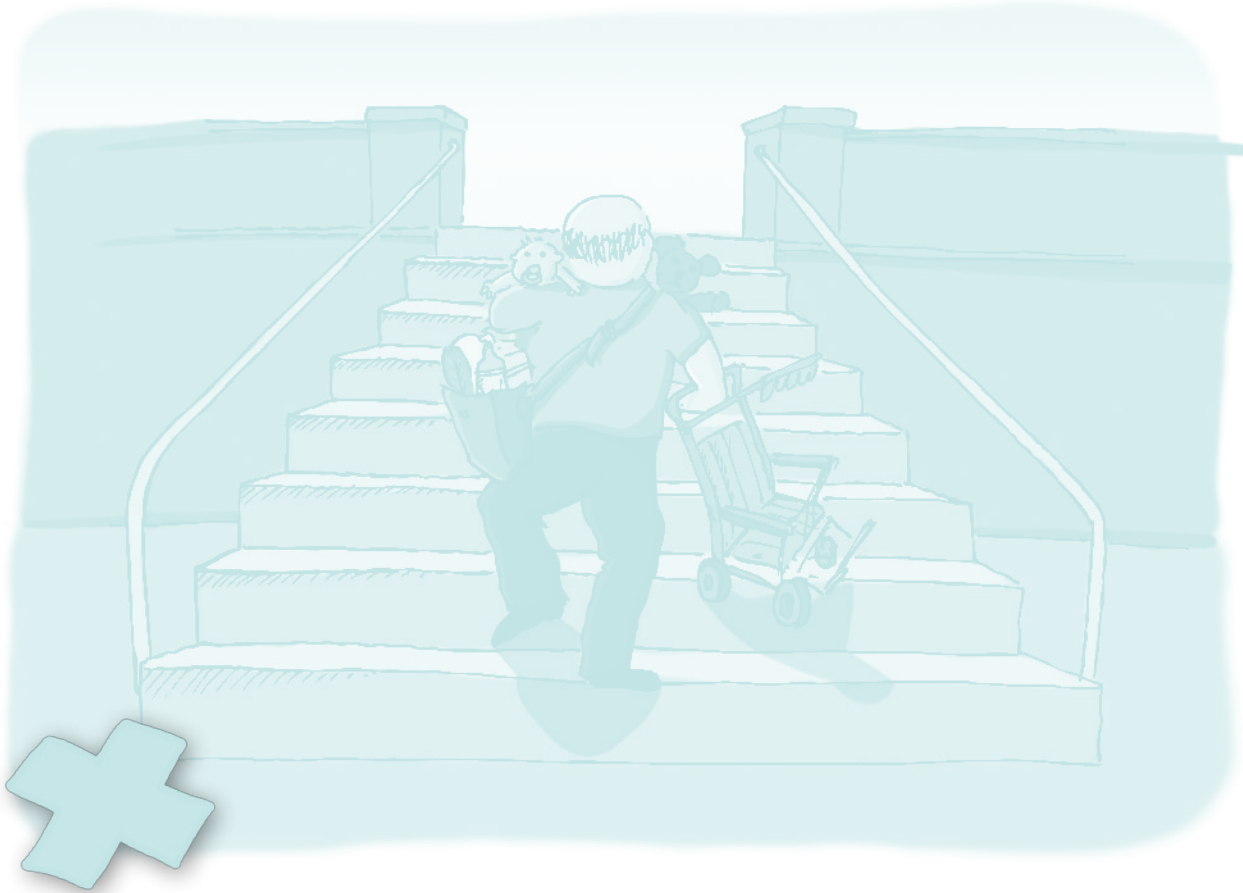
With regards to gender mainstreaming, a number of initiatives have been implemented in the public sector. The following table was sourced from a report issued by the NCPE and demonstrates a number of equality measures that have been adopted within the

Public sector:

Office of the Prime Minister	<ul style="list-style-type: none"> • The National Strategic Reference Framework Operational Programmes I & II – Inclusion of Equal Opportunities as a Horizontal Priority • The Public Service: Guidelines on what constitutes Sexual Harassment and the procedures to be adopted in cases of sexual harassment • OPM Circular 13/2006 'Gender- Inclusive Government Forms'
Ministry of Family and Social Solidarity (MFSS)	<ul style="list-style-type: none"> • Working Group to review the Social Security Act • Review of all forms used by MFSS • Questionnaires to access demand for childcare as the workplace
Ministry of Education, Youth and Employment (MEYE): and Ministry of Resources and Infrastructures (MRES)	<ul style="list-style-type: none"> • Joint Committee for the setting up of childcare facilities for Belt is-Sebh government employees
Ministry of Health, the Elderly and Community Care (MHEC)	<ul style="list-style-type: none"> • ESF Project 'Improving the representation of women at specialist and managerial level at St. Luke's Hospital' • Equality Committee reconstituted, chaired by the Permanent Secretary, with equal representation of men and women
Ministry of Justice and Home Affairs (MJHA)	<ul style="list-style-type: none"> • Reconstituted Committee to be equally gender representative • Appointment of two women judges

Source: National Commission for the Promotion of Equality, 2007.⁵¹

⁵¹ National Commission for the Promotion of Equality, 2007. *Taking Gender Equality to Local Communities Good Practices for Gender Equality*. [Online] Available at: http://www.equalityincommunity.gov.mt/lang_english/downloads/other/TGELC%20-Final%20English%20research%20report.pdf [Accessed 10th January 2012].



Appendix II - Why is gender mainstreaming so important?

Gender mainstreaming is an important strategy that incorporates a number of specific reasons that underline the benefits of mainstreaming:

1. It places individuals at the heart of policy making

Mainstreaming equality contributes towards underlining the need to focus and evaluate policies in accordance to their impact on both women and men whilst taking into consideration the endowments and needs that are specific to them. This concept moves a step ahead from traditional indicators such as the Gross Domestic Product and moves towards the use of more **relevant data and valuable indicators** that provide tangible evidence of the society's well-being. In view of this, mainstreaming gender will contribute towards providing a profound definition of the real needs of women and men when it comes to the planning, implementation, monitoring and evaluation of any policy, programme or activity.

2. Gender mainstreaming leads to better governance

Gender mainstreaming will contribute towards enhancing the policy-making process and thus lead to better governance. It challenges the assumption that policies are gender neutral and brings to light that certain policies which may appear to be gender neutral may be found to have a different impact on women and men when assessed through a gender perspective. Thus this strategy will provide guidance on promoting greater transparency and openness in the policy process through the implementation of gender mainstreaming. Most important is that the compulsory use of sex-disaggregated statistics in a systematic manner always highlights various social conditions for women and men.

3. It involves both women and men and makes full use of human resources

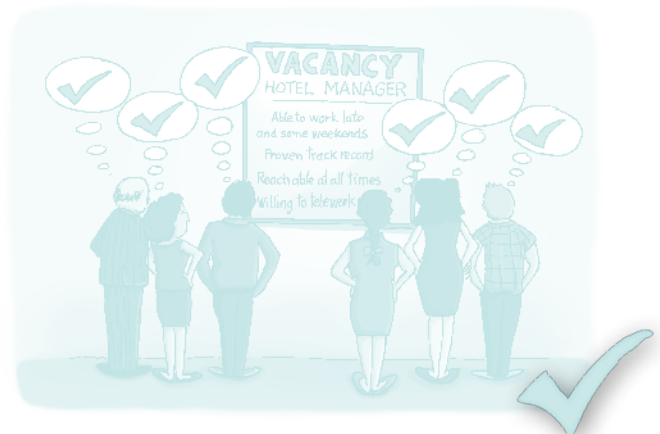
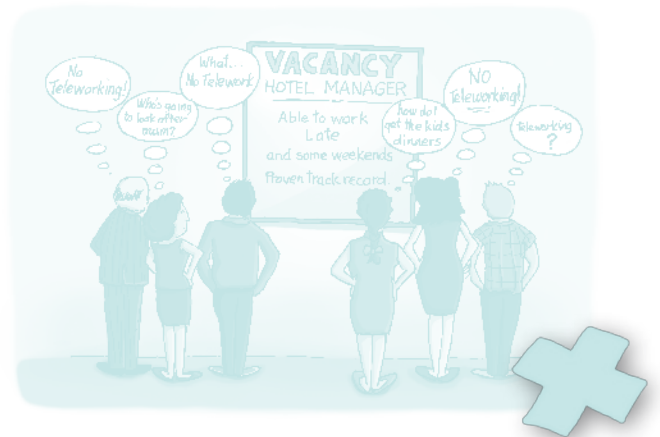
Gender mainstreaming sheds light on the importance that involving all human resources in the policy process is essential for eliminating imbalances in society. It involves the willingness to establish a balanced distribution of responsibilities between women and men and thus contributes towards reducing democratic deficits.

4. It makes gender equality issues visible in the mainstream of society

Sex disaggregated statistics and gender analyses will help us to recognise that differences exist in women's and men's lives and thus provides a clear picture of the consequences and impacts that political initiatives may impose on their lives. Thus gender equality is an important societal issue with implications for all and for the development of society.

5. It takes into account the diversity among women and men

Gender mainstreaming acknowledges that women and men are distinct and thus cannot be accorded similar treatment. Thus, the diversity among women and men should therefore be accounted for when it comes to planning, implementing, monitoring and evaluating policies, programmes or activities.



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