

**Effective gender equality training:
analysing the preconditions and
success factors**

**Synthesis
report**



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This report was prepared for the European Institute for Gender Equality (EIGE) as part of EIGE's project 'Gender training in the European Union: mapping, research and stakeholders' engagement'. The in-depth study looks at preconditions and factors contributing to effective training delivery. The work on this publication was coordinated by EIGE's Gender Mainstreaming Team.

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Effective gender equality training: analysing the preconditions and success factors Synthesis report



The European Institute for Gender Equality is an autonomous body of the European Union, established to contribute to and strengthen the promotion of gender equality, including gender mainstreaming in all EU policies and the resulting national policies, and the fight against discrimination based on sex, as well as to raise EU citizens' awareness of gender equality.

Further information can be found on the EIGE website (<http://eige.europa.eu>).

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Foreword

Equality between women and men is recognised as a fundamental principle of the European Union and a precondition for its sustainable development. As the European Institute for Gender Equality's (EIGE) Gender Equality Index reveals, the EU is only halfway towards becoming a gender equal society, with an average EU score of 54 (where 1 stands for no gender equality and 100 for full gender equality). The European Commission's annual gender equality report for 2015 shows that, under current rates of progress, it will take almost 30 years to reach the EU's target of 75 % of women in employment, 70 years to make equal pay a reality and 20 years to achieve parity in national governments and parliaments. This report aims to support acceleration of this change.

In December 2013, the Council of the European Union issued conclusions on the effectiveness of institutional mechanisms for the advancement of women and gender equality. The conclusions recognised the need to develop and strengthen the gender mainstreaming expertise of civil servants, including the provision of gender equality training on a regular basis. This was listed among the necessary preconditions to improve gender equality in EU Member States.

EIGE wishes to support efforts by Member States to develop the gender mainstreaming competences of staff in public administration. The research in this report is part of EIGE's broader effort to help improve learning and experience exchange processes within and among the Member States and to facilitate renewed attention to capacity building on gender mainstreaming in the European Union. The research results presented, based on in-depth analysis of case studies, helped to identify preconditions and success factors contributing to effective gender equality training.

Gender equality training makes a difference. EIGE's research provides evidence of the effectiveness of gender equality training at the individual, organisational and societal levels. Provided it meets certain conditions, gender equality training facilitates a positive change in the attitudes of policymakers and produces more efficient actions in the area of gender equality. The long-term impact of gender equality training enables the narrowing of gender gaps in different policy areas.

EIGE's research gives an in-depth analysis of the conditions that need to be met for gender training to produce desired outcomes. It shows that training needs to be institutionalised, systematic and of a high quality if it is to bring about long-term, effective change.

We are grateful to everyone, especially the research team, for contributing to this study. Using the main findings and recommendations highlighted in this report, EIGE will continue its work on competence development for gender mainstreaming and gender equality. We are confident that action based on good knowledge and skills will bring us closer to achieving gender equality objectives in the EU.

*Virginija Langbakk
Director
European Institute for Gender Equality*

List of abbreviations

DG	directorate-general
EIGE	European Institute for Gender Equality
EKDDA	National Centre for Public Administration and Local Government (Greece)
ESF	European Social Fund
EU	European Union
GSGE	General Secretariat for Gender Equality (Greece)
HåJ	program för hållbar jämställdhet (programme for sustainable gender equality) (Sweden)
ILO	International Labour Organisation
ITC/ILO	International Training Centre of the ILO
IMAG GMB	Interministerial Working Group for Gender Mainstreaming/Budgeting (Austria)
SALAR	Sveriges Kommuner och Landsting (Swedish Association of Local Authorities and Regions)
UN	United Nations
Unesco	United Nations Educational, Scientific and Cultural Organisation
VAK	Verwaltungsakademie Berlin (Berlin Public Administration Academy) (Germany)

Introduction



This publication presents the final report of the in-depth study conducted in the second year of the European Institute for Gender Equality's project on gender equality training. It examines the issue of the effectiveness of gender equality training in supporting the implementation of gender mainstreaming.

Promoting gender equality and combating gender-based discrimination in the Member States of the European Union has been a long-standing policy focus of the EU. However, progress in implementing the **gender mainstreaming** strategy has been slow despite numerous political commitments. Gaps in gender equality competence of the civil servants are among the main reasons why.

Gender mainstreaming is a strategy to achieve equality between women and men, based upon the realisation that no political area or subject is 'gender neutral'. It is used to integrate gender concerns into all policies and programmes of the European Union institutions and Member States. According to the Council of Europe, 'Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policymaking' (1) (1998, p. 15).

In 2013 the Council's conclusions on the effectiveness of institutional mechanisms for the advancement of women and gender equality (2) recognised the need to develop and strengthen the gender equality expertise of civil servants. It called on Member States to:

'strengthen expertise in gender equality and gender mainstreaming among public officials across different sectors, including through the provision of gender equality training on a regular basis, taking into account the needs of participants'.

The European Institute for Gender Equality (hereafter, EIGE or the Institute) supports EU institutions and Member States in their effort to develop the gender equality competences of civil servants.

Gender equality competence refers to the awareness, skills, attributes and behaviours that people need in order to mainstream gender effectively. It implies theoretical and practical knowledge of the various tools that can be used for this process. It requires recognition of the fact that no political and organisational action is gender neutral and that women and men are affected by policies in a different way (3).

In 2011 EIGE commissioned ICF GHK to conduct a 2-year project on gender equality training in the European Union (4).

Gender equality training is any educational tool with the purpose of making policymakers and other actors in the EU and Member States more aware of gender equality issues, building their gender competence and enabling them to promote gender equality goals in their work at all levels.

Through this project EIGE sought to expand knowledge on gender equality training as a tool for gender mainstreaming, to support the transnational learning and knowledge-sharing process and to improve the framework for capacity building in the European Union and its Member States.

1 Council of Europe (1998), *Gender mainstreaming — Conceptual framework, methodology and presentation of good practices*, p. 15, http://www.gendermainstreaming-planungstool.at/_lccms_/downloadarchive/00003/Europarat.pdf

2 Council of the European Union (2013), Council conclusions on the effectiveness of institutional mechanisms for the advancement of women and gender equality, p. 8. Available at: http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lssa/139978.pdf

3 Blickhäuser A. and von Bargen, H. (2007), *Fit for gender mainstreaming*, Berlin. Available at: <http://www.fit-for-gender.org/toolbox/toolboxEN/indexEN.html>

4 The terminology of the study evolved in the course of this 2-year project. Initially the research team referred to 'gender training' as a tool for effective mainstreaming and further on refined the terminology to 'gender equality training' to stress that the aim of the activity is not only to make people more gender aware but also to achieve gender equality. It also gradually became clear that training is only one (admittedly the most widely used) form of the gender equality competence development initiatives carried out in the EU. Therefore, the study team adopted the more inclusive 'gender equality competence development' to refer to the initiatives being carried out to improve the gender knowledge and skills of civil servants and policymakers, initiatives which encompass gender equality training.



Aims and objectives of the in-depth study

Over the years, most Member States have developed gender equality training programmes to build the gender equality competences of civil servants. These programmes have been developed on the assumption that gender equality training is a key tool to build the capacity of staff in the European Union and Member States⁽⁵⁾.

A key question that arises in the current context of financial restraint is: how effective are gender equality training programmes in addressing the knowledge and capacity gaps of civil servants? The modern training challenge demands the optimisation of training — a return on training investment that builds the highest level of gender capacity at an appropriate cost.

The aim of the in-depth study was to identify the key features of successful gender equality training programmes and assess the extent to which effective gender equality training contributes to the implementation of gender mainstreaming strategies in the European Union.

The researchers examined the factors that render effective gender equality competence development initiatives, and specifically gender equality training programmes.

The effectiveness of gender equality training is related to the transformative outcome of gender equality training and refers to impacts brought by training programmes at the individual, organisational and wider societal levels.

In the context of this study, the effectiveness of gender equality training was measured by asking specific questions about the extent to which training participant(s) acquired the relevant knowledge, skills and values during the gender equality training that allowed them to contribute to the effective implementation of the gender mainstreaming in his or her field, organisation, institution or Member State. The effectiveness of gender training was examined at three points in time: immediate training outcomes at the individual level, intermediate training outcomes at the organisational level and long-term impacts at the societal level.

- **Immediate training outcomes** can be defined as the reactions of the trainees to the training. They were measured in terms of knowledge, skill acquisition and awareness attributed to the training.
- **Intermediate training outcomes** relate to the measurable change in a working practice as a result of attending a training programme. They provide the evidence that training participants actually learned from the training experience and apply the knowledge gained in practice within their organisation.
- **Long-term impacts** are the final, high-level effects of the training, which are often understood as 'societal goods'. Long-term impacts are usually related to the promotion of gender equality in society.

Both intermediate and long-term impacts of training can also be influenced by factors independent of the training.

5 Ferguson, L. and Forest, M. (eds) (2011), *OPERA final report — Advancing gender+ training in theory and practice*. Available at: http://www.quing.eu/files/results/final_opera_report.pdf

To investigate these issues, the research team examined the following aspects.

- The ethos of the organisations commissioning gender training and their approach to gender mainstreaming.
- The institutionalisation of training, understood: (i) as part of a policy framework to develop capacity in the government and competences of staff; (ii) as a legal requirement; (iii) as a strategic priority that has resources allocated to it.
- The organisation of the training: methodology (from needs assessment through training delivery to monitoring and evaluation).
- The quality of the training delivered.

Research questions of the study

To explore the key features of effective gender equality training and identify its impact, specific research questions related to the need for training, the inputs of effective training programmes, the beneficiary groups, the activities and delivery methods of training programmes and their effectiveness were analysed, as listed below.

- **Why** do organisations need gender equality training? What is the problem that gender equality training is seeking to address?
- **What** type of changes do organisations aim to make to address gender and capacity gaps (policy commitments, action plans and resources)?
- **Who** are the beneficiaries/target groups of gender equality training programmes?
- **What** is the content of gender equality training activities?
- **How** is training developed and delivered (needs assessment, follow-up monitoring and evaluation)?
- **How** effective is gender equality competence development in contributing:
 - To the implementation of gender mainstreaming?
 - To moving towards the wider goal of gender equality?

A theory-approach logic model-based research methodology

The concept of change was at the heart of this study as it sought to explore how gender equality training contributed or contributes to the improved implementation of gender mainstreaming ⁽⁶⁾. A theory-approach logic model provided the analysis framework ⁽⁷⁾. Based on the theory of change, a model offered a solid basis for exploring the need and rationale for competence development intervention. The following key components were analysed as being relevant to this study: context and rationale of an intervention; inputs, target groups and activities delivered; outputs, outcomes and impacts.

Having chosen five case studies of gender competence development initiatives in different Member States, specifically Austria, Finland, Germany, Greece and Sweden, the research team tried to reconstruct the intervention logic of programmes and examine the extent to which they achieved the desired outcomes.

To identify these case studies, the team looked for examples where gender equality training had been a strategic priority for the implementation of gender mainstreaming for approximately 5 years, so that sufficient time had passed to ascertain the impact of the training programmes. Also, gender equality competence development had to be institutionalised (or in the process of being institutionalised).

Institutionalisation refers to a process of formalising gender equality competence development processes within a Member State and/or an institution, through a set of policy commitments, obligations and procedures to ensure the systematic, consistent and regular provision of gender equality training.

For the in-depth analysis, a series of qualitative interviews were carried out in the period of March-October 2013 with a diverse set of relevant actors from each of the chosen case studies. Interviewees included authorities commissioning gender equality training, civil servants, trainers, training participants and, in some cases, gender experts that played

6 Annex 1 provides the outline logic model for this study.

7 W.K. Kellogg Foundation, *W.K. Kellogg Foundation logic model development guide*. Available at: <http://www.smartgivers.org/uploads/logicmodelguidepdf.pdf>



important roles in identifying training needs and developing training curricula. In addition, the research team conducted desk research and analysed the content of the activities and, wherever available, results from any evaluation exercises performed. Through stakeholder interviews and

desk research, the research team explored the general context within which gender equality competence development initiatives took place, analysed specific elements and identified factors that improve its effectiveness or hinder progress in the implementation of gender mainstreaming.

Overview of the case studies

Austria. Training programme to support the development of gender-responsive budgeting

This case study focuses on the in-house training activities of the Department for Gender Equality Policies and Legal Matters at the Division for Women and Gender Equality of the Federal Chancellery. The aim of the training programme is to raise the awareness of ministers regarding gender equality considerations and to develop gender expertise of members of the Interministerial Working Group for Gender Mainstreaming/Budgeting (IMAG GMB) and other public sector employees. The objective is to support key actors in their effort to develop gender-responsive budgets in Austria ⁽⁸⁾.

Finland. Training programme to support the implementation of gender mainstreaming in education and employment

This case study focuses on the gender equality training activities developed as part of the Valtava gender mainstreaming programme in Finland, undertaken during the 2007-2013 programming period of the European Social Fund (ESF). Coordinated by the Finnish Ministry of Employment and the Economy, the Valtava programme supported the implementation of gender mainstreaming in education and employment projects funded by the ESF. Based on the needs assessment, the programme was devised to give specific attention to building the expertise of project personnel, gender equality actors and project funders by providing training and consulting services on gender mainstreaming ⁽⁹⁾.

Germany. Gender equality training and coaching in the federal state of Berlin

The government of the federal state of Berlin in Germany implements and commissions activities aimed at developing gender equality competence in the different thematic divisions of the city-state administration and the municipal administrations. This case study looks at the approach taken by the Berlin Public Administration Academy (Verwaltungsakademie — VAK), which provides further/vocational education for administration employees to 'mainstream' gender into all its seminars/training. It also considers the activities of one particular district administration, Treptow-Köpenick, and the role that gender equality training/coaching has played there in recent years.

Greece. Training programme to support the implementation of the strategic priorities of the gender equality agenda ⁽¹⁰⁾

Gender equality training for effective mainstreaming is a key priority area of the Greek gender equality strategy. The General Secretariat for Gender Equality (GSGE), in cooperation with the National Centre for Public Administration and Local Government (EKDDA), developed tailored training programmes for three groups of civil servants: (i) gender focal points in ministries; (ii) women holding middle-level positions in public administration and members of a special committee who make decisions on promotions in the public sector; (iii) police and nurses in contact with victims of gender-based violence.

8 More information on the programme can be found at: <http://eige.europa.eu/sites/default/files/documents/GP%20Gender%20Budgeting.%20Austria.pdf>

9 More information on the programme can be found at: https://www.tem.fi/files/41635/Good_practices_from_Valtava_Gender_mainstreaming_programme_122014_WEB.pdf

10 EIGE, Good practices in gender training, Greece, Encouraging and supporting the participation of women in positions of political responsibility and representation at regional and local level. Available at: <http://eige.europa.eu/content/encouraging-and-supporting-the-participation-of-women-in-positions-of-political-responsibili>

Sweden. Training programme to support gender mainstreaming at local level ⁽¹¹⁾

In 2008, the Sveriges Kommuner och Landsting (Swedish Association of Local Authorities and Regions — SALAR) set up the 'Program för hållbar jämställdhet' (programme for sustainable gender equality — HåJ) 2008-2013. HåJ was an initiative to support gender mainstreaming work in Swedish municipalities and county councils. Over the years it funded 140 initiatives on gender mainstreaming. Capacity building and training activities were a major part of the programme. Different types of training activities were conducted for gender mainstreaming project leaders. In addition, some 66 000 politicians, managers and civil servants at the local level participated in gender equality training from 2008 to 2010, and an additional 33 000 up to 2013.

While assessing the effectiveness of gender competence development programmes, the research team faced two methodological challenges.

First, organisations that deliver training collect limited evidence of its effectiveness. Usually only outputs are measured (e.g. the number of participants and participant satisfaction right after the training), whereas impacts at the individual and organisational levels are rarely assessed. There is limited information on the extent to which participants' use of acquired knowledge in practice contributes to the change in organisations' processes and practices in the short or medium term.

Second, in the absence of evaluation evidence, the research team found it difficult to assess the extent to which gender competence development programmes brought change at the wider societal level.

Report structure

This report presents the following information and analysis.

- **Section 1** presents the state of play of the provision of gender equality training in the European Union. It summarises the key challenges and outstanding issues in implementing gender equality competence development initiatives in the EU.
- **Section 2** analyses the case studies and presents the preconditions of effective gender equality competence development.
- **Section 3** discusses the existing evidence of the positive impact of gender equality training at the individual and organisational levels, pointing out the complexities of tracking the societal outcomes of improved gender equality knowledge in the longer run. Factors are identified that help gender equality training to achieve positive results from the perspective of individual participants, organisations and, ultimately, society in general.
- **Section 4** presents the conclusions and recommendations of the study.

11 Program för hållbar jämställdhet 2008-2013. More information can be found at: <http://skl.se/demokratiledningstyrning/manskligarattigheterjamstallldhet/jamstallldhet/jamstalldverksamhet/programforhallbarjamstallldhet.5860.html> (in Swedish)

1. Setting the scene: gender equality training in the European Union



This section of the report provides a brief diagnosis of gender equality competence development as it currently stands, focusing on the outstanding issues and key challenges identified in the provision of gender equality training in the European Union. This information was collected through desk research and stakeholder interviews in the earlier stages of EIGE's project on gender equality training⁽¹²⁾ and sets a context for the interpretation of the in-depth study's results presented in later chapters of this report.

1.1. Legal and policy framework for gender equality training in the EU and the Member States

Since the mid 1990s the European Commission has adopted a two-pronged approach to gender equality, combining specific measures with gender mainstreaming. A number of subsequent policy documents reinforced the position of gender mainstreaming on the European Union policy agenda. The emphasis on a mainstreaming approach remains fairly strong within the current gender equality policy framework, as set out in the Commission's strategy for equality between women and men 2010-2015 and the European pact for gender equality. As gender mainstreaming has been considered a tool for good governance, integrating the gender perspective has been promoted in many policy areas.

The EU institutions have repeatedly called upon the Member States to integrate the gender perspective into their respective national policy processes. Several binding and non-binding instruments recognise the need to improve the gender equality competences of civil servants and encourage making use of specific methodological tools (e.g. impact assessment and evaluation).

In addition, EU funding mechanisms — such as the Structural Funds, including the ESF — and the European Commission's progress programme have been used to enhance the implementation of gender mainstreaming in Member States.

The Beijing Platform for Action identified several indicators for the effective implementation of gender mainstreaming. One of them is gender equality training. In June 2005, the Council of the European Union invited the Member States and the European Commission to strengthen institutional mechanisms for the promotion of gender equality and to

create a framework for assessing the implementation of the Beijing Platform for Action in order to ensure more consistent and systematic monitoring of progress. The Council invited the Commission to include the assessment of relevant Beijing indicators in its annual report to the spring European Council⁽¹³⁾.

The Council of the European Union also stressed the importance of competence development in its conclusions on the effectiveness of institutional mechanisms for the advancement of women and gender equality⁽¹⁴⁾.

The Advisory Committee on Equal Opportunities for Women and Men pointed out in the opinion paper on gender mainstreaming in the EU⁽¹⁵⁾ that gender inequalities persist in a number of policy fields and progress towards effective mainstreaming remains slow. In its recommendations, the Advisory Committee invited the European Commission to focus on capacity building to strengthen the implementation of gender mainstreaming in the EU.

In line with the overarching policy orientation of the EU, gender mainstreaming is part of a gender equality policy development and implementation process at national level. In most of the Member States, gender mainstreaming is a legal obligation or a de facto binding decision of the government. A number of Member States have included gender mainstreaming in their gender equality actions programmes and plans⁽¹⁶⁾. In Member States where gender mainstreaming is a legal obligation, public administration staff are required to draw up equality plans and mainstream gender into all services and activities.

In some Member States the commitment to gender mainstreaming is backed up by the explicit formal recognition that developing the competence of staff is a necessary precondition for its successful implementation. Where this is the case, equality strategies or action plans include concrete actions to build the capacity of public administration staff at the ministerial, regional or local level. Some Member

12 EIGE (2013), *Mapping gender training in the European Union and Croatia: Synthesis report*, prepared by Mantouvalou, K., Duda, A., Nikolova, N. and Irving, P. Available at: <http://eige.europa.eu/content/document/mapping-gender-training-in-the-european-union-and-croatia-synthesis-report>

13 EIGE (2014), *Effectiveness of institutional mechanisms for the advancement of gender equality: Report*. Available at: http://eige.europa.eu/sites/default/files/MH0213481ENC_0.pdf

14 Council of the European Union (2013), Council conclusions on the effectiveness of institutional mechanisms for the advancement of women and gender equality. Available at: http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lisa/139978.pdf

15 Advisory Committee on Equal Opportunities (2010), *Opinion on the future of gender equality policy after 2010 and on the priorities for a possible future framework for equality between women and men*. Available at: http://ec.europa.eu/justice/gender-equality/files/opinions_advisory_committee/2010_01_opinion_future_gender_equality_policy_after_2010_en.pdf

16 EIGE (2014), *Effectiveness of institutional mechanisms for the advancement of gender equality: Report*. Available at: http://eige.europa.eu/sites/default/files/MH0213481ENC_0.pdf



States (e.g. Sweden) have even made training on gender issues mandatory in the public sector.

Swedish case. Major training efforts have been common in gender mainstreaming initiatives in Sweden over the years. Mandatory training for all new employees on gender equality and gender mainstreaming is part of the government's gender mainstreaming strategy for the government's offices (*strategi för jämställdhetsintegrering i regeringskansliet*). In the first collection of methods and strategic approaches, *Just progress! (Gör det Jämt)*, gender training is emphasised as an important part of gender mainstreaming initiatives. The *Gender mainstreaming support manual* (Swedish government official report 2007, p. 15) contains a 'ladder' model that shows how gender mainstreaming work could best be organised. The bottom rung of the ladder involves 'fundamental understanding'. The description of the first step reads: 'before gender mainstreaming work begins, the entire organisation — from the management down — is offered training in gender equality and gender and also in what Swedish gender equality policy and the gender mainstreaming strategy entails' (Swedish government official report 2007, p. 15). According to the model, gender mainstreaming begins with large-scale training in 'gender equality policy, gender theory and gender mainstreaming strategy'.

1.2. Differing approaches to the provision of gender equality training across the EU

In most Member States policy documents do not emphasise the need for capacity development tools (such as training) as a prerequisite for the effective integration of gender considerations into policy processes. Despite a strong legal commitment to gender equality, the implementation of gender competence development initiatives rarely constitutes a consistent part of gender mainstreaming strategies, gender equality strategies or action plans in most Member States.

Member States have adopted differing approaches towards the provision of gender equality training. Some integrate gender aspects into the core training process of civil servants; others run separate gender equality training programmes that target specific actors. Some provide gender equality competence development on an ad hoc basis, while others have taken a more systematic approach, with training organised on a continuing basis for specific target groups.

The systematic provision of gender equality training (regular, consistent and reaching a wide range of staff members) was most likely to be the case in those Member States where gender mainstreaming has a strong legal basis and is backed by a gender equality strategy that prioritises capacity building for civil servants and officials in public administrations.

In some Member States, gender equality competence development was given more attention at the regional or local levels. These initiatives were often backed by support from the central government training agencies for administration staff or ministries in charge of civil servants' training. As a result, training materials on gender mainstreaming have been prepared for local administrations and sub-regional associations in order to assist stakeholders in this process. Nonetheless, regular gender equality training at national and regional or local levels is provided in only a small number of Member States.

Although the training provision tends to vary in its form and funding source, the infrastructure for gender equality training at Member State level has some common features. The key coordinating and commissioning organisations most commonly include an interministerial, departmental working group or government council and ministries (e.g. ministries of labour and social policy or ministries of justice), or departments and units within these ministries responsible for gender equality issues. Less often in charge of commissioning gender equality training are equal opportunities offices or equality commissions. Coordinating or commissioning authorities that have relevant in-house gender expertise often use internal resources to train their own staff.

In the face of limited national resources, EU funding makes a difference

Sufficient human and financial resources enable an ongoing gender equality competence development process that can reach the entire staff. This includes the allocation of sufficient time to allow staff to attend training and an adequate budget for the development, delivery, monitoring, evaluation and following-up of the programme.

The lack of dedicated resources for equality strategies and action plans is another institutional challenge that remains to be tackled in most Member States. Interviews and desk research conducted in some Member States revealed that budget cuts arising as a result of the economic crisis have reduced the scope of gender equality training. Gender mainstreaming policy has been regarded by many as a luxury.

There is no clear evidence about the overall impact of the financial crisis on gender equality competence development initiatives in budgetary terms, as data on resources allocated to such activities in Member States before and after the crisis are scarce. However, research evidence suggests that there are only a few cases where budget cuts have not directly affected the allocation of resources for gender equality training.

Some Member States have implemented wide-ranging capacity-building initiatives linked to EU programmes such as Progress. The design and provision of gender competence-building activities in Member States has been strongly supported by the ESF through programming guidance and funding.

In **Germany**, the Agency for Gender Equality in the ESF (Agentur für Gleichstellung im ESF), established in 2009, was advising on gender mainstreaming and budgeting elements within the ESF-funded initiatives. It also provided training to the staff of ministries and implementing bodies involved in the programming and monitoring of the ESF programmes.

In 2009, the **Swedish** European Social Fund Council introduced the ESF Jämt project to support gender mainstreaming within the ESF-funded programmes through gender equality competence development measures, including training.

Overall, EU funding has been the main financing source for most of the competence development initiatives in the Member States. Unfortunately, most financial tools available for the promotion of gender equality have mainly focused on certain areas (e.g. economic and employment policies). This has limited the possibilities for and the drive towards the implementation of gender equality training in other policy areas.

Attempts to address wider target audiences

The integration of gender issues into the general training curricula of administration staff is not unusual across the Member States. Basic gender equality training is delivered in some Member States as part of the induction programmes for new employees entering the civil service.

In **Sweden**, all new public employees participate in a 30-minute basic training seminar on gender mainstreaming as part of their **induction training**, and new managers receive 45 minutes of gender mainstreaming training as part of their management training.

Sometimes gender equality training modules are part of certified study programmes leading to the accreditation of professional skills. As such, gender-related modules are designed within a wider framework of professional qualifications for public officials.

In **Hungary**, a **short module on anti-discrimination and equal opportunities** was designed as a part of the e-learning training materials on 'Human rights, ethics and data management skills' prepared by the Government Centre for Public Administration and Human Resource Services for the **public administration officials exam**. The module explained the notion of equal treatment and referred to legal frameworks that regulate this issue. An online learning platform was created as a part of this initiative.

In some Member States, gender issues have been included as part of the continuing professional development options for civil servants. Continuing training is meant for experienced civil servants and is available on a voluntary basis.

In **Spain**, professionals responsible for planning and managing health services and those responsible for health issues in equality bodies can receive a **certificate in public health and gender**. The certificate is obtained by participating in a course that consists of four units focusing on gender perspective in areas such as health, health research, public health interventions in healthcare and gender mainstreaming in health policy. The two final units cover the preparation and submission of a final paper.

Some Member States have chosen to build the skills of designated staff — 'gender focal points' — expected to cascade the acquired expertise within the organisation they are working in. A network of 'focal points' has been developed in ministries in some Member States. The Structural Funds-supported initiatives have been used as a mechanism to enable this approach in some Member States.



In some Member States specific gender equality training has targeted managers in key positions within organisations. The focus on managers is based on the rationale that they have a key role to play in the development and implementation of the policy commitments within an organisation. They are also ultimately the ones to facilitate the gender equality competence development process and to agree on the content of gender training courses within their organisation. Managers can also undertake the important roles of monitoring and following up various sets of actions.

Ad hoc training sessions prevail over systematic training approaches

The most common form of gender competence development initiative is a short, one-off training module. Stakeholder interviews carried out during the mapping stage of EIGE's study on gender equality training suggested that going beyond introductory sessions is problematic because of a lack of commitment and funding for the long term, as well as more in-depth approaches to gender equality training.

With rare exceptions, gender equality training tends to be introductory and generic, and rarely offers opportunities to address gender issues in the specific areas of work of participants in the training courses. In some Member States examples were identified of ad hoc gender equality training to be undertaken when a new policy or funding programme is introduced.

In **Austria**, an **in-house seminar on gender budgeting** is part of the training programme targeted at budgetary law reform. The seminar introduces the concept of gender budgeting to political representatives and administration staff. It explains the theoretical basis and discusses practical examples, instruments and tools. Participants undertake exercises on the practical application of gender budgeting in their field of activity.

In **Poland**, an obligatory e-learning training course was organised by the Ministry of Regional Development for about 400 experts from the Project Evaluation Commission who assess proposals for project funding. Financed by the EU's technical assistance programme, the course covered issues such as general aspects in relation to the equal opportunities principle and more specific issues related to its application in project proposals (the so called standard minimum).

Tailored training remains limited in the EU. Tailored resources have been developed for staff in a number of different policy areas and with various professional duties with a view to helping them bring a gender perspective into their day-to-day practices⁽¹⁷⁾. However, these were more prevalent in the policy fields of education, employment and health. Stakeholder interviews suggested that limited access to tailored resources can make it difficult for trainers to provide specialised or advanced training activities and for staff to work on gender in specific projects or policy areas.

In some Member States the research highlighted difficulties in finding gender equality trainers who combine gender expertise, in-depth knowledge of different policy areas and an understanding of the policymaking process. Developing the skills and gender competence of gender equality trainers appears to be directly linked to the issue of the quality of training, and to its effectiveness⁽¹⁸⁾.

New forms of gender training emerge, but have not yet established themselves

Due to financial constraints and workload pressure, new approaches to gender equality training have surfaced. In some Member States, face-to-face training sessions have been linked to other forms of competence-development activities, such as online training courses and tools, mentoring programmes, post-training helpdesks or others.

With some exceptions, online gender training tends to be introductory and generic. In some Member States EU funding has been used to develop broadly based online resources⁽¹⁹⁾.

17 Examples of these tools are available in EIGE's database of resources on gender equality training. Available at: <http://eige.europa.eu/resources/gender-training>

18 EIGE (2013), Online discussion on quality assurance mechanisms for gender equality training in the European Union. Available at: <http://eurogender.eige.europa.eu/news/quality-assurance-mechanisms-gender-training-eu-online-discussions>

19 For example, in Spain the Women's Institute (under the Ministry of Health, Social Policy and Equality), with joint funding from the ESF, offers online training on equal opportunities between men and women through the Virtual School of Equality. There are two levels of specialisation: a basic-level course (30 hours) on fundamental concepts of equality open to all; and advanced placement courses (60 hours) in three specialised areas — management and employment guidance, social services and business organisations.

A national project called the Institute for Gender Equality has been implemented by the Centre for Education at the Ministry of Labour, Social Affairs and the Family in **Slovakia**. Within this initiative an e-learning course has been developed by gender experts. The course targets public servants and students, but is also available to the general public. It provides basic information on gender mainstreaming and gender equality in general.

In **Denmark**, an e-learning course on gender impact assessment has been developed by the Department for Gender Equality as a practical tool for the promotion of gender equality and the improvement of the quality of public services. It is designed for employees in the state sector who do not have any prior knowledge of gender mainstreaming.

A targeted gender equality training intervention on a broad scale using online methods was developed in the **Czech Republic**. The Ministry of Labour and Social Affairs trained employees in the Public Employment Service on the issue of equal opportunities for women and men via an e-learning lecture. More than 1 600 employees (mainly careers counsellors and work advisors) from 67 labour offices completed the e-learning programme.

Continuous support from gender experts and consultants in the context of specific projects or policy areas was not found to be a common approach in the Member States. However, there were examples where external input had been important in helping increase the awareness and expertise of individuals working to deliver specific programmes. In this context external gender experts appear to represent an additional resource that helps to build the capacity in some organisations on an ongoing basis.

In Treptow-Köpenick, a district of Berlin (**Germany**), a gender expert/adviser has been supporting the administration in the planning, implementation and monitoring of the 'Women in sport' project for several years. The same gender expert also advised the equal opportunities officer of Treptow-Köpenick in the process of reviewing the district's gender mainstreaming strategy and action plan.

Investments in quality of training are necessary

Among other means, the training of trainers has been identified as an important tool to enhance the quality of gender equality training. At national level, initiatives to train the trainers have been identified in eight Member States: Austria, Estonia, Finland, Germany, Lithuania, Luxembourg, Malta and Poland.

The need for quality assurance mechanisms has been recognised in a number of programmes at the national, EU and international levels. EU projects such as GemTrEx⁽²⁰⁾ and Pro(e)quality⁽²¹⁾ have tried to define a list of skills and competences that gender trainers should acquire to be able to adequately support the change process. In the literature on gender equality training one finds a long list of knowledge, skills and competences that gender trainers should acquire⁽²²⁾. The discussion on whether quality assurance mechanisms need to be established to standardise the profile of gender equality trainers and training curricula is still ongoing⁽²³⁾.

Limited incentives keep attendance rates low

The estimation of attendance rates remains problematic because data on the provision of gender equality training are not systematically collected at any level of governance. Available data suggest that the scale and reach of the training varies greatly across Member States. The general trend is that participation rates in training programmes remain low⁽²⁴⁾.

Exceptional attendance rates are observed in Member States where the provision of training is institutionalised and provided on a regular basis. There, training sessions tend to attract a relatively high number of participants.

20 GemTrEx (2008), *Professional standards for gender work in adult education*. Available at: http://www.gemtrex.eu/professional_standards.pdf

21 Kwiatowska, J. et al. (eds), *Acting Pro(e)quality — Quality standards for gender equality and diversity training in the EU*. Available at: <http://www.cite.gov.pt/pt/dsie/doc/Quality.pdf>

22 EIGE (2013), *Mapping gender training in the European Union and Croatia: Synthesis report*, pp. 29-33.

23 For example, in September 2013 EIGE held an online discussion on quality assurance mechanisms for gender training in the EU.

24 EIGE (2013), *Mapping gender training in the European Union and Croatia: Synthesis report*, pp. 21-22.



In **Spain**, gender mainstreaming and training for gender mainstreaming are required by law, according to Article 61 (paragraph 1) of the 2007 law on equality between women and men. In 2012, the Women's Institute declared that some 17 000 civil servants had signed up to gender equality training. There continues to be a steady rise in the number of individuals taking these courses, in the number of ministries that offer gender equality training as a part of continuing training and in the number of gender-related courses provided by the National Institute for Public Administration.

In **Sweden**, in 2012, the government launched a new strategy for gender mainstreaming in the government offices (2012-2015), which reaffirmed the policy commitments to gender mainstreaming within government departments. Policy commitments to gender mainstreaming and training also exist at local and regional levels. At regional level, the H&J programme (2008-2013) implemented by SALAR provided gender equality training to almost 100 000 civil servants and had a budget of EUR 25.3 million.

The low participation rate is particularly a problem in those cases where attendance at gender equality training is voluntary. Only a few examples yet exist of compulsory gender equality training for public administration staff.

Generally, most Member States' public officials show limited interest in or demand for gender equality training as they fail to see the relevance of gender considerations within their competence field, and also because of prevailing gender stereotypes and prejudices. Moreover, public sector employees usually receive no incentives to attend the training.

Too often, it appears that managers are not targeted enough or not incentivised to attend training, despite their key role as agents of change:

'We would need at least to raise awareness or better, to train managers, director-generals and heads of departments, but these people are seldom present in these training sessions, 'they lack time', not speaking of State Secretaries and Ministers. So far, it seems completely out of the question to propose them training on gender equality issues' (25).

25 EIGE (2012), *Gender training in the European Union: Reflections from the online discussion*. Available at: http://eurogender.eige.europa.eu/sites/default/files/Reflections%20from%20the%20online%20discussion_8.pdf

Overall, gender mainstreaming requires the questioning and restructuring of resources and implies a new distribution of power (26). As such, it creates opposition and resistance. Administrations that have adopted comprehensive approaches to deal with resistance to gender equality are rare.

1.3. Summary of findings

Overall, despite the important policy developments in some Member States, progress has been slow in the delivery of gender equality training. The overview of gender equality training in the European Union carried out during the first phase of the study revealed the following important issues with regard to the provision, scale and effective implementation of gender equality training.

- Gender equality training still comes out as a low priority in most Member States, in both policy and practice. It is rarely planned in a systematic and integrated way to help civil servants meet specific objectives set out in gender equality programmes or action plans.
- Gender equality training is provided in almost all Member States. However, it tends to be generic and occasional, and only provides very basic gender-related information. Training programmes are often abstract and not tailored to the needs of participants. This in turn limits the application of new knowledge gained through training in everyday work.
- Resources allocated to gender equality training activities directly correlate with the level of its institutionalisation and the economic situation in the Member States. Gender equality policies, and gender equality training specifically, rarely find themselves as top funding priorities in times of economic downturn.
- It is common that participants attend training sessions on a voluntary basis. Usually, incentives are not introduced, which keeps attendance rates low. In such circumstances the most relevant actors (e.g. managers) remain untrained.

26 European conference (2012), *Advancing gender training to support effective gender mainstreaming*. More information available at: <http://eige.europa.eu/content/event/advancing-gender-training-to-support-effective-gender-mainstreaming/register/1a2e0c2cc04a3>

- The quality of training programmes remains an issue as there are no established mechanisms to ensure it through the setting of standards or the accreditation of gender trainers.
- In some Member States qualified gender equality trainers are difficult to find, decreasing the quality of training. Training of trainers rarely takes place.
- There are no formally or informally imposed quality standards for gender equality training programmes or the qualifications of gender equality trainers. This contributes to the varied quality of training provided to civil servants across the European Union.

2. Institutional preconditions for effective gender equality training



The findings presented in this section are drawn from an in-depth analysis of five case studies that the researchers have considered being the most positive examples in tackling the challenges mentioned in the previous section. Case studies from Austria, Finland, Germany, Greece and Sweden promised good results with regard to the impact that improved competences of civil servants had on gender mainstreaming implementation. Based upon a comparative analysis of these examples, this section explores the factors underpinning the provision of effective gender equality training.

Institutionalised gender equality competence development is necessary to support the effective implementation of gender mainstreaming in policymaking processes,

as well as in organisations. To make a difference, gender equality training initiatives need to become part of the organisation's strategy. However, institutionalisation of gender equality competence development is still limited across the EU, as presented in the previous section of this report.

Institutionalisation in the context of this report refers to a process of formalising gender equality competence development within a Member State or an institution, through a set of commitments, obligations and procedures to ensure the systematic, consistent and regular provision of gender equality training.

Institutional preconditions for effective gender equality training

1. Existence of a **legal framework and policy commitment** to gender mainstreaming that sets concrete gender competence development goals.
2. Existence of an **organisational strategy for gender equality competence development** that sets out a clear framework for action (goals, target groups, resources, responsibilities, time frames, etc.).
3. Availability of **sufficient resources** for the fulfilment of the organisational strategy.
4. **Staff being actively encouraged to attend** gender equality training, either through introducing attendance requirements or adopting innovative engagement strategies.
5. Existence of an adequately resourced **accountability system** to monitor and evaluate implementation.

Institutionalisation brings legitimacy to change and ensures its durability by embedding the consistent use of gender equality tools and the transfer of gender equality knowledge.

Each of the listed preconditions met the following requirements.

- The precondition was clearly identified as a success factor for the overall training programme **in multiple Member States**, by either the trainers or the participants, or by a formal evaluation of the training programme.
- Failure to meet the precondition damaged the gender equality training interventions **in multiple Member States**, as judged by the trainers, participants or a formal evaluation of the training programme.
- The precondition was in place in all Member States and can reasonably be said to have been significant in sustaining the gender training programme, even if it was not explicitly identified.



2.1. Discussion of the preconditions

Precondition one. Existence of a legal framework and policy commitment for gender mainstreaming

The following observations were made with regard to the legal and policy contexts within which the analysed gender equality competence development initiatives took place.

Institutional commitments to gender mainstreaming are based on a longer-term gender equality policy framework

In each of the case study Member States, the legal and policy framework for gender mainstreaming appears to have played a significant role in ensuring that the gender equality competence of civil servants is improved. Moreover, the gender mainstreaming action was a part of the Member State's broader long-term commitment to creating a gender equal society.

Each of the Member States has a strong, long-standing commitment to gender equality and non-discrimination. The main policy documents underpinning this commitment are as follows.

- **Austria:** Federal Constitution; Federal Equal Treatment for Men and Women Act (1979).
- **Finland:** Act on Equality between Men and Women (609/1986).
- **Germany:** 'Grundgesetz' (German 'constitution'); General Equal Treatment Act (2006); Federal Equal Opportunities Act (2001).
- **Greece:** Constitution (1975); Anti-discrimination [in employment] Law No 3304/2005.
- **Sweden:** Gender Equality Act (1980); Updated Equality Act (2009); Equal Opportunities Act (1979).

Likewise, all Member States have institutional commitments to gender mainstreaming, although these are more recent.

Austria's IMAG GMB, established in 2001, is committed to advancing gender mainstreaming 'in all federal ministries and at all political levels'. Subsequent decisions of the Council of Ministers (2002, 2004, 2008, and 2011) reinforced this commitment. The process of budget reform, set in motion

by a constitutional change (2007) and the Federal Budget Act (2013), was significant in increasing the obligation to mainstream gender in public budgets in particular. Gender equality goals now form part of the new emphasis on performance budgeting in the Member State.

Finland's Amendment to the Act on Equality between Men and Women in 2005 defined gender mainstreaming and legally obligated civil servants to promote gender equality in their policies, services and internal activities. This gender mainstreaming obligation has been bolstered by the programme of the Finnish government (2011), which formalised the integration of gender perspective into all decision-making processes. The government's action plan for gender equality (2012-2015) further strengthened these commitments.

In **Germany**, the federal government's Joint Rules of Procedure (2000) set up equality between men and women as a 'guiding principle' to be 'promoted by all political, legislative and administrative actions of the federal ministries in their respective areas (gender mainstreaming)'. Section 2 of the Federal Equal Opportunities Act (2001) strengthened this obligation on the part of the federal administration.

Greece has been formally committed to gender mainstreaming since 2000. This obligation was reinforced through its national programme for substantive gender equality 2010-2013. The policy framework prioritises gender equality and gender mainstreaming activities, including the development of policymakers' gender competence.

Sweden has the longest-standing commitment to gender mainstreaming. Gender mainstreaming was designated as the main strategy for the advancement of gender equality in the 'Shared power, shared responsibility' bill (1993/94:147). In 2011, the National Platform for Gender Mainstreaming was set up to advance gender mainstreaming at the national, regional and local levels. Moreover, the government has adopted a new gender mainstreaming strategy for the government offices for 2012-2015. The aim of gender mainstreaming efforts is to provide the government with the best possible conditions to ensure a gender equality dimension in all areas of government policy⁽²⁷⁾.

The gender mainstreaming process is supported by clearly defined goals, structures and time frames

27 Strategi för arbetet med jämställdhetsintegrering i Regeringskansliet, 2012. More information available at: <http://eige.europa.eu/content/strategi-f%C3%B6r-arbetet-med-j%C3%A4mst%C3%A4lldhetsintegrering-i-regeringskansliet-5>

The gender mainstreaming approach in the Member States has not been uniform. Austria is unusual in having changed its constitution, in particular to integrate the gender perspective into performance-orientated budgeting. This approach seems to have had two main benefits: first, it established a clear deadline by which a political consensus had to be reached, as the new budgetary process had to start from January 2013; second, the incorporation of gender equality objectives into the budgetary reform led the Department for Gender Equality and Legal Matters to develop a new training programme on gender budgeting, which included basic courses on gender mainstreaming as well as further training on gender budgeting and gender impact assessment.

All Member States, apart from Finland, established new bodies to take responsibility for gender mainstreaming and, if specified in their legal and policy commitment, gender equality training.

- **Austria:** IMAG GMB.
- **Germany:** Interministerial Working Group; Gender Competence Centre (Gleichstellungsagentur) offering support to federal ministries ⁽²⁸⁾.
- **Greece:** General Secretariat for Gender Equality.
- **Sweden:** national platform for gender mainstreaming.

In **Finland**, the Ministry of Social Affairs and Health is responsible for gender mainstreaming in public administration.

The more tangible impact of such a body was observed in Austria, where 7 out of 12 federal ministries have introduced mandatory gender equality training requirements building on the 2002 recommendation of IMAG GMB. The recommendation called for the integration of gender equality component aspects into all stages of public sector training.

The above suggests the existence of outcome-oriented gender mainstreaming targets and time frames, which helps translate gender mainstreaming commitments into concrete implementation steps and leads to better understanding of the knowledge needs and gaps, as well as the development of new programmes to build gender competence. Likewise, the creation of working groups that promote gender mainstreaming can lead to clearer guidelines for policymakers.

28 The Interministerial Working Group was established in 2000 but is no longer active. The Gender Competence Centre, which was set up in 2003, was abandoned by the federal government in 2010. Currently, at the federal level, there is no real functioning structure in place for gender mainstreaming, nor for gender training.

Precondition two. Existence of an organisational strategy for gender competence development

Although the institutional context was not identical in all of the Member States when gender equality training activities took place, the legal and policy environments embodied certain common features. The most fundamental was the existence of institutional commitment to gender mainstreaming.

Effective training requires organisational gender mainstreaming strategies that recognise the need for public sector employees to have good gender equality knowledge and skills and set out support for the development of necessary competences. By including gender equality training in their gender mainstreaming strategies, organisations send a clear signal of their collective commitment to advance gender equality and mainstreaming, demonstrate a willingness to invest in gender competence building as a part of the internal process of capacity development and define the scope of their ambition in leading change.

In all the gender equality training programmes presented in the case studies, there was a direct relationship between the provision of training and the existence of an organisational strategy for gender mainstreaming. The organisations had foreseen the need for gender equality competence development activities for staff and had taken steps to address this need in relevant documents.

Seven of the 12 **federal ministries in Austria** included gender modules within their educational plans for staff members.

Finland's Ministry of Employment and the Economy, responsible for funding the Valtava development programme, has an 'operational' gender equality plan. The plan does not set quantitative targets, but it refers to staff training on gender mainstreaming and gender impact assessment as one of the six goals. The plan also says that the gender perspective must be integrated into the annual basic training of managers and that new employees must be taught how to pursue their legal obligation to advance gender equality.

The equal opportunities master plan of the **state of Berlin in Germany** lays down provisions for the development of gender equality competence.

Sweden's SALAR included training in its gender mainstreaming programme as an important factor for boosting change.



Following the creation of the national strategy for gender mainstreaming in **Greece**, a number of ministries followed suit. Through setting up action plans, ministries such as the **Ministry of Interior, Decentralisation and e-Government, the Ministry of Health and Social Solidarity and the Ministry of Citizen Protection** have committed to support gender equality training activities for their key personnel.

Essentially, an organisational strategy that incorporates gender equality training should define the **parameters for action**: the resources that will be allocated to the training; the roles of different staff members; the audiences that will be targeted (and the corresponding attendance requirements); the content, format and frequency of training; and the methods that will be used to monitor and evaluate its long-term effects.

As described by one gender equality trainer in Austria, 'without setting the parameters for action ... high-level political commitments are at risk of being "toothless" and having limited impact in practice' (29).

Precondition three. Sufficient funding is provided for the fulfilment of the organisational strategy

Notwithstanding the relevance of other resources (e.g. time, information, etc.), the case studies emphasised the importance of devoting adequate financial means to gender equality training. These are necessary for providing the sessions themselves and for ensuring lasting impacts.

In Austria, Greece and Sweden, the provision of public funds was judged to be crucial for the success of the initiatives. The Department for Gender Equality Policies and Legal Matters in Austria believed that the state subsidies for the gender budgeting seminar increased its sustainability as a programme, due to the relatively low costs that resulted for those who commissioned the training. Austrian federal ministries were (and continue to be) entitled to an introductory session funded entirely by the Federal Chancellery, and government-subsidised sessions were available at the state and municipal levels. External funding was also a success factor in Greece. In the crisis-struck Member State gender equality training would have been limited (if non-existent) if financial support had not been provided by the EU. Public funding was important to success in Sweden as well; in a government evaluation of the HåJ programme in 2010, 96 % of surveyed participants believed that gender

equality training activities in their organisations would have been limited if financial support had not been provided.

Taking the opposite perspective, the issues associated with inadequate funding were drawn out in Finland and Germany. The Valtava programme in Finland was the first gender mainstreaming project to focus on regional and local actors. Prior to this, the government's gender equality action plan was judged to have had a minimal impact on decentralised gender equality training due to a lack of funds (which had fed into a knowledge gap at this level (30)). In Berlin, Germany, a key weakness of the gender equality training coordinated and funded by the central Geschäftsstelle Gleichstellung (Unit for Equal Opportunities) was the lack of financial resources for follow-up action. Altogether, insufficient funds made it impossible to undertake a systematic evaluation of gender mainstreaming, undermining the possibility of assessing impact and, by extension, renewing successful measures.

The long-term allocation of financial and human resources is necessary to guarantee that training takes place, is properly evaluated and is improved accordingly. Further funding makes follow-up actions possible and increases the possibilities for learning to bring tangible results.

Precondition four. Staff being actively encouraged to attend gender equality training

With the exception of Sweden, low numbers of participants in gender equality training were reported in all cases studies. However, in almost all case studies, people were encouraged to attend training. Engaging with the issue of low participation is a key precondition of effective training and is closely linked to the issue of resistance to gender equality. Several case studies have addressed the reluctance of staff to change by taking concrete action.

Case study research confirmed that there are three main reasons why participation rates remained low:

- disparity between perceived and actual knowledge of gender equality considerations;
- unclear relevance of the training to the day-to-day work of civil servants;
- resistance to the inclusion of a gender perspective into one's own competence area.

29 Case study — In-house training activities provided by the Department for Gender Equality Policies and Legal Matters at the Division for Women and Gender Equality, Austria.

30 This gap was recognised by research such as the 'Mainstreaming in practice 2010-2012' project, undertaken by Sosiaalikehitys Ltd, KoulutusAvain Ltd and WoM Ltd.

At the start of the Valtava programme in Finland, a training needs analysis was carried out. Despite the legal obligation of civil servants to advance gender equality, it became clear that officials working at the regional level had a weaker understanding of gender mainstreaming and gender equality than they believed. This is symptomatic of a wider issue in the provision of gender equality training: policymakers may not always be aware of the gaps in their knowledge, and may consequently assume that they have nothing to gain from attending training courses. In this context, reliance on voluntary participation can be considered one of the main challenges to gender competence development.

In Greece, recruitment of participants for the gender equality training programmes that GSGE developed in cooperation with EKDDA proved to be difficult. The traditional ways of promoting training programmes on EKDDA's website were not sufficient and members of staff had to send tailored invitations to various ministries to explain the value and relevance of the training to their day-to-day work activities. As an interviewee pointed out, 'we were able to make this additional effort to recruit participants because of the strong commitment of EKDDA's senior management to the value of gender competence development in the public administration. If it wasn't for her, the programme could have been stopped.'

Although the integration of the gender perspective into training on all policy areas is normally considered positive, the lack of gender specific training makes it hard to judge whether gender competence of the participants has actually improved. Furthermore, communicating the 'importance' of gender mainstreaming and gender budgeting in general training sessions does not necessarily imply that participants are being given proper tools to undertake these tasks in practice.

For example, a lack of demand led to the reduction of specific programmes on gender at VAK in Germany and to a change of approach, namely to ensure that all existing training courses and seminars would be designed in a way that conveys the high importance of gender mainstreaming/gender budgeting in participants' work ⁽³¹⁾. While trainers at VAK are contractually required to mainstream gender in their programmes, only 5-10 % of VAK lecturers have attended the non-compulsory gender equality training-for-trainers sessions ⁽³²⁾.

Further examples of challenges caused by the lack of encouragement and interest in doing so to attend gender equality training are summarised in the table below.

Table 2.1. Case study examples: negative effects of low participation

Organisation/ programme	Member State	Negative impacts
AMS (Public Employment Services) Vienna	Austria	According to the stakeholders interview, because of the participation problem, in 2013 there were plans to reduce the annual number of 'gender days' (1-day training workshops) from four to three.
Regional government of Salzburg	Austria	Despite interest from its Office of Equal Opportunity, Anti-Discrimination and Gender Equality, the authority was not able to accept gender budgeting training offered to it by the Salzburg Academy for Public Administration
City administration of Graz	Austria	The Training Academy rarely offers its seminars on gender mainstreaming and budgeting, even though they are part of the curriculum.
Valtava training programme	Finland	There has been a significant variety in the number of participants at various training events, which makes planning more difficult.

31 Case study — The government of Berlin's approach to gender competence building, Germany.

32 At the time of writing (November 2013), there was only information about two such sessions being held, one in 2006 and one in 2009. The overall participation rate may be higher if there has since been another training session.



In Austria, interviewees pointed out that not all civil servants share the same attitude towards gender equality and gender mainstreaming. This may result in a resistance to attend gender equality training or a reluctance to spend tax money on measures that promote gender equality. Even if there are civil servants who are interested in gender equality training, they may have to work against colleagues who are cynical about it ⁽³³⁾.

In Finland, it was noted that some staff members decided not to participate in gender equality training because they felt that gender issues were not within the remit of their work. As one interviewee mentioned, 'gender equality (as an area of responsibility) is like a "fireball"; everyone tries to pass it onto someone else', indicating that it is often seen as an added responsibility to handle on top of other tasks ⁽³⁴⁾.

In the case studies, resistances have been addressed in different ways. In Germany, both at VAK and in Treptow-Köpenick, there was initial resistance to gender mainstreaming and gender equality training. Efforts were made to demonstrate how gender equality competence could actually help staff in their specific fields of work. Clearer understanding of the practical application of new knowledge fostered more appreciation among staff and lowered resistance.

However, in the Treptow-Köpenick case study, the gender expert interviewed noted a continued challenge in the acceptance of gender mainstreaming and argued that further steps need to be carefully considered ⁽³⁵⁾.

Resistance can also be prevented by including knowledge of gender issues and gender tools in job descriptions, or making gender equality training part of a promotional career plan. Commissioning authorities can also develop a system of recognition and incentives in the form of attendance certificate, or credits taken into account for career advancement or salary raises.

Moreover, those who welcome gender equality training sessions are not always those with the greatest knowledge gaps. For example, in Finland similar issues were experienced during the 'Gender glasses' project of the Ministry of Health and Social Affairs. Training mainly attracted those who had a pre-existing interest in gender equality issues.

The introduction of compulsory training requirements appears to offer a positive solution. In Finland, regular gender equality training was mandatory in all ESF regional programmes in the 2007-2013 period. As a result, the sessions reached out to new audiences: nine out of 10 participants have attended gender equality training for the first time. Likewise, since 2004, seven out of the 12 Austrian federal ministries have introduced 4 hours of obligatory gender equality training for new employees. During an interview in 2013, this was judged to be 'very effective' by the Department for Gender Equality Policies and Legal Matters in Austria, as it brought diverse groups into contact with gender mainstreaming issues ⁽³⁶⁾.

Compulsory training is sometimes not enough to successfully fight resistance and may even create a backlash. As was highlighted during the first online discussion organised by EIGE on gender equality training: 'The compulsory training makes the organisation consider that it has dutifully accomplished its role of raising awareness on the key principle of equality, but this method has seldom proven to be really effective as a change factor. Stimulating the need for learning on gender issues (e.g. through a participatory gender audit or another form of organisational self-assessment) certainly adds motivation and interest in the learning process' ⁽³⁷⁾.

If mandatory requirements are not in place, it is important to engage staff in gender equality training in other ways. Most interviewees who participated in the Valtava training programme spoke of the need for innovative strategies to encourage more people to take part in training ⁽³⁸⁾.

In the case studies, ensuring explicit support from the managers and their participation in the training appeared extremely significant. 'The fact that people attend gender training because it is compulsory is a big problem — also in my country — because it would be better if people were already motivated and could see the importance of gender training for the mission of the organisation and for achieving their own functions. Unfortunately it isn't so. Therefore this must be another dimension to take into account in gender training. But this also a matter of true political will. If there isn't a clear statement from the administration about the importance of gender training and gender issues for the accomplishment of the work of the organisation, if

33 Case study — In-house training activities provided by the Department for Gender Equality Policies and Legal Matters at the Division for Women and Gender Equality, Austria.

34 Case study — The training and consulting project of the gender mainstreaming development programme Valtava, Finland.

35 Wiedmann, S. (2012), *Bezirksamt Treptow-Köpenick von Berlin: Ergebnisse aus der Untersuchung zum Stand von Gender Mainstreaming — Ausblick und Handlungsempfehlungen für die Fortsetzung und Ausrichtung des Prozesses*.

36 Case study — In-house training activities provided by the Department for Gender Equality Policies and Legal Matters at the Division for Women and Gender Equality, Austria.

37 EIGE (2012), *Gender training in the European Union: Reflections from the online discussion*. Available at: http://eurogender.eige.europa.eu/sites/default/files/Reflections%20from%20the%20online%20discussion_8.pdf

38 In fact, mandatory requirements were in place in Finland, but the interviewees believed that without them training coordinators would have faced difficulties in recruiting participants.

gender issues are not part of the culture of the organisation, gender training will be envisaged by decision-makers as something irrelevant or a loss of time.³⁹

In Finland, within the framework of the Valtava programme, project leaders were offered one-on-one consulting and training to address their specific needs.

In Sweden, the H&J programme primarily addressed politicians, managers and other key actors. The training sessions revolved around management-driven change and included the latest research on leadership.

Building on a strong collaboration between commissioning authorities and trainers appears to have been another way of increasing organisational buy-in. Valtava trainers in Finland received more interest from regional authorities in a second round of training once contacts were already in place and the commissioning bodies had had an opportunity to experience training first-hand. An additional benefit of this collaboration was that the regional authorities were able to use pre-existing channels to promote and/or provide the training; regional councils, for instance, offered sessions at meetings of their secretariat.

It is essential that all coordinators of gender equality training address the issue of participation, through either setting up statutory measures to increase attendance, using the communication channels provided by partners or adopting other innovative strategies to expand and enhance the audience for gender equality training interventions.

Precondition five. Existence of an adequately resourced accountability system

The importance of monitoring and evaluation in improving gender equality training provisions has been evidenced in several case studies. There must be systems in place to ensure that both monitoring and evaluation take place and that mechanisms exist to guarantee the application of new knowledge in practice. These mechanisms can take different forms. However, it is essential that concrete responsibilities be assigned to particular staff members or bodies⁴⁰.

The case studies suggest that individuals (such as gender equality focal points) are subject to challenges that may be less pronounced for groups or internal bodies when providing training and fulfilling a monitoring and evaluation

function. Furthermore, assigning the task to a group may bring particular benefits.

In Austria, the Department for Gender Equality Policies and Legal Matters relied on external trainers, and this was one of the main success factors in gender budgeting seminars that fostered greater acceptance of the topics⁴¹. Internal gender equality focal points do not have the advantage of occupying a 'neutral' position and may have to deal with difficult colleagues⁴². In Finland, the evaluation of the Valtava programme showed that participants did not feel a great sense of shared ownership of the gender mainstreaming process within their organisations, due to the fact that only a few 'usual suspects' had an official gender mainstreaming function. As was observed, having one or a few gender equality focal points in an organisation can lead other staff members to think that they do not have a role to play in the implementation of a gender mainstreaming strategy. One of the conclusions of the programme therefore was that, in the longer run, a network or a working group can facilitate change more effectively.

Assigning collective responsibility automatically involves a wider number of employees, and may have an added 'visibility effect' on gender mainstreaming. This conclusion came out from the evaluation of the 10 years of gender mainstreaming activities undertaken in Austria. In the evaluation, 55 % of survey respondents from federal ministries were aware of IMAG GMB and 44.2 % were 'familiar' with the advice it offered on gender mainstreaming⁴³.

Monitoring consists of 'systematic and continuous collecting, analysing and using information for the purpose of management and decision-making'⁴³. This process aims at ensuring the continuing relevance and effectiveness of the gender equality competence development initiative.

In Greece, monitoring is done through course feedback forms and follow-up survey questionnaires covering participants' views on the session content, teaching tools,

39 Even if, for instance, digital monitoring and evaluation systems are used, it will still be necessary to have staff members who are responsible for entering data and interpreting results.

40 Case study — In-house training activities provided by the Department for Gender Equality Policies and Legal Matters at the Division for Women and Gender Equality, Austria.

41 Case study — In-house training activities provided by the Department for Gender Equality Policies and Legal Matters at the Division for Women and Gender Equality, Austria.

42 Bundesministerin für Frauen und Öffentlichen Dienst im Bundeskanzleramt Österreich (2010), *Zehn Jahre Gender Mainstreaming in der Bundesverwaltung (Ten years of gender mainstreaming in the federal administration)*. Available at: https://www.bmbf.gv.at/frauen/gender/studie_10jahregebundnesverwal_26198.pdf?4dz8a1

43 van Osch, T. and Dauvellier, M. (2013), *Gender training and quality assurance: Practice, advantages, challenges and options for EIGE — Discussion paper*.



coordination and trainers' performance⁽⁴⁴⁾. In Sweden, the ongoing monitoring process of the ESF Jämt programme relied on the use of questionnaires, case studies and in-depth interviews with the people involved in the project⁽⁴⁵⁾.

The Austrian and German case studies highlighted that, for monitoring of the implementation of gender equality training sessions to have an effect, accountability systems need to be in place.

In spring 2013, the regional government of Salzburg (Austria) offered monthly gender equality training courses. In practice, there were no checks in place to guarantee that this always happened and if less than 10 people volunteered to take part the courses were cancelled⁽⁴⁶⁾.

In the Treptow-Köpenick administration, Germany, there was a strong political framework in place for gender equality training and competence building. Nonetheless, in 2010-2012 the training was not monitored as there was no appointed equal opportunities officer.

Along with regular monitoring, the institutional framework for systematic evaluations should exist. The evaluation of gender competence development initiatives looks at 'the relevance and fulfilment of the aims pursued with the training activities, the efficiency (cost–benefit), the effectiveness (e.g. is gender performance improved?), the impact (e.g. improved gender mainstreaming?) and sustainability (e.g. institution-wide structural gender mainstreaming?)'⁽⁴⁷⁾. Evaluation should adopt a broad perspective and look at all the components of the gender competence development initiative: planning, implementation and monitoring. Evaluation is also useful to identify the factors for success and the pitfalls, as well as the challenges that remain to be tackled.

The case studies demonstrate great examples of the use of evaluation of the gender equality competence development initiatives. In Sweden, the scope of evaluation has been particularly important in improving the HåJ programme. A set of evaluation methods was employed to identify the key

factors for effective learning during gender equality training sessions. They included the organisation of large-scale seminars as arenas for participants to express their opinions, allowing coordinators to assess, for example, how many project managers had made new political decisions after receiving training. The seminars were used to inform new training objectives and activities for project managers. These evaluation practices also offered useful impact indicators.

Strategies for gender equality training must provide for frequent monitoring and evaluation, and ensure that there are accountability bodies in place to enforce this process. Based upon case study research, a network or working group seems preferable to a single gender equality focal point. Defining monitoring activities and responsible actors is integral to guaranteeing and enhancing the effectiveness of gender equality training interventions. Such issues are considered at length in other documents produced within the framework of this study.

2.2. Summary of findings

There are significant challenges to the successful implementation of gender equality competence development initiatives. However, in-depth analysis of the selected case studies demonstrated that gender equality training can have great results if certain preconditions are met.

On the basis of case study evidence, five preconditions have been identified for the provision of effective gender equality training at the EU, national, regional and local levels.

Only within a strong legal policy framework for gender mainstreaming and backed up by a serious policy commitment does competence development make sense and promise results (**precondition one**).

Drawing on the political commitment, an organisational strategy for gender mainstreaming should be clearly defined, and gender equality competence development initiatives need to become an integral part of such a strategy, making sure that the relevant staff have sufficient knowledge to implement the strategy effectively (**precondition two**).

A lack of adequate funding has been previously identified as one of the potentially damaging challenges. This is still the case in most of the case studies, where funding is sometimes inconsistent or not sustained. Analysis suggests that the allocation of sufficient funding to concrete gender equality competence development initiatives is essential. Granting staff members the time and space to attend regular training and creating a supportive environment

44 EIGE, *Good practices in gender training, Greece — Encouraging and supporting the participation of women in positions of political responsibility and representation at regional and local level*. Available at: <http://eige.europa.eu/gender-mainstreaming/good-practices/greece/training-greek-women-take-their-place-regional-and-local-government>

45 EIGE, *Good practices in gender training, Sweden — ESF Jämt*. Available at: http://eige.europa.eu/sites/default/files/documents/GPESF_Jamt_Sweden.pdf

46 Case study — In-house training activities provided by the Department for Gender Equality Policies and Legal Matters at the Division for Women and Gender Equality, Austria.

47 van Osch, T. and Dauvellier, M. (2013), *Gender training and quality assurance: Practice, advantages, challenges and options for EIGE — Discussion paper*.

to apply new knowledge in practice are also necessary (**precondition three**).

Regardless of participation in the training courses being obligatory or voluntary, additional efforts need to be made to ensure adequate staff participation in gender equality training courses. Managers should undergo specific training programmes themselves, given their important role in making sure that staff know how to mainstream gender and in supervising this work (**precondition four**).

To make sure that gender equality training brings the anticipated results when it comes to improving staff skills and gender mainstreaming actions, an evaluation should be planned in advance, carried out and then followed-up.

Setting up an accountability body or appointing a person responsible for monitoring and evaluation is essential. The absence of a proper accountability system in most of the analysed examples proved to be one of the major obstacles to the long-term effectiveness of gender equality training activities (**precondition five**).

Although the examples analysed for this study fulfilled most of the listed preconditions, many other gender equality training initiatives unfortunately do not meet these requirements. Usually, gender equality competence development initiatives do not constitute part of institutional strategies for gender mainstreaming. Eventually, in the absence of concrete competence objectives, other preconditions are also more difficult to meet.

3. The effectiveness of gender equality training programmes



The discussion of institutional preconditions helps to better understand the factors that may contribute to, or detract from, effectively building capacity to successfully implement gender mainstreaming. The purpose of this section therefore is to review the evidence of gender equality training effectiveness based on the analysis of its outcomes and impacts. The researchers aimed to explore what effective training design and delivery mean in reality. The subsections below look, in turn, at what effectiveness means at the individual, organisational and societal levels.

An emphasis on effectiveness is particularly important in the current context of financial constraints. The modern training challenge demands an optimisation of training — a return on training investment that builds the highest level of gender capacity at an appropriate cost. Since the central objective of gender equality training is to enable gender to be mainstreamed into the policymaking process, it should improve individual knowledge and skills, support permanent structural changes at the organisational level across policy areas, and, ultimately, lead to a more equal society.

This section draws on the evidence of effectiveness collected through in-depth analysis of case studies, complemented with insights from available evaluation reports and further materials that tackle gender equality competence development issues.

The discussion on training effectiveness closely relates to the issues of training quality. Much of the research into training design has concentrated on a relatively small set of variables, such as gender trainers' skills and qualifications, training methods and content. Whilst these are important (i.e. quality variables are crucial for assessing effectiveness), training effectiveness is a more complex phenomenon. There are numerous factors that would make training less or more effective even if the quality of the training is good:

- attitudes that a participant brings to the training, such as own preconceptions of gender equality;
- circumstances that affect the participant's ability to acquire and apply targeted knowledge and skills, such as the institutional framework within which they operate;
- terms of participants' engagement in and commitment to the training;
- existing accountability arrangements.

3.1. Defining and measuring the effectiveness of gender equality training

In broad terms, effectiveness is generally defined as the extent to which training leads to the desired results. Within the scope of this research, the desired outcomes and impacts of the gender equality training were defined as improving the capacity of public administration staff to include gender concerns in their day-to-day activities. For the purpose of this research the concept of 'training effectiveness' therefore seeks to go beyond a simple measurement of immediate action and training participants' satisfaction. The aim is to look at more substantive and longer term changes that happen as a result of gender equality training. The analysis of effectiveness therefore, to the extent permitted by the available evidence, took account of the impacts at different levels both in immediate and longer term.

3.1.1. Different levels to measure the effectiveness of gender equality training

To measure the effectiveness of the gender equality training, the study team looked at the extent to which the training generated positive outcomes and impacts at three levels.

Firstly, the research team tried to track the impacts of training at the individual level, meaning the changes observed among the participants in the programme. At this level, the immediate outcomes of gender equality training are captured, for example: an increase in awareness and motivation; an increase in general and specific knowledge, skills and competences gained as a result of participation in a training programme.

Secondly, the research team explored the organisational level, at which structural changes in the implementation of a gender mainstreaming strategy occur. Organisational changes refer to intermediate outcomes of gender equality training, and they could include: improvements in decision-making processes; implementation of new policies, practices and activities to mainstream gender; changes in activities, services, products and the public image of the organisation; changes introduced in the organisational culture; the integration of gender concerns in projects and projects, for example by establishing gender-sensitive indicators.

Thirdly, the researchers attempted to look at the long-term impacts of gender equality training that occur at the societal level. In theory, these usually refer to better gender equality outcomes in various policy areas and better



outcomes for the target groups conditioned by the improved performance of the organisation.

The evidence-based analysis sought to assess training effectiveness at all listed levels to fully understand how and why training is successful. The aim was also to explore the interaction between the impacts at various levels, since success at one level may not guarantee success at the next level of impact. For example, training participants may respond favourably to a training programme without actually gaining new knowledge, or they may learn concepts but be unable to apply them to their job. The analysis also sought to draw out features and factors of the training systems that promise the strongest impacts at various levels.

The biggest challenge arose when trying to make the link between gender equality competence development interventions and the achievement of gender mainstreaming and gender equality objectives in society. The literature addressing this issue is limited, thus qualitative case study work was important to identify the proof of this link.

Although the selected case studies looked at gender training in different institutions that operate in different Member States, enough commonalities were found to suggest that successful gender equality competence development initiatives bring about individual and organisational change, and as such they ought to have an impact on gender mainstreaming and ultimately contribute to the achievement of equality goals. Currently, such links are difficult to track and models that enable a more effective and wider analysis should be devised.

3.1.2. The availability of evidence of effectiveness

Case study research suggested that evidence of the effectiveness of gender equality training was a clear weak point in most of the studies. Similar observations have been made in a number of other sources⁽⁴⁸⁾. Some attempts to monitor the process of gender equality competence development initiatives (e.g. number of beneficiaries, number of programmes delivered) and to collect evidence of participant satisfaction with the training programme have been made. However, there are few systematic attempts to evaluate the outputs⁽⁴⁹⁾, outcomes⁽⁵⁰⁾ and impacts of gender equality training and — which appears to be even more

problematic — the transfer of improved skills into the practical work of training participants.

As revealed by the literature review and analysis of the information collected, the most common approach applied by gender equality trainers to evaluate gender equality training and to assess levels of learning is to ask training participants to complete a questionnaire, or a scorecard, on what they have learned and what they felt was missing during the course⁽⁵¹⁾. Sometimes a follow-up session or workshop is organised to discuss the successes and difficulties of putting new knowledge into practice. Whilst these methods have certain advantages, they primarily address the participants' level of satisfaction with training sessions rather than aiming to assess the real impact on the way gender mainstreaming is implemented and the consequent effects of improved competences on more general gender equality outcomes.

Examples of how outcomes of gender equality training are measured in different Member States are presented in the following table. Even where organisational structures to evaluate gender equality training are well developed, in most cases they focus on short-term process issues and assessment of training participants' satisfaction⁽⁵²⁾.

48 See, for example, UN Women online discussion on effectiveness of gender equality training, September 2013.

49 Outputs include the products and services the organisation provides to its beneficiaries. They are the results of its activities.

50 Outcomes are the effects (changes, benefits, learning, etc.) that result from the organisation's work or outputs.

51 At the end of the training programme participants are asked to complete a 'checklist' or 'satisfaction survey'. This usually captures the participants' views of the programme and the trainers but, as it is completed just after the end of the training programme, it cannot measure learning outcomes or behavioural change at the individual and organisational levels. It simply captures first impressions.

52 Callerstig, (2012); Callerstig and Lindholm (2013).

Table 3.1. Existing evaluations of the selected case studies

	Focus of evaluation	Research methods	Reporting
Training programme to support the development of gender-responsive budgeting, Austria	Focus on knowledge and understanding of participants and how they use gender equality tools in their daily work. Part of the evaluation of gender mainstreaming in Austria.	Based on survey data collected from the Federal Chancellery and the Ministries of Finance, Transport, Innovation and Technology, Agriculture, Justice, and Science and Research.	Evaluation of gender training (2010) published as a part of the wider evaluation of a decade of gender mainstreaming.
Valtava development programme, Finland	Assessing the impact of support mechanisms, including training and consultancy work, on participants.	External evaluation was undertaken between 2011 and 2012. Methods included interviews, surveys and workshops.	The results of the evaluation are publicly available.
Gender competence building/coaching at Treptow-Köpenick Germany	Focus on the integration of gender into the work of the administration by persons who are required to implement gender-related programmes and gender budgeting.	Based on the analysis of monitoring data. The implementation of gender mainstreaming and gender budgeting should be monitored each year (in concordance with the decision of 14 July 2007). Implementation (and monitoring), on hold from 2010-2012, has now been taken up again.	The project is currently being monitored. Progress and impact will only be visible in a few years.
Mainstreaming gender into VAK seminars/training courses, Germany	Immediate reaction of participants to the gender mainstreaming elements of the training seminar.	Assessed through a single question related to gender in the final feedback questionnaire, i.e. self-assessment performed at the end of the training course.	As part of general feedback results.
Mainstreaming gender in public administration, Greece	Short- and medium-/long-term impact of the programme on the behaviour of participants.	Assessed using survey questionnaires sent to all participants. Completion of the first questionnaire is compulsory for all participants. Medium-/long-term impact is assessed using an additional questionnaire in 6 months. This questionnaire is optional and response rates remain low.	Limited usable results drawn from the survey questionnaire completed by participants at the end of the training.
HåJ programme, Sweden	The focus was on performance and business improvements at the development (project) level.	The external evaluator was contracted by the Ministry of Education and Research to evaluate the HåJ programme in 2010. The evaluation was based on an extensive review of materials (including background material, final reports and evaluations), interviews and a survey of project managers and owners.	Comprehensive external evaluation report.



Identifying the concrete impact of the improved gender equality knowledge of training participants on society at large is more difficult and cannot be based on the responses from the interviewees only. Interviewees mentioned that the time has been too short to see any effects on a wider level. There is also a certain lack of methods to assess the longer-term impacts of gender equality training programmes. Moreover, evaluation of how the new acquired knowledge is transferred to the regular work of participants in practice and over time is probably only feasible for in-depth and longer-term measures (such as ongoing programmes for junior professionals).

The lack of evidence-based data on the positive long-term impacts of competence development programmes on gender equality makes it difficult to promote and at times to effectively implement gender equality training programmes. Such a situation is at least partly conditioned by the lack of concrete objectives set for gender equality competence building programmes and the shortcomings of existing methods designed to measure long-term impacts.

The lack of long-term evaluation results proving the effectiveness of gender equality training also presents a challenge to key stakeholders as it hinders decisions to turn gender equality training into a regular part of staff training and induction programmes.

Although there is scant evidence of the longer-term results and concrete impacts of gender equality training, some noteworthy and illustrative examples came out through the case study analysis. In gathering information on effective training, the choice of case studies was informed by a concern to include examples where at least some of the key preconditions for gender equality training (as discussed in Section 2) were already in place. Based upon the analysis of the outcomes and impacts of the selected examples, an attempt was made to assess their effectiveness.

There is not a single, all-encompassing, universally accepted training-effectiveness criterion, nor should there be. Different training programmes have different goals and processes, and thus require different measures of training effectiveness. However, while the specific measures may vary, it is possible to categorise effectiveness measures on the basis of similar features.

3.2. The effectiveness of gender equality training at the individual level

3.2.1. Individual change: existing evidence of the positive impacts of effective gender equality training on participants

The case studies and wider mapping of gender equality training suggested that at the individual level effective gender equality training programmes have three types of impacts.

Firstly, good gender equality training raises awareness about the relevance of gender equality considerations in various policy areas.

A lack of awareness about the way we all 'do' gender in our everyday actions and how this results in gender inequality has been identified as a widespread issue that the gender equality training seeks to address⁽⁵³⁾. This reflects the concern that attitudinal barriers and perceptions of staff remain a central issue to be addressed in order to ensure the effective implementation of gender mainstreaming. The effectiveness of gender equality training at this level therefore can be assessed in relation to the extent to which the training benefited participants' awareness and understanding of gender inequalities and gender based stereotypes.

Secondly, good gender equality training helps develop specific knowledge and skills on how to mainstream gender in day-to-day work.

The analysis of case studies highlighted that effective training supports participants in gaining knowledge of the relevance of gender considerations in their day-to-day activities and developing the specific skills needed to understand how to implement gender mainstreaming.

Thirdly, good gender equality training helps to competently use specific gender equality tools and methods.

Gender equality trainers have argued that learning about how to use specific gender equality tools requires prior experience of work on gender equality and at least a general level of gender awareness. Training on the use of specific tools and techniques, which can be applied in different policy areas (e.g. gender impact assessment, gender budgeting), has the potential to bring about a new or deeper understanding of how to work for gender equality.

53 Callerstig (2012); Andersson (2009).

Greater awareness of gender issues is a key immediate outcome of gender equality competence development programmes, and evaluation studies often focus on this form of individual change. This can be illustrated by the interviews with gender experts in Austria (see the box below). A lack of understanding and awareness about gender equality issues was also a rationale for gender equality training in many Swedish public sector organisations. Here, training was found to be essential in lowering resistance to gender equality work and providing the right climate and organisational changes to make it possible to put theory into practice ⁽⁵⁴⁾.

The case studies provide some evidence that participants of gender equality training leave with different views and perceptions than when they entered. The training experience has increased awareness of gender issues, generated more positive perceptions towards gender mainstreaming and improved understanding of what generally needs to be done to bring gender considerations into day-to-day practice. These changes may be categorised as attitudinal changes, and it is important to note that some gender equality training programmes were designed with an attitudinal change as the primary focus.

Gender stereotypes can be deeply ingrained, and this puts additional demands on training as it needs to tackle social norms and deep-rooted perceptions. The difficulties in this were highlighted in the Greek case study. For the Greek equality agenda, enhancement of the participation of women in senior positions in the public sector is a strategic priority. GSGE and EKDDA designed a training programme to strengthen and improve skills of women civil servants in central administration, public and private entities and local authorities to enable their promotion to higher-level posts. The aim of the programme was to enhance the participation of women in positions of responsibility in the public sector. One strand of the gender equality training targeted members of a special committee that examines the applications of women and men for promotions in the public sector. Despite participation in gender equality training, qualitative interviews with participants from the committee showed that they remained sceptical: the (lack of) advancement of women to senior positions was considered to be the personal choice of women and not an outcome of structural barriers they face ⁽⁵⁵⁾.

Overcoming resistance to the implementation of gender mainstreaming in Austria

Interviewees in **Austria** stressed that not all public servants shared the same attitude on gender equality, resulting in resistance to carrying out gender budgeting. Sometimes public servants were sceptical about gender equality training, and those who wanted to attend gender equality training had to work against their colleagues.

In Graz, Austria, it took time for the implementation of gender mainstreaming to become a management priority since not all senior staff were in favour of the topic. Initially, gender equality training was compulsory, to foster acceptance of the issue among senior management. The 4R method and six-step method were used to make it clear that the implementation of gender mainstreaming is a management task. Interviewees stated that resistance to gender budgeting changed gradually as a result.

Gender equality training raises the self-awareness and sensitivity of both women and men in relation to how gender equality affects them. One of the gender trainers delivering seminars on gender budgeting in Austria noted that men who attended their workshops often found that gender equality could be helpful to them as well. Once they realised that there were potential benefits for them, they showed more interest in the course content.

A public sector representative, who commissioned gender equality training, commented on a shift in attitudes as a result of the training:

‘Generally the awareness towards gender equality has significantly risen. Departments generally accept that they have to consider gender; they regularly ask voluntarily for support for their projects.’

Source: Case study research

54 Callerstig and Lindholm (2013), p. 32.

55 *Source:* Case study research, Greece.



However, the other Greek training programme analysed showed more positive results. These activities concerned training of police officers with the aim of changing the way they dealt with women victims of domestic violence. Stakeholder interviews revealed that the training increased their knowledge and understanding of their role and responsibilities in this area.

Some case studies show positive learning outcomes for participants in terms of enabling them to articulate gender conscious strategies or include gender considerations and apply gender mainstreaming tools when performing their tasks. Research evidence from the Swedish case study suggests that this type of 'awakened doing' was a key outcome of the gender equality training.

Gender equality training that is aimed at developing skills and competences for using gender equality tools and techniques in the development of policies and programmes is generally not a first-step intervention. The tools for gender mainstreaming referred to here are those designed to bring about a fundamental shift in how public services are planned, delivered and assessed, gender impact assessment and gender budgeting being two key examples of these.

In-depth analysis of the case studies where gender equality training aimed to transfer such technical knowledge suggests that making progress towards developing specific skills to use gender equality tools should rely on existing experience and understanding of gender issues, as well as how these are reflected in staff members' daily work. Participants should have a prior understanding of the ways in which gender inequality is manifested and of the objectives of gender equality. They should also accept the need for structural change within the organisation and within society. This is highlighted in the following box.

Seminar on gender budgeting in Austria

In Austria, the evaluations conducted after the gender budgeting training revealed that participants understand the goal of this particular training course quite easily. However, according to the trainer, participants needed to have undergone awareness-raising gender equality training first, otherwise there was a risk of unnecessary barriers to effective learning. Indeed, if training participants do not understand the necessity and aim of gender equality and mainstreaming, resistance is more prone to appearing. The obligation to change work practices with no clear rationale can also create more stress and reluctance to embrace change.

Gender impact assessment and gender budgeting are procedures that require previous theoretical and technical knowledge regarding gender inequality issues and an ability to perform general gender-based analysis. The trainers thought that these two tools should be taught when participants have already entered into the change process.

A prominent example of how gender tools benefit services is provided by the use of a gender impact assessment in the city of Vantaa, Finland, in the social and healthcare sector ⁽⁵⁶⁾.

3.2.2. Factors that render gender equality training more effective for participants

Some factors can increase the effectiveness of training in generating attitudinal change and developing relevant knowledge, skills and competences at the individual (participant) level. These factors are relevant for the planning, design and delivery of gender equality training. They are summarised in the box below.

⁵⁶ The gender analysis in this area revealed that women with illegal substance abuse problems in Vantaa did not attend drug rehabilitation services. The health and social service department of the city designed a service, where female addicts could receive similar support at home: more women have started to use this service as a result. At the same time, it has also been found that providing such support at home, instead of in an institution, is more cost-effective.

Success factors of gender equality training that foster change at the individual level

1. The relevance of gender equality training to participants' day-to-day activities is highlighted.
2. Gender equality training, whether basic or advanced, is tailored to the needs of the audience.
3. Gender equality competence is developed on an ongoing basis.
4. Participative methodologies are used to deliver the training programme, allowing participants to gain applicable knowledge.
5. Gender equality training is delivered by gender trainers who have the appropriate skill, knowledge and capacity to get the message across.
6. The message is reinforced through the use of supporting resources and materials.

Effectiveness factor 1. The relevance of gender equality training to participants' day-to-day activities is highlighted

It appears from the case studies that participants consider training to be relevant if they think gender mainstreaming falls within their responsibility. If participants are unclear about the relevance of the training then they are unlikely to engage with the training in an effective way. The wider literature on training effectiveness notes that when participants lack conditional knowledge (i.e. knowing why they are learning something or the significance of the skill), their effort to maintain and generalise the skill quickly diminishes⁽⁵⁷⁾. Conditional knowledge may be conferred during training or may be communicated by managers or leaders before the training takes place.

Individual motivation is of particular importance for gender equality training. However, the challenge is that training may not reach those who could benefit from it most. The dilemma is encapsulated in this quote from one gender training coordinator: 'It's a question of resources ... [whether] I try to motivate the motivated or to convince the unmotivated'⁽⁵⁸⁾.

Effectiveness factor 2. Gender equality training is tailored to the needs of the audience

Anecdotal evidence from the case studies suggests that overcoming barriers to attitudinal change to gender mainstreaming can take time, especially for the principles and practices to penetrate into the collective consciousness of organisations. Tailoring the content of training programmes as far as possible to the specific needs and tasks performed by participants is a potentially effective way to engage (even the most sceptical) participants and increase the positive effects of the programmes.

The case studies showed that tailored training contents make participants see the relevance of gender to their organisational objectives, as well as enabling them to better apply new skills to the work that they carry out. Participants demanded programmes specifically tailored to their needs in the Austrian, Finnish, Greek and Swedish case studies. For instance, in Finland interviewees believed the strongest gender equality training was that which was directly linked to their actual work assignments, such as sections for which they had to bring in their own documents and projects.

Demonstrating the relevance of gender equality training to better job performance is also a way to overcome initial resistance to training. In the Austrian, Finnish and German case studies staff demonstrated signs of resistance to the theme of gender in the initial stages of training. However, after seeing the relevance to their work, the willingness of participants to work on the gender issues increased. In the German case, for example, trainers declared that they had received a more positive reception in the second phase of training than the first. This could also be explained by the fact that policymakers face strong time constraints and they need to see the value and relevance of any training activity they undertake.

An important way of matching the needs of civil servants in the case studies was to tailor gender equality training on the basis of their policy area, region, position or responsibilities. Some illustrative examples are provided in the table below; the forms of tailoring have been highlighted in bold.

57 Brown and Palinscar (1982); Kendall et al. (1980).

58 Source: Case study interviews.

**Table 3.2. Training programmes tailored to the specific needs of the audience**

Basis of tailoring	Programme and Member State	Methods and details
Background of trainer	Gender Mainstreaming Section of the Ministry of Defence and Sports, Austria	The trainer is well suited to the audience. For example, pre-deployment training is given by soldiers who have experience in military operations rather than by civilians.
Region	Valtava programme, Finland	Training for regional authority staff took into account the regional context , including the situation of men and women in the area, the unemployment situation and the regional economic plan.
Work activities	Valtava programme, Finland	Regional authorities were asked to provide details of past work tasks . They had to reassess previous ESF project applications to see whether they had sufficiently taken into account the gender perspective in their original decisions. Finally, they were taught how to do gender impact assessments for projects and how to report the results in ESF/European Regional Development Fund application forms.
Role	GSGE programmes, Greece	Tailored programmes were developed for three different groups of civil servants : (i) gender focal points in ministries; (ii) women in middle-level positions or on a special committee that makes decisions on promotions; (iii) police and nurses in contact with victims of gender-based violence.
Region/theme	HåJ programme, Sweden	SALAR set up learning exchange forum groups for gender mainstreaming project leaders participating in the HåJ programme. The groups were organised by region (Malmö, Gothenburg, Stockholm and Umeå) and theme (health, children and education).

Whatever the basis for tailoring, the strongest gender equality training content will be the one that recommends and demonstrates the more specific action that policymakers can take as a result of the training.

In some cases, there may be an initial need to explain basic terms and concepts that relate to gender mainstreaming. For instance, even if staff members already see gender mainstreaming as valuable and relevant, they may misunderstand the concept, relating it to internal, human resources-related goals, but not to the operational or strategic objectives of their organisation. In an evaluation of 10 years of gender mainstreaming in Austria, respondents from federal ministries mainly felt that gender mainstreaming applied to the following areas: personnel policies (57.5 %), initiation of training (45 %) and organisational development (43.9 %) ⁽⁵⁹⁾. In other words, they generally saw it as having relevance to the internal activities of the federal ministries.

⁵⁹ Bundesministerin für Frauen und Öffentlichen Dienst im Bundeskanzleramt Österreich (2010), *Zehn Jahre Gender Mainstreaming in der Bundesverwaltung (Ten years of gender mainstreaming in the federal administration)*. Available at: <http://www.bka.gv.at/DocView.axd?CobId=41865>

However, providing basic explanations of gender equality and gender mainstreaming should not be at the expense of well-tailored training content. Adapting training sessions on the basis of civil servants' pre-existing knowledge should be a further basis for tailoring, rather than a justification for generic sessions.

Effectiveness factor 3. Gender equality competence is developed on an ongoing basis

The effectiveness of training decreases when participants show resistance to the content of the training programme. The Greek case study demonstrated that resistance to training can be found at various levels within an organisation (or during the training). Senior managers within an organisation are often reluctant to recognise that there might be a problem and do not sufficiently promote the available training programmes within their organisations. Some training participants themselves are also unsure about the value of training and might participate in the training for reasons other than the content of the programme (e.g. to gain credit through the training or simply to avoid a day

of work). As mentioned in several stakeholder interviews, resistance is difficult to tackle within a 1- or 2-day training programme. Although some fundamental questions can be raised and issues can be discussed, deeply rooted perceptions cannot be changed in a short period of time.

The case studies in Austria, Finland and Sweden exposed the need for gender equality training to occur on an ongoing basis if it is to affect the practices of participants. According to the participants, there were limits to the skills and knowledge that they could develop in one-off sessions,

which restricted their ability to mainstream gender at a later stage. The case for ongoing training is strengthened by the associated benefits that trainers and participants identified.

In Austrian, Finnish and Swedish case studies, single rounds of gender equality training did not provide participants with the depth of knowledge and skills required to integrate the gender perspective into their work activities in the long term. There were many examples of this, as shown in the table below.

Table 3.3. Case study examples: the limits of one-off training sessions in developing gender competence

Organisation/ programme	Member State	Signs that further training is needed after one-off sessions
Gender equality training in federal ministries	Austria	As part of an evaluation of 10 years of gender mainstreaming ⁽⁶⁰⁾ , staff from federal ministries were surveyed. Despite positive feedback in terms of the impact of training on their understanding and ability to mainstream gender in other activities, less than half said that they could now draft a gender-responsive budget. Nearly all survey respondents highlighted clear subjects for future training (gender-responsive budgets; gender impact assessments of budgets; gender impact assessment methodology).
Gender budgeting seminars	Austria	Participants who attended generally gave positive comments at the end, but emphasised that they needed more practice. As a result, trainers considered it likely that they would be called to a next round of training.
Valtava programme	Finland	Interviewees questioned the sustainability of the activities without future training. Regional authorities that bought the training package enquired about the next round of information that they would receive.
HåJ programme	Sweden	At the local level, the programme reached 11 000 managers and 19 000 employees. However, although training was judged to have been important in raising awareness, 40 % of participants found it difficult to act on the basis of the knowledge they had gained, suggesting that further training was needed. An identified challenge for the programme as a whole was how to develop the next level of training for those with the most advanced understanding of gender mainstreaming issues.

These examples suggest that, although important, one-off gender equality training did not provide civil servants with sufficient tools to translate their new knowledge into action. The provision of ongoing gender equality training is a means by which to reinforce and build upon the skills and

capacity of policymakers, as well as to provide time for reflection between the sessions. It fits in with the wider process of knowledge development required for behavioural change. Follow-up support and training allow participants to move from the first level of gender mainstreaming commitment (i.e. the collection of sex-disaggregated statistics) to the next level (i.e. the analysis of such statistics to inform their activities and programmes).

60 Bundesministerin für Frauen und Öffentlichen Dienst im Bundeskanzleramt Österreich (2010), *Zehn Jahre Gender Mainstreaming in der Bundesverwaltung (Ten years of gender mainstreaming in the federal administration)*. Available at: <http://www.bka.gv.at/DocView.axd?CobId=41865>



In Austria, Finland, Germany and Sweden, trainers and participants drew out the following benefits of ongoing training.

- For trainers in the Swedish and Austrian case studies, providing training on an ongoing basis made it more likely to have a long-term effect, which they judged to be positive. According to the Austrian trainer, by deciding to offer training at regular intervals, strategists were forced to commit the resources in advance to make it sustainable⁽⁶¹⁾. Specifically, they had to take a 'step-by-step approach to training' and produce a 'long-term plan to implement the training package'⁽⁶²⁾. For the Swedish trainer, it was a question of gradually affecting the collective, unspoken norms within an organisation. She argued that ongoing training provides a bridge between individuals and the systems in which they operate⁽⁶³⁾.
- At the end of the programme in the Finnish case, when discussing the most effective delivery methods, 'classes of training over a period of time' were preferred to 'one long(er) training course'⁽⁶⁴⁾. It appears that ongoing training offers participants the time to 'digest' the new acquired knowledge and to 'refresh' it.
- In the German case study, an identified strength of the training provided within the district administration of Treptow-Köpenick was that the initiative was long term. Participants benefited from close and long-term follow-up, which was revealed to be extremely helpful in addressing the challenges and issues that they encountered in daily work.
- The ongoing coaching programme was very much appreciated by participants, and contributed to lower resistance to gender equality training. Continuing accompaniment and support from gender experts has contributed to lowering the stress that the people required to implement gender mainstreaming (a relatively new process) might feel.

Where gender equality training is provided on an ongoing basis, there is a need for good and regular coordination between the training interventions and the messages and tools used in the field. This point is illustrated by the example

61 For more on the importance of matching training with adequate resources, see Section 3.4.

62 Austria case study — interviews.

63 Sweden case study — interviews. This relationship between individual and organisational learning has also been considered in Lindholm, K. (ed.), 2012, *Gender Mainstreaming in Public Sector organisations. Policy implications and practical applications*, Studentlitteratur, Lund (first published in Swedish in 2011).

64 Finland case study — interviews.

of the implementation of gender mainstreaming in the United Nations Secretariat. Building staff competence, including training, was a key element of organisational capacity building to sustain efforts and results in the area of gender mainstreaming. However, the uncoordinated approach to the development of training tools resulted in the constant reinvention of initiatives and thus compromised the efficiency of gender mainstreaming. Evaluation by the United Nations Office of Internal Oversight Services stated that the approaches to training have not resulted in practical understanding of gender mainstreaming. Various reasons have been identified to explain this shortcoming, including:

- not all staff being trained to apply a gender perspective to their work;
- the unsystematic and non-compulsory nature of training;
- the provision of general training that was not customised to particular work situations and not necessarily applicable or transferable to participants' respective areas of work.

Based on interviews and a survey of programme managers, the need was identified for more coordination across different types of gender equality training interventions (and more training, including web-based learning and more traditional approaches)⁽⁶⁵⁾.

Effectiveness factor 4. Participatory methodologies are used in training

Gender equality training that incorporates elements of participatory and experiential learning — by means of case studies, role playing and group discussions and exercises — was also highlighted as an effective way to develop the practical skills for the implementation of gender mainstreaming. Group exercises were also seen as essential to show how to use this knowledge in practice.

Active learning has been shown to generate better cognitive and experiential grasping of the training content and aims, along with a sense of appropriation of that content by trainees. Participative and interactive training methodologies are becoming increasingly popular in the area of gender training, driven by a need to achieve a balance between theoretical and practical elements, as well as to overcome participants' resistance to gender training⁽⁶⁶⁾.

65 United Nations Office of Internal Oversight Services (2010), *Thematic evaluation of gender mainstreaming in the UN secretariat*.

66 Ferguson, L. and Forest, M. (eds) (2011), *OPERA final report — Advancing gender+ training in theory and practice*.

The techniques not only stimulate participants' reaction to trainers' proposals, but also give room to participants' own ideas⁽⁶⁷⁾. Participatory and experiential approaches require participants to become active actors in the training session (rather than passive recipients of information). This is believed to be among the most efficient ways to raise awareness of gender issues, particularly in brief training sessions, and to actively engage participants in thinking about the information and applying it to their own situation. To an extent, however, the successful application largely depends on the trainers' ability and experience.

In Austria, interviewees identified the 'hands-on' element (group work, practical training) as one of the top three success factors in the in-house gender equality training activities.

Effectiveness factor 5. Gender trainers have appropriate skills, knowledge and capacity

The competence of trainers comes out as an important effectiveness factor for all types of gender equality training courses. Finding gender trainers with gender expertise and in-depth understanding of different policy areas was a challenge commonly mentioned by organisations that commission gender training.

The approach to quality assurance of gender equality trainers varies across the examples included in the case studies. This reflects the general ongoing debate about whether formal quality assurance mechanisms need to be established to standardise the profile of gender equality trainers (and training curricula).

In the case studies, most gender equality trainers were external to the organisation and were selected through a competitive process. For example, evaluation in Germany concluded that the quality of training was assured through the quality criteria that were defined in the call for expressions of interest for gender trainers and coaches to join the pool (roster) of gender trainers working for the Berlin administration⁽⁶⁸⁾.

Within the framework of the Valtava programme, external trainers were selected through a process of open competitive tendering where the ones demonstrating the best quality-to-cost ratio were chosen. The tendering documentation included detailed requirements in relation to the content, methods and coverage (geography, target

groups) of the training. Also, a good understanding of the employment and economic policy climate and EU Structural Funds was seen as a preferable qualification.

Even where there was less formal emphasis on trainers demonstrating their experience through a structured trainer recruitment process, there was a feeling that some quality control would be realised by market forces ('... the bad trainers are not hired again'⁽⁶⁹⁾).

Institutions that commission gender equality training mentioned that identifying gender equality trainers that combine the relevant expertise in gender, organisational development and the specific 'technical' fields was a challenge. In Germany, external gender advisors that also have specific expertise in the thematic technical areas of the different departments of the administration provide analysis, advice and process coaching.

Introducing a gender perspective into the general training courses could be a powerful way to mainstream gender into the whole organisation. However, this means that the gender competences and skills of the trainers need to be built accordingly. Case studies and research findings suggest that this could turn out to be a challenging task.

Engendering all training programmes and activities to promote learning in the workplace (e.g. theme days/events) was a strategy that EKDDA in Greece tried to develop to raise the gender knowledge and skill of civil servants. Even though in principle this was a promising idea (it would have allowed EKDDA to reach a much wider audience than through the specific gender equality training programmes), in practice the experience has been less positive. Finding trainers in the different policy areas with gender expertise was challenging. This example replicates the experience in the other case studies, for example from Germany.

Effectiveness factor 6. Supporting materials and resources are provided to reinforce the message

Dissemination of supporting materials and resources is an important aspect of maintaining and reinforcing knowledge drawn from gender equality training, especially training designed to develop practical skills to apply specific gender mainstreaming tools.

The work environment is invariably different from the training environment. Getting the most out of the training experience requires not only that training participants have

67 Ferguson, L. and Forest, M. (eds) (2011), *OPERA final report — Advancing gender+ training in theory and practice*.

68 Case study — The government of Berlin's approach to gender competence building, Germany.

69 Source: Case study interviews.



acquired the knowledge to perform their tasks differently, but also that they are motivated to apply their learning to the job and have the resources to do so. Guidance resources that are practical and tailored to the training participants' roles and specific circumstances can help them to do so when they are back at their desk.

Supporting materials can provide a useful reference source to enable the application of acquired knowledge on a day-to-day basis. For example, gender equality training activities in Austria are supported by a number of working tools, guidelines and handbooks prepared by the Department for Gender Equality Policies and Legal Matters. One example is *Guidance on gender budgeting*, issued in 2012 by the Division for Women and Gender Equality. The document provides insights on how to classify expenses in institutional budgets according to their relevance to gender equality, define objectives and indicators for gender equality and assess related outcomes. It also provides an analysis of the current distributive effects of public spending in Austria on women, men and gender equality⁽⁷⁰⁾. A separate resource has also been developed for staff in municipal government, co-authored by the gender trainers delivering the in-house seminar on gender budgeting, to compile the theoretical and practical examples of gender mainstreaming and gender budgeting used in the workshops⁽⁷¹⁾.

The development of methods and tools has been an important part of the output from the HåJ programme. The makEQuality tool⁽⁷²⁾ complements training by providing the participants with tips on how to conduct assessments and benchmark monitoring data, as well as further practical aid.

In the Valtava programme, the training was accompanied by a practical guidebook (alongside further supporting materials) drafted specifically with project actors and funders in mind. The objective was to ensure that the trainees do not have to rely on the training course alone and have

written material and checklists to take back to work with them⁽⁷³⁾.

3.3. The effectiveness of gender equality training at the organisational level

3.3.1. Organisational change: existing evidence of the positive impacts of effective gender equality training on institutions

Applying gender mainstreaming tools in the workplace requires going beyond learning. Training participants need to demonstrate that they can incorporate the new knowledge into their responsibilities back at the workplace. The practical application of acquired knowledge requires the capacity to interpret the learning material to fit one's functions in the office, as well as to maintain the new skills over a period of time on the job. The case study research indicated that the intermediate impact of gender equality training within an organisation could be as follows:

- new policies, practices and activities to mainstream gender are design and implemented;
- gender is better mainstreamed through the decision-making processes;
- changes occur in the organisational culture;
- changes occur in the outputs and the public image of the organisation.

Training by itself has a hard time achieving deeper and longer-lasting changes at the organisational level⁽⁷⁴⁾ if a number of preconditions are not met. The evidence from the case studies of these impacts, emerging issues and factors underpinning effectiveness in generating the impacts are discussed below.

70 Federal Chancellery — Federal Minister for Women and Civil Service Department II/1 for Gender Equality and Legal Issues (2012), *Guidance gender budgeting in public administration*, Vienna. Available at: http://www.imag-gendermainstreaming.at/cms/imag/attachments/6/1/4/CH0136/CMS1329995383009/guidance_gender_budgeting_in_public_administration.pdf

71 Jauk, V. and Kronberger, S., (2012), *Gender budgeting in municipalities — Benefits, theory and practice*, Vienna. Available at: http://www.imag-gendermainstreaming.at/cms/imag/attachments/8/4/2/CH0136/CMS1357654471873/gender_budgeting_im_gemeindehaushalt.pdf

72 A benchmarking tool on gender equality in local authorities, developed by SALAR/HåJ as a means of quality assurance for municipalities', county councils' and companies' gender mainstreaming of activities. It can be used to compare efforts to achieve gender equality in different activities. makEQuality also makes it easier for citizens to find out how their municipality or county council is working on gender equality issues, and to make active choices among schools or healthcare providers. Available at: <http://www.makequality.se>

73 Haataja, M.-L., Leinonen, E. and Mustakallio, S. (2011), *Gender mainstreaming in development programmes and projects — Guide for authorities and project actors*, Finland. Available at: <http://www.tem.fi/files/33541/Gender-mainstreaming-in-development-programmes-and-projects.pdf>

74 Callerstig and Lindholm (2013), p. 31.

Evidence of gender-related changes in working practices and procedures in an organisation observed after gender equality training ⁽⁷⁵⁾

- Operational development and a large number of specific operational improvements in the organisations, including efforts made to change operational procedures (e.g. changes in the infrastructure for gender equality in the organisations, new roles and responsibilities, more financial resources or time to spend on gender equality, changes in organisational structures, gender perspective integrated into general steering systems) (Sweden).
- Organisational changes and the engendering of procedures reflected in the entire cycle of operations (e.g. gender analysis increasingly used in the programming phase) (Germany).
- Gender mainstreamed in day-to-day activities; support for practical work in terms of both assessing project applications and guiding project actors (Finland).
- Initiation of strategic work on gender mainstreaming and systems to monitor progress, strengthening the assessment of gender impacts when drawing up new and/or modifying existing legislation (the 'Gender glasses' project, Finland).
- Gender concerns incorporated into procedures and procurement processes (e.g. preparation of the terms of reference), gender sensitivity in funding allocations, more transparent procedures (LuxDev, Luxembourg).
- Gender included in the work, reports and new policies (Ministry of Foreign Affairs, the Netherlands).
- Strengthening of an institution-wide gender perspective (ITC/ILO).
- Creation of new networks and gender coordination mechanisms at HQ level (the European Commission's Directorate-General for International Cooperation and Development, ITC/ILO).

- Enhanced gender mainstreaming capacity within the organisation/institution, development of procedures to change the working environment and improve gender equality situation within the institution (project: Gender agent in the provincial government of Styria, Austria).
- Improved and better-focused gender equality outcomes of the programmes (Austria).
- Increased capacity to promote more gender balance in project teams (gender in EU-funded research: toolkit and training by the European Commission's Directorate-General for Research and Innovation).
- Gender equality issues addressed in management meetings, more discussions on gender in the projects (Germany).

Specific **operational improvements** were identified as a result of gender equality training in the organisations that took part in training in Sweden, and participants said they had started to change their way of working ⁽⁷⁶⁾. A relatively high number of decision-makers who participated in the training chose to invest further in gender mainstreaming. Moreover, over half of the local government organisations that took part in the training programme signed the Council of European Municipalities and Regions' European Charter for Equality of Women and Men in Local Life, a policy document aimed at mainstreaming equality in the daily local life of men and women.

At the same time, most interviewees in Sweden suggested that it is difficult to link organisational outcomes directly to gender equality training alone, as other factors might have also influenced organisational changes.

Organisational benefits brought by gender equality training observed in Sweden

Gender equality training was considered to be a necessary element in gender mainstreaming: those who set organisational objectives need to develop their understanding of gender equality as they often do not possess prior knowledge on the issue ⁽⁷⁷⁾. Recent interactive research in Sweden on the latest round of training showed that, in the opinion of a large number of project managers, the HåJ programme had generated broad and lasting effects. A relatively high

75 Sources: Case study research; HåJ final report 2008-2010; Train4Dev Gender Expert Group (2011), *Dripping hollows out rock — Enhancing capacity for gender mainstreaming*; EIGE (2011), *Study on the use of 'good practice' as a tool for mainstreaming gender into the policies and programmes of the institutions of European Union and EU Member States*; EIGE (2013), *Mapping gender training in the European Union and Croatia: Synthesis report*.

76 HåJ final report 2008-2010.

77 Svensson, L., Sjöberg, K., Callerstig, A-C. and Lindholm, K. (2013), *Program för hållbar jämställdhet: Resultat och effekter av ett utvecklingsprogra — Slutrapport från följeforskningen 2008-2013*.



percentage of project managers, approximately 50 %, indicated that the training measures have affected and led to new political decisions. About a quarter of the project leaders believed that the training has led to actions that resulted in the redistribution of resources between men and women. Importantly, across the board, new questions are being asked about everyday work, and this is triggered by gender equality training and efforts to change operational procedures.

Interviewees in Sweden pointed to improvements in the planning and delivery of public services, which is judged to have become more efficient because of an integrated gender perspective. Several interviewees mentioned the integration of gender into the general steering mechanism for public services delivery as an impact of improved competence. This, they considered, was the foundation for a long-term and sustainable change if training provision is sustained.

According to the evaluation report of the programme for 2008-2010, the overall results from the HåJ programme were positive with regard to gender mainstreaming, including:

- 63 % of all development projects reported having achieved tangible operational improvements;
- 80 % having integrated gender control and management systems or were about to do so;
- 85 % planning to actively disseminate the results after the programme was over.

Additionally, improved gender knowledge has led to changes in the infrastructure for gender equality in the organisations, new roles and responsibilities and more financial resources or time to be spent on gender equality issues. However, such changes cannot only be attributed to successful training, as other measures have also played a role.

Several interviewees also mentioned the 'added value' of the training, in that the organisations have improved on their general work development mechanisms: when one analyses one's own work in order to study the gender dimension, one has a good reason to analyse and reflect on everyday work in general, which is not normally the usual practice.

Source: Case study research, Sweden

The sustained impact of gender equality training appears to be strongest in terms of **changes introduced in the organisational culture**, the planning and delivery of public services and participation, as presented in the box below.

Evidence of longer-term outcomes associated with gender equality training ⁽⁷⁸⁾

Change of policy and organisational culture

- Perception that the organisation should increase the proportion of women in leadership positions and belief that the gender equitable staffing of committees and working groups is a goal (Austria).
- Approximately 50 % of project managers indicate that the training measures have affected and led to new political decisions (changes in policies, procedures, international commitments that in turn influenced the policy agenda and institutional framework) (Sweden).
- Improved accountability (Germany).
- Emergence of a more sensitive organisational culture that facilitated a further multilevel competence development process and the creation of a common thesaurus of gender terms (G+ programme, regional government of Andalusia, Spain).
- Renewed high-level commitment (since 2008-2009) to strengthen gender equality and improve in the way gender equality issues are integrated in project work; improved performance in addressing gender equality considerations in both policy and strategy documents, reflecting the strategic commitment in the medium-term strategy for 2008-2013 (capacity development and training programme in gender mainstreaming and gender equality, Unesco).

Operational improvements and better service quality

- Improvements in the planning and delivery of public services based on the integration of a gender perspective: about a quarter of project leaders believe that the work has led to the redistribution of resources between men and women (Sweden).

78 Sources: Case study research (Phase II); Callerstig and Lindholm (2013); LuxDev, Luxembourg; EIGE (2011), *Study on the use of good practice' as a tool for mainstreaming gender into the policies and programmes of the institutions of European Union and EU Member States*; EIGE (2013), *Mapping gender training in the European Union and Croatia: Synthesis report*.

- Improvements in general mechanisms for development work (spillover effect): focus on gender dimension provides a reason to analyse and reflect on everyday work that otherwise might not have been done (Sweden).
- Increased quality of projects, better analysis of project work through different gender analysis methods, better-quality projects submitted under the ESF framework (ESF Jämt project, Sweden).
- Reinforced organisational capacity building and democratic quality of the institutions involved, improvement in the efficiency of the gender budgeting process (G+ programme, regional government of Andalusia, Spain).

Improved participation

- Increase in women's participation and empowerment as a result of action research with local target groups (LuxDev, Luxembourg).
- Reinforced actions in favour of women's empowerment, especially at Member State level (capacity development and training programme in gender mainstreaming and gender equality, Unesco).
- More discussion (including more polarisation) and proactive attitude of female participants (Ministry of Foreign Affairs, the Netherlands).

In some gender equality competence development initiatives, for example in Austria and Sweden, particular emphasis was given to **changes in the outputs and the public image of the organisation**. Proof of the effectiveness of these initiatives can be seen in the use of more gender aware language. Language underpins practices within organisations and power relations, and there is evidence of sustained impact in this area.

Thanks to improved gender equality knowledge, in Austria gender neutral language is commonly used in the production of documents. Stakeholder interviews in Sweden revealed some changes in how staff members act and talk, and new ways of doing so help strengthen the efforts to work with gender mainstreaming⁽⁷⁹⁾ and might even have a long-lasting societal effect.

⁷⁹ Case study research (Phase II); *Evaluation of 10 years of gender mainstreaming in Austria*.

There have been significant developments relating to support from the ESF⁽⁸⁰⁾. For example, in Finland the comprehensive training, consulting and support service of the Valtava programme is considered to have had an impact on the process of preparing programming documentation for the next Structural Funds programme period. Many regional authorities have considerably revised the way in which they take gender issues into consideration. A significant difference can be detected in the way in which the gender equality dimension is now taken into account in the programming documentation prepared by the regions that had taken part in the training and those that had not.

Whilst the evidence scan identified some positive developments in gender mainstreaming, it is clear that there may be barriers to the transfer of the knowledge gained through participation in gender equality training, and there may also be some challenges in communicating the results up the decision-making ladder.

Importantly, the extent to which practitioners have applied newly gained knowledge in their day-to-day work varies. For example, a formal evaluation of gender equality training in Austria found that gender concerns became part of the daily work of only two fifths of participants, and only a fifth used gender mainstreaming guidelines in their work (IMAG GMB, 2010). A survey of project participants in large-scale training in Sweden found that for two fifths (40 %) of participants it was difficult to translate their knowledge into their daily work. Case study findings reveal that training participants can only use their acquired knowledge and skills if the organisation itself is open to changes and offers the necessary space to implement them.

3.3.2. Factors that increase the potential impact of gender equality training in organisations

A number of factors can increase the effectiveness of training in terms of generating an impact at the organisational level. They are summarised in the box below.

⁸⁰ The European Gender Mainstreaming Community of Practice has prepared a European standard on gender mainstreaming in the ESF, containing requirements for the implementation of gender mainstreaming in the ESF at both the European and the national level. At the national level, recommendations are set out for national and regional operational programmes, regional action plans and projects. This standard is expected to have a wide-reaching impact on gender mainstreaming within the EU in the context of the Structural Funds.



Success factors of gender equality training that foster change at the organisational level

1. Gender equality training takes into account the needs and gaps of the organisation, for example through a systematic training needs analysis that explicitly considers organisational goals.
2. Training participants share acquired knowledge with their colleagues.
3. Managers take ownership of the organisational strategy.

Effectiveness factor 7. Organisational needs are taken into account when working to develop gender equality competence

Gender audits, including a systematic **training needs analysis** that explicitly considers organisational goals, can increase the effectiveness of training in generating positive outcomes at the organisational level. Training needs analysis can strengthen the link between individual knowledge transfer and organisational outcomes by ensuring that appropriate behaviours and knowledge gaps have been targeted for change.

In-depth analysis undertaken for this research showed that assessing in advance the relevant knowledge and skills that the civil servants have and should gain from the gender equality training is an important but often overlooked issue. According to Austrian interviewees, the aim of an initial needs assessment is to reveal these knowledge gaps, with the goal of designing a programme that would support training participants in gaining the necessary knowledge. Once knowledge gaps are clearly identified, the training can address them more effectively and participants are more likely to develop the necessary skills to integrate gender considerations into their day-to-day work.

Stakeholder interviews in Greece stressed that needs assessments are required in order to tailor the training to the participants' area of work and level of understanding of gender equality considerations and skills. A needs assessment revealed the knowledge gaps of policemen who dealt with victims of domestic violence and subsequent training was tailored to address them.

In Finland, a training needs analysis was undertaken by the hired gender trainers, led by the manager of the Valtava programme, before a detailed, tailored training programme was designed. The training needs analysis was done at the start of the programme in the form of a questionnaire to potential participants. The assessment showed that officials in regional bodies tend to rate their knowledge higher than it actually is. This might be explained by the fact that gender equality is something that they should, in theory, understand and be aware of because the Act on Equality between Women and Men stipulates that all public officials should promote gender equality through their work. The survey highlighted misperceptions and issues to be addressed through training. The findings were also supported by the conclusions of a 'Gender mainstreaming into practice' project⁽⁸¹⁾ run by a group of three consultancies. An initial mapping exercise carried out as part of the project revealed gaps in gender mainstreaming expertise among staff in local authorities⁽⁸²⁾.

Learning from experience can also help gender trainers identify needs as part of an ongoing process of equality training development, as has been the case in large-scale ongoing gender equality programmes. As one of the main activities of the H&J programme, training has been conducted by SALAR for project leaders and process leaders from local authorities. These activities have been designed on an ongoing basis, taking account of the requests from the participants as well as the input from the ongoing monitoring of local development initiatives, evaluations and reports from researchers. According to the initial assessment of the needs, the group had basic knowledge of gender equality issues, but most of all needed better skills in project and organisational management. Such knowledge was needed to enable project leaders to plan and implement gender mainstreaming in their organisation in an effective manner. Since gender mainstreaming targets the ordinary processes of an organisation, it was believed that it is very important to understand the main processes and procedures operating in public organisations. Over time, the needs of the target group were reassessed, making it clear that project managers required knowledge of the gender dimension of specific issues, policy areas and analytical skills, such as how to make an analysis of gender biases in various areas, from the education sector to the care sector. Training thus consisted of different training courses on project management, management by objectives, evaluation workshops, gender analysis and strategic communication. Several interviews pointed to the fact that the training activities had become

81 Valtavirtaistaminen käytäntöön 2010-2012, implemented by Sosiaalikehitys Ltd, KoulutusAvain Ltd and WoM Ltd.

82 Haataja, M-L., Leinonen, E. and Mustakallio, S. (2011), *Gender mainstreaming in development programmes and projects — Guide for authorities and project actors*, KoulutusAvain Ltd, WoM Ltd, Ministry of Employment and the Economy, Helsinki.

gradually more specific and targeted towards meeting the needs of the participants of the programme better.

Learning from the *ex post* evaluation of training was found to be a good step towards ensuring an increasingly good match for training needs. For example, the 'Gender glasses' project from Finland was designed to equip staff in the national administration with a basic understanding of the principles of gender mainstreaming and how to assess the gender impact of policies. The evaluation of this training showed that it was most effective when developed according to specific ministry needs and that the training needs assessment carried out at the start (before launching training or other support) proved particularly useful in this regard⁽⁸³⁾. Participants also emphasised the need for practical tools and good practice examples, and this feedback was taken into consideration in all phases of the project⁽⁸⁴⁾.

Effectiveness factor 8. The acquired knowledge is shared with colleagues

The case studies show good results where organisations have built up their knowledge base by disseminating information received through training internally and externally⁽⁸⁵⁾.

Evidence of newly gained research and analytical skills that further add to the gender equality knowledge base within an organisation⁽⁸⁶⁾

- Increased capacity to use gender theory and research in practical gender equality work (Sweden).
- Increased capacity to integrate gender into research contexts through the consideration of gender issues throughout the research cycle. Increased capacity to persuade others (i.e. advocacy skills) on which arguments to use, how to address and overcome resistance and how to ask the right questions (gender in EU-funded research: toolkit and training by the European Commission's Directorate-General for Research and Innovation).

In Sweden, within the framework of the H&J programme, a network for sharing information was established and set to operate over time. Gender mainstreaming project leaders meet regularly in forums for learning and exchange. In this institutionalised setting they can exchange their experiences on the implementations of gender mainstreaming activities and discuss the challenges that are arising so as to find common solutions.

83 The evaluation relied mainly on self-evaluation and feedback obtained from the beneficiaries of the training through online surveys. Overall, the training courses seemed to have matched the expectations of the participants. The participants were also satisfied in terms of the training having been useful for their work (and the level of satisfaction and perception of relevance improved over time as the training became more tailored to needs).

84 Sosiaali- ja terveystieteiden ministeriö (2009), *Sukupuolisilmäläsit käyttöön! Loppuraportti (Gender glasses on! Final report)*, Sosiaali- ja terveystieteiden ministeriön selvityksiä, p. 43. Available at: http://www.stm.fi/julkaisut/nayta/_julkaisu/1440201#fi

85 For example, GIZ uses knowledge-management approaches so that members can rapidly access the information they need: 'we set out to process our expertise, solutions and successes in a more targeted way and publicise them inside and outside the company, with support from Corporate Communications' (*GIZ gender strategy* (2012), p. 9).

86 Sources: Case study research (Phase II); EIGE (2011), *Study on the use of 'good practice' as a tool for mainstreaming gender into the policies and programmes of the institutions of the European Union and EU Member States*; EIGE (2013), *Mapping gender training in the European Union and Croatia: Synthesis report*.



Effectiveness factor 9. Managers take active ownership of the organisational strategy for competence development

Gender mainstreaming is the responsibility of all policy-makers, regardless of their role and seniority⁽⁸⁷⁾. Nonetheless, securing the backing of managers is particularly important for the provision of gender equality training and, eventually, the successful implementation of gender mainstreaming. Whilst the organisational framework defines the roles and responsibilities for action on gender at different levels, managers are responsible for sharing and promoting these commitments to gender equality from the top level of the organisation. Managerial support is important not only because of its symbolic value but also due to the concrete results it can deliver for gender equality training (well-tailored content, greater participation, allocation of time resources for staff, etc.).

Gender equality training that actively encourages managers to take part in the design of training and the setting of its objectives appears to have enhanced effectiveness and tends to be more successful. For example, the role of managers in the training process was a key finding from the management training initiative in the Gothenburg Education Department in 2009-2010. It was clear that the actions of the head of the department meant more to the outcomes of the training than the fact that the training was made obligatory⁽⁸⁸⁾. As recognised by the evaluation of Austria's gender mainstreaming programme, managers are essential in setting and leading an agenda for change⁽⁸⁹⁾. As such, they must demonstrate particular attention to and support for gender equality training.

In the Berlin district of Treptow-Köpenick, ongoing coaching/training assistance is provided to two key staff members in the administration. It involves technical assistance and coaching at all stages of the planning and implementation of the project, as well as technical assistance for the development of the district's updated/new gender mainstreaming strategy and equal opportunities goals. Knowledge of gender relevance already exists, and the external support through coaching provides a bridge between

this specific expertise and the capacity to put theoretical knowledge into practice.

As pointed out in the interviews for the Austrian case study, managers have an important role in agreeing on the content of gender equality training courses within their organisation, which forms the basis for the gender competence development of all remaining staff members⁽⁹⁰⁾. They may also be responsible for marketing gender equality training courses and promoting participation. For instance, in the Valtava training programme in Finland, the head of Structural Funds was typically in charge of sending out the invitations to gender equality training in each regional organisation⁽⁹¹⁾.

Furthermore, managers can fulfil an important role in monitoring and follow-up. According to the head of a research institute in Austria, the 'main factor for success [in gender mainstreaming activities]' is 'the will of the executive/manager of the authority to implement changes as rules of action' rather than as one-off pilot projects⁽⁹²⁾.

As part of their monitoring and follow-up function, managers are in a position to assign time for staff members to implement the lessons from the training courses and to encourage their colleagues to make full use of it. In Sweden, as part of a long-term, interactive evaluation of the HåJ programme, all project leaders were surveyed in 2012. Most reported that mapping had been carried out in their organisations after gender equality training had been given, in order to highlight gender inequalities. However, around one third of them stated that such mapping, generally presented in the form of sex-disaggregated statistics, had not been analysed. Lack of time, insufficient expertise when it comes to analytical work and managers' lack of interest were cited as the key reasons. Some suggested that the gender equality perspective had 'drowned' in other ongoing activities⁽⁹³⁾. The importance of dedicating time to the follow-up of gender equality training was echoed in the Finnish case study.

Reflecting on the Valtava programme, interviewees recommended that staff who were accountable for mainstreaming activities be given extra time to carry out their duties by a reduction of their work in other areas⁽⁹⁴⁾.

87 A reminder of the need to develop the gender competence of all public officials is reflected in a long-term evaluation of gender mainstreaming efforts in Austria, which concluded that executives were around twice as likely to know about the collection of gender data as other colleagues in their organisation.

88 Callerstig (2012).

89 Bundesministerin für Frauen und Öffentlichen Dienst im Bundeskanzleramt Österreich (2010), *Zehn Jahre Gender Mainstreaming in der Bundesverwaltung (Ten years of gender mainstreaming in the federal administration)*. Available at: <http://www.bka.gv.at/DocView.axd?CobId=41865>

90 Austria case study — interviews.

91 Finland case study.

92 Austria case study — interview with the head of a research institute that offers and evaluates gender training activities in Austria.

93 Interim report, spring 2013.

94 Key staff to whom this applies could be any individual gender equality focal points who are accountable for gender mainstreaming activities. For more on their specific needs, see Section 3.9.1.

Case study examples from Austria, Finland and Sweden suggest that a less concrete, but equally important, aspect of managerial influence is that of contributing to a 'gender aware' work culture. Although this is difficult to measure, it relates to commonly accepted office norms, such as the hours that are worked, the jokes that are considered

appropriate and the manner in which colleagues are addressed. All of these feed into collective, unspoken judgement as to what is relevant, acceptable and/or important within an organisation. Related examples of managers influencing staff members are shown in the table below.

Table 3.4. Case study examples: the effect of managers on other staff members

Organisation/programme	Member State	How managers affect other staff members
City administration of Graz	Austria	Staff members are required to work towards gender equality because it is a strategic management goal and because the priority has been set by the head of the organisation ⁽⁹⁵⁾ .
Valtava programme	Finland	As a key characteristic of a gender-sensitive organisation, interviewees highlighted the importance of having a committed, supportive manager ⁽⁹⁶⁾ .
Örebro municipality	Sweden	The economic director's leading role in emphasising the importance of gender budgeting was judged to have had a big impact by the main member of staff responsible for the gender equality plan ⁽⁹⁷⁾ .

A desire to reach staff members in positions of influence can be seen in the design of training programmes in Austria, Finland and Sweden, as reflected in the following table.

95 Austria case study — interviews.
 96 Finland case study.
 97 Sweden case study — interviews.

**Table 3.5. Case study examples: the design of training programmes to influence managers**

Organisation/programme	Member State	How managers have been targeted
Department for Gender Equality Policies and Legal Matters	Austria	It has developed a course of study on gender mainstreaming and equality aimed mainly at senior staff. The course considers gender issues in relation to results-based management and effect-oriented impact assessment ⁽⁹⁸⁾ .
Ministry of Defence	Austria	In the module on gender in military operations, commanders in the Austrian armed forces are given briefings on the strategic insight that the gender perspective can bring. This increases their interest and leads them to emphasise the importance of training to those below them ⁽⁹⁹⁾ .
Municipality of Graz	Austria	A package is in place to encourage structural awareness for management ⁽¹⁰⁰⁾ .
Valtava programme	Finland	Project leaders were offered one-on-one consulting and training ⁽¹⁰¹⁾ .
HåJ programme	Sweden	Politicians, managers and other key actors were a key target group ⁽¹⁰²⁾ . The training sessions revolved around management-driven change and included the latest research on leadership ⁽¹⁰³⁾ .

3.4. The effectiveness of gender equality training at the societal level

3.4.1. Societal change: the impact of gender equality competence development

Although it is still too early to capture the long-term outcomes of the gender equality competence development initiatives of the case studies, as the data are scarce and the impact is difficult to track methodologically, this research showed some of the positive impacts that gender equality training can have at the societal level.

As a result of the gender equality competence development initiatives that are carried out, new tools and knowledge on gender equality are being used by civil servants and administrative workers. As such, the organisational procedures and practices evolve, as well as the organisation's outputs.

Some of the identified impacts of gender equality competence development on society include the following:

- more social awareness of gender equality;
- people receive better and more gender-responsive services;
- public debate on gender equality issues is fostered.

Gender equality training has an effect on both individuals and organisations. Improving organisational awareness of gender equality inevitably has an influence on an organisation's outputs and shapes its societal impact. If the role of the organisation is to provide services to a broader public, changes may be even more visible.

In the case study research, one of the indirect impacts of gender equality training was related to the wider use of more gender neutral language by the organisation. As such, the outputs of the organisation were more gender sensitive. As some of the documents where gender-sensitive

98 Austria case study.

99 Austria case study — interviews.

100 Austria case study — interviews.

101 Finland case study.

102 Sweden case study.

103 The success of these courses led many of them to be officially certified, such as the National Defence College's equality-making learning and Stockholm County Council's leadership training.

language is used are not only internal, they may reach a broader public and contribute to a **more gender aware society**.

In Austria, several interviewees tended to recognise a recent improvement in the use of gender neutral language. They thought that the new institutional policy had some impact on the press and that gender neutral language had been widely used in national broadsheets such as *Der Standard* and *Die Presse*, or regional newspapers such as *Salzburger Nachrichten*. Besides, these newspapers were also perceived as reporting more on gender equality than before.

By promoting gender competence development, commissioning authorities also strengthen the gender analytical skills of policymakers, enabling them both to create and to contribute to a more gender aware policy process. This feeds into the long-term achievement of the goal of gender equality. As an example, the implementation of gender budgeting in Austria contributed to the **better allocation of resources** between different groups in society. Even if the available training did not reach all relevant actors, the gender competence development initiative has contributed to showing that budgetary processes are not gender neutral. Hence, more civil servants reflected upon the effects of this procedure on people's daily life.

Case study research also revealed the multiplying impact that one successful gender equality competence development initiative can have in society. Indeed, as was described in the previous sections, successful gender equality training is often backed up by the production and distribution of a large amount of resources, including guidelines and toolkits, the popularisation of academic literature on gender mainstreaming and gender equality competence development initiatives, and workshops. This specifically produced material not only reaches training participants, but may be distributed further. Thus it can foster a **wider public debate on gender inequalities** and bring many more actors to think and act upon these newly identified issues. As mentioned in the Finnish case study, the guidebook and practical manual specifically drafted for the two key target groups of the Valtava programme were used not only by the training participants but also more broadly.

Also, individual Valtava projects have fostered a wider interest in gender equality competence development initiatives, coming from other local and regional organisations that now see training and competence development as a successful way to support the implementation of gender mainstreaming. As an example, one project (Lapin Letka) has been specifically used to support some local and regional organisations in the preparation of their gender

equality plans. Online training courses on 'gender equality in Finland' and 'tools for gender equality' were developed within the framework of this initial project, and are now both officially recognised courses.

Gender equality trainers have emerged as a new type of gender equality professional. University qualifications appear more often among the selection requirements of the institutions that commission gender training. For this reason, more universities are now providing courses and degrees to potential gender equality workers. This trend, partly encouraged by the development of gender equality training, also contributes to its institutionalisation.

In Finland, staff of the Ministry of Social Affairs and the external gender trainers actively participated in the work of the European Gender Mainstreaming Community of Practice, which prepared a European standard on gender mainstreaming in the ESF. This standard contains requirements for the implementation of gender mainstreaming in the ESF at both the European and the national level. Therefore, the newly acquired knowledge had some direct impact on the future of the Structural Funds and the related programmes that will be implemented further on.

However, stakeholder interviews suggested that, in addition to the lack of time to proceed to a deeper analysis of the societal impacts of gender equality competence development, the societal impact of gender competence development initiatives would be limited if activities were not followed-up in a more systematic way. Trying to reach a broader audience was also mentioned as a potential trigger for gender equality training effectively impacting society. Also, an organisation's outputs and outcomes should be regularly evaluated from a gender perspective to make sure that gender is mainstreamed in the long term.

More research is needed to assess the whole extent of gender equality training and its role in fostering gender equality at the societal level. Nonetheless, some factors that may increase the effectiveness of gender equality competence development in terms of achieving an impact at the societal level can be identified. They are summarised in the box below.



Success factors of gender equality training that foster change at the societal level

1. Managers effectively communicate the organisational strategy and the use of gender equality training as a useful tool to support the implementation of gender mainstreaming.
2. The organisation's outputs are distributed to a wider audience through the creation of networks and bridges with other relevant actors.
3. Gender competence development initiatives are regularly carried out to make any change a long-term one, along with other initiatives aimed at reaching a wider audience.

Scant data do not allow for a deeper analysis of the factors that would have an impact on the relevance of gender training for wider societal change. However, there is some evidence to suggest that the following factor might influence the way that gender equality training leads to societal changes: the way the benefits and outputs of gender equality competence development are communicated to a wider audience.

As shown in the case study research, one of the factors that encouraged the multiplying effect of gender equality training initiatives was the dissemination of their successful results in supporting the implementation of gender mainstreaming. Managers have a key role in ensuring that the benefits of gender competence development initiatives are communicated internally and externally. As such, they need to make sure that an evaluation of the training outcomes is carried out at different points in time.

Sharing knowledge, as well as success stories and challenges, can be extremely helpful in fostering more effective gender equality training. Networks reflecting on wider gender equality issues and involving different actors can serve as a basis for exchanging experiences on the benefits of gender equality training.

Communities of practice present a good opportunity in this regard. They provide a space for the exchange of information and knowledge on gender issues whilst making it accessible and relevant to different audiences (individuals, experts, policymakers and practitioners, often working in different Member States). Communities of practice can also provide members with tools and resources, including

networking opportunities, access to research and policy documents, briefings and dossiers, and thematic guides. They can combine online encounters with face-to-face meetings. In the past few years a number of efforts have been made to build communities of practice of gender equality experts at both the international and the EU levels. The research evidence showed that these networks have played a role in fostering the exchange of knowledge between various groups of gender experts and have helped make it more easily accessible and relevant to different audiences.

With regard to setting up discussions and developing new practices for gender equality training to be effective at the societal level, communities of practice can set the scene for discussing new ideas.

3.5. Summary of findings

Within this research the concept of training effectiveness went beyond a simple measurement of outcomes based on immediate measures and participants' satisfaction and towards more substantive and longer-term changes as a result of the training. Effectiveness was defined here as the extent to which a gender equality competence development initiative led to the desired outcomes for which it was undertaken.

The most common approach applied by trainers to evaluate gender equality training was a satisfaction survey that asked training participants to complete a questionnaire, or a scorecard, on what they learned and what they felt was missing during the course. Other methods that evaluate the intermediate outcome of gender equality training from an organisational perspective and the impact at a wider societal perspective are rarely used.

Through desk research and stakeholder interviews, the research team examined the individual, organisational and societal impact of the training in the selected case studies.

The case studies suggested that gender equality training had multiple impacts at the individual level when it was organised in such a way that it:

- was tailored to the audience and raised awareness about the relevance of gender equality training to staff's day-to-day activities and the importance of gender equality as something that can benefit everyone;
- used participatory approaches to build participants' practical skills and 'know-how' — practical exercises

relevant to the role were particularly important in developing the technical competences of civil servants to use gender mainstreaming tools such as gender analysis and gender budgeting;

- was a part of an ongoing strategy of gender competence development;
- was delivered by skilled and competent gender equality trainers.

Evidence of embedded changes in organisations over the longer term was difficult to assess through the case study research, primarily because training programmes are not systematically evaluated and long-term impacts are not assessed.

Although it is difficult to generalise, the case studies suggest that gender equality training is more effective at the organisational level if it is:

- based on the assessment of specific organisational needs, for example it is assessed through a systematic training needs analysis that links the gender equality training to the organisational goals;
- supported by an approach of sharing acquired knowledge within the organisation;
- acknowledges the role of managers and encourages them to take ownership of the organisational strategy for gender mainstreaming.

At the societal level, some researchers were able to see signs of the following positive effects of raising gender equality competence of public administration staff:

- more social awareness of gender equality;
- people receive better and more gender-responsive services;
- an improved image of the organisation as a result;
- public debate on gender equality issues in society is fostered.

A key issue identified as part of the review of effectiveness was the lack of evaluation evidence, linked to lack of methods on how to develop evaluation indicators and measure outcomes and impact. Future comprehensive monitoring and evaluation of gender equality training is essential not only to assess the immediate impact of training on participants, but also to expose how gender equality training contributes to gender mainstreaming that results in the promotion of gender equality and combating of gender-based discrimination. Importantly, better evaluation evidence on the effectiveness of gender equality training in this respect could help inform policymakers and civil servants on the practical benefits of gender mainstreaming and its link to their daily work. Moreover, one needs to acknowledge that for a long-term evaluation it is necessary to look at the chain of events and the effectiveness of the whole strategy for gender mainstreaming, rather than at training alone.

4. Conclusions and recommendations



Gender training makes a difference. If implemented systematically it facilitates a positive change in the attitudes and decisions of policymaker and the routines of policy implementers, and eventually more gender-responsive interventions. The in-depth study on gender equality training in the EU identified the factors that contribute to effectiveness of gender equality training and looked at existing evidence of its effectiveness at the individual, organisational and, where possible, societal levels. Informed by five case studies of gender equality training programmes in Austria, Greece, Germany, Finland and Sweden, the study explored how better knowledge and skills can improve the implementation of gender mainstreaming. The study found that improved individual gender competence directly leads to positive gender mainstreaming results if certain preconditions are met.

4.1. Making gender equality training work

All the case study Member States (Austria, Germany, Greece, Finland and Sweden) have strong legal and policy frameworks in favour of gender equality. To varying degrees, gender equality training is in the process of being institutionalised.

The case study research identified five institutional preconditions for the provision of effective gender equality training at the EU, national, regional and local levels, which are summarised below. The first precondition calls for the attention of law- and policymakers, whereas preconditions two to five are primarily for the attention of institutions commissioning and coordinating gender equality training.

Institutional preconditions of effective gender equality training

1. Existence of a legal framework and policy commitment to gender mainstreaming.
2. Existence of an organisational strategy for gender equality competence development that would set out a clear framework for action.
3. Sufficient funding is provided for the fulfilment of the organisational strategy.
4. Staff are actively encouraged to attend gender equality training.
5. Existence of an adequately resourced accountability system.

The case study evidence provided a range of insights into each of the preconditions.

Precondition one. Existence of a legal framework and policy commitment for gender mainstreaming

The legal and policy context for gender mainstreaming in each Member State provides the baseline requirements for the delivery of gender equality training. The investigated case studies indicate that institutionalisation of gender equality training legitimises change. It also ensures the sustainability of improvements because it frames a more systematic and consistent use of gender equality tools and the transfer of gender equality knowledge.

Embedding the development of gender competence, for example through training, in national strategies for gender equality signals collective acknowledgement of the importance of gender knowledge and awareness.

Precondition two. Existence of an organisational strategy for gender competence development

To ensure the effective implementation of the existing commitment, the development of gender competence must be integrated into the institution's or organisation's (equality) action plan. In doing so, institution sends a clear signal of:

- a collective commitment to the advancement of gender equality and mainstreaming;
- the willingness to prioritise gender capacity development as an internal process;
- the scope of its ambition in leading change.

If the institution's action plan defines the roles and responsibilities for action on gender at different levels, managers become responsible for supporting, sharing and promoting the commitment to gender equality.

Precondition three. Sufficient funding is provided for the fulfilment of the organisational strategy

The case studies underlined the importance of devoting adequate resources to gender equality training. These resources — both human and financial — are necessary for providing the sessions themselves and also for ensuring



lasting impacts. Staff should be encouraged to participate in the sessions, with a consistent allocation of time and an adequate budget in place to allow them to attend.

Precondition four. Staff being actively encouraged to attend gender equality training

Where gender equality training is optional, attendance rates are usually low. With the exception of Sweden, this was confirmed in all case studies. Resolving the issue of low-participation is key to developing and delivering effective training. Case study research suggested that there are two main reasons why participation rates remained low: (i) disparity between perceived and actual knowledge of gender equality considerations; (ii) failure to understand the relevance of the training to potential participants' day-to-day work.

Even when gender equality training attracts adequate numbers of participants, it may not reach those individuals with the greatest knowledge gaps. Innovative approaches could include mandatory gender mainstreaming training for new employees, particularly those in decision-making positions. Where relevant, knowledge of gender mainstreaming issues could be added to civil servants' job descriptions.

Precondition five. Existence of an adequately resourced accountability system

The success of gender equality training relies on having clearly defined and specific accountability mechanisms in place. Such mechanisms ensure that the sessions occur and that they are of high quality.

The accountability system can rely on responsibilities assigned to single staff members or wider networks. When setting up a system, institutions should consider that it might be a serious challenge for individual gender equality focal points to enforce their organisation's gender mainstreaming strategies alone.

In addition to ensuring gender equality training takes place, accountability mechanisms play a key role in making sure that the training provided is of good quality. It is important to measure the extent to which training has brought about change within an organisation and to address the identified shortcomings.

4.2. Gender training makes a difference

In the course of the study effectiveness was defined as the extent to which training led to its desired outcomes.

At the individual level the immediate outcomes of gender equality training should ideally include:

- increased awareness and motivation changes observed among participants in the programme;
- knowledge, skills and competences gained as a result of participating in the training programmes.

At the organisational level the intermediate outcomes of gender equality training should ideally include:

- the implementation of new policies, practices and activities to mainstream gender;
- improvements in decision-making processes on gender mainstreaming;
- organisational changes;
- changes in services and the public image of the organisation.

At the societal level the long-term impacts of the gender equality training should ideally result in narrowed gender gaps in various policy areas.

The case study research identified the individual and organisational impact of the training in the selected case studies based on the stakeholder interviews and existing monitoring and evaluation data.

The research team found it difficult, however, to assess the extent to which gender competence development programmes have brought change at a wider societal level, as training evaluations rarely address long-term impacts. When gender equality training is conducted as part of the implementation of a gender mainstreaming strategy the success of the strategy most often depends on a number of factors, and the importance of gender equality training is difficult to isolate.

Changing individual perceptions and way of work

Gender equality training appeared to have had a number of positive impacts on the participants. The researchers identified that, most importantly, gender equality training:

- raised awareness and shifted perceptions about the importance of gender equality (i.e. as a value that can benefit everyone);
- encouraged individuals who had an interest in gender equality to more consistently take gender into account in their work;
- developed the technical competences of participants to use gender mainstreaming tools such as gender analysis and gender budgeting.

The **key factors that increase the impact of gender equality training on individual participants** include: motivation to participate in and work for gender equality; the relevance of the training programme to day-to-day activities of the participants; sufficient skill and competence of gender equality trainers; participatory approaches used to deliver the training programme; and relevant guidance materials.

Changing organisational policies, procedures and practices

The research indicated that gender equality training had the potential to influence the way institutions and organisations function. Even with limited data the researchers were able to identify positive impacts for gender equality training on organisations. If implemented effectively, training led to new or more gender-responsive interventions: gender aspects supplemented decision-making processes, organisational cultures changed to become more gender sensitive and service delivery increasingly took gender into account.

The research data suggested that a number of **factors can improve the effectiveness of training so as to have a deeper positive impact on organisations.** Examples of such factors include: training needs being systematically assessed before training so the training content better responds to organisational goals; training participants being given tools to share acquired knowledge with their colleagues; and senior managers expressing the political will to apply the knowledge gained in practice.

Bringing more gender equality at the societal level

New knowledge on gender aspects systematically brought into the day-to-day working practices of the training participants has the potential to bring better gender equality outcomes in society at large. However, evidence for achieving societal level impact over the longer term is not well documented and was difficult to establish through the case study research, for three main reasons:

- training programmes are not systematically evaluated and long-term impacts are not assessed;
- it is difficult to isolate the factors that contribute to change in the long term;
- authorities that commission gender equality training do not have sufficient knowledge of how to develop indicators and assess the effects of gender equality competence development programmes.

Further research is required in this area.

Despite the abovementioned challenges, the research team identified interesting examples where knowledge gained through training made a difference in the implementation of gender mainstreaming and improved the services provided to individuals at the wider societal level.

4.3. Recommendations

Taking the above into consideration, a series of recommendations on how to improve the effectiveness of gender equality training programmes can be made. These derive from the institutional preconditions identified earlier and the additional factors that relate to the content of gender equality training programmes.

From an institutional perspective, specific legal provisions and policy commitment supporting gender mainstreaming and gender competence development would help EU and national institutions to be more effective when integrating gender within their fields of competence. A comprehensive framework that recognises the need for the development of competences on gender mainstreaming is essential in this area.

To implement legal requirements, law- and policymakers should create new drivers and stimuli to implement gender equality training as a tool to support the implementation of gender mainstreaming through internal standards, performance management systems and incentives provided



directly to civil servants to attend gender equality training programmes and integrate gender considerations in their day-to-day work.

Civil servants should also assess the needs of key government departments from a gender perspective with a view to putting in place gender equality plans and structures. Sufficient resources would then have to be allocated to equality plans to support their implementation, devoting special attention to building the necessary knowledge and skills of staff responsible for the planned interventions. Once the organisational needs are clearly identified, the selection of trainers is key to the effectiveness of the programme.

Civil servants commissioning gender equality training should take a close look at the skills, competences and knowledge of gender trainers to ensure that they are relevant to their organisation. EIGE is developing a checklist to assist them in the process for the selection of gender trainers.

Providing gender equality training is important, but in some cases making it mandatory for more members of staff might be essential in order to reach those with the biggest knowledge and capacity gaps, for example senior managers.

Monitoring and evaluation should become an integral part of gender equality competence and the cornerstone of the accountability system created to make sure that competence development programmes are implemented efficiently. Instead of barely measuring participants'

satisfaction, evaluations should aim to systematically assess the impact of training at the individual, organisational and, where possible, societal levels. Helpful evaluation methodologies and approaches should be developed to assist responsible civil servants.

Institutions investing in gender equality training need to make an effort to ensure that training is effectively tailored to the needs and goals of the organisation in different respects so as to increase the positive effects of the programmes. If participants are unclear about the relevance of the training then they are unlikely to engage with it. Integrating gender considerations into all types of professional training programmes and activities is another way to reach a wider audience, but can work only if approached systematically.

Participants need to see the relevance of the training to their day-to-day work and understand how gender mainstreaming links to their responsibilities. Participatory and experiential learning techniques should be employed more often to effectively engage and communicate the message to training participants.

The role of gender equality trainers goes beyond the transfer of skills and knowledge. Qualified trainers, if effectively supported by the institution, have great potential to stimulate and enable outcomes at the organisational and, in the long term, societal levels. Therefore, systems for the quality assurance of gender equality competence development programmes deserve attention and investment.

ANNEXES



Annex 1 Methodology

A1.1. Methodological framework

As explained in the introduction, the methodological framework is based upon the logical framework approach, underpinned by the theory of change. This theory highlights the logic between objectives, activities, inputs, outputs and outcomes to aid the development of evidence-based policy options. As such, it offers a solid basis to identify and assess the logical steps that lead a policy/programme/activity from an identified need to expected outcomes and impacts. For change to happen, some factors must be present and some preconditions must be met.

This conceptual tool offers a structured framework to explore change brought by gender equality competence development programmes at the individual, organisational and societal levels and relies on several elements.

The analytical model takes into account the **context** of gender equality training activities, i.e. gender mainstreaming is on the political agenda in the majority of Member States and in the EU, but in practice lacks effective implementation due to knowledge and capacity gaps.

The **rationale** for implementing gender equality competence development initiatives is addressed — what is the problem that gender equality competence development sought to address and the consequences for public administrations that do not undertake such activities?

The **inputs** into the gender equality competence development initiatives (primarily the policy commitments and the human and financial resources allocated to gender equality training activities) are closely analysed.

The **target group** (or groups) for the programme, meaning the groups that must be engaged in the training to achieve the effective implementation of gender mainstreaming strategies at the national, regional and local levels, is identified.

The **scope, content and delivery methods** used in delivering training programmes are assessed. More specifically, the following training activities for promoting gender competence within the organisation by level are assessed:

- Planning, for example the assessment of training needs, identifying the target audience, setting aims, objectives and intended outputs/outcomes.
- Basic training.
- Awareness raising.
- Training the trainers.

- Activities to promote and embed learning in the workplace.
- Activities to promote and embed learning across and within projects/programmes/sectors.
- Activities to promote and embed learning by programme managers: backstopping in projects, supervision by programme staff, study tours, etc.

The **outputs** of training programmes that were delivered, such as the number of people who received training and participated in follow-up activities, are analysed.

In addition, the model also looks at the **outcomes** of the programme that were expected to result from the outputs and to build on their achievement at the individual, organisational and societal levels.

At the individual level these include:

- knowledge, skills and awareness gained as a result of participating in the training programmes;
- opinions, aspirations and motivation changes observed among participants in the programme.

At the organisational level these include changes in the implementation of gender mainstreaming strategies, such as:

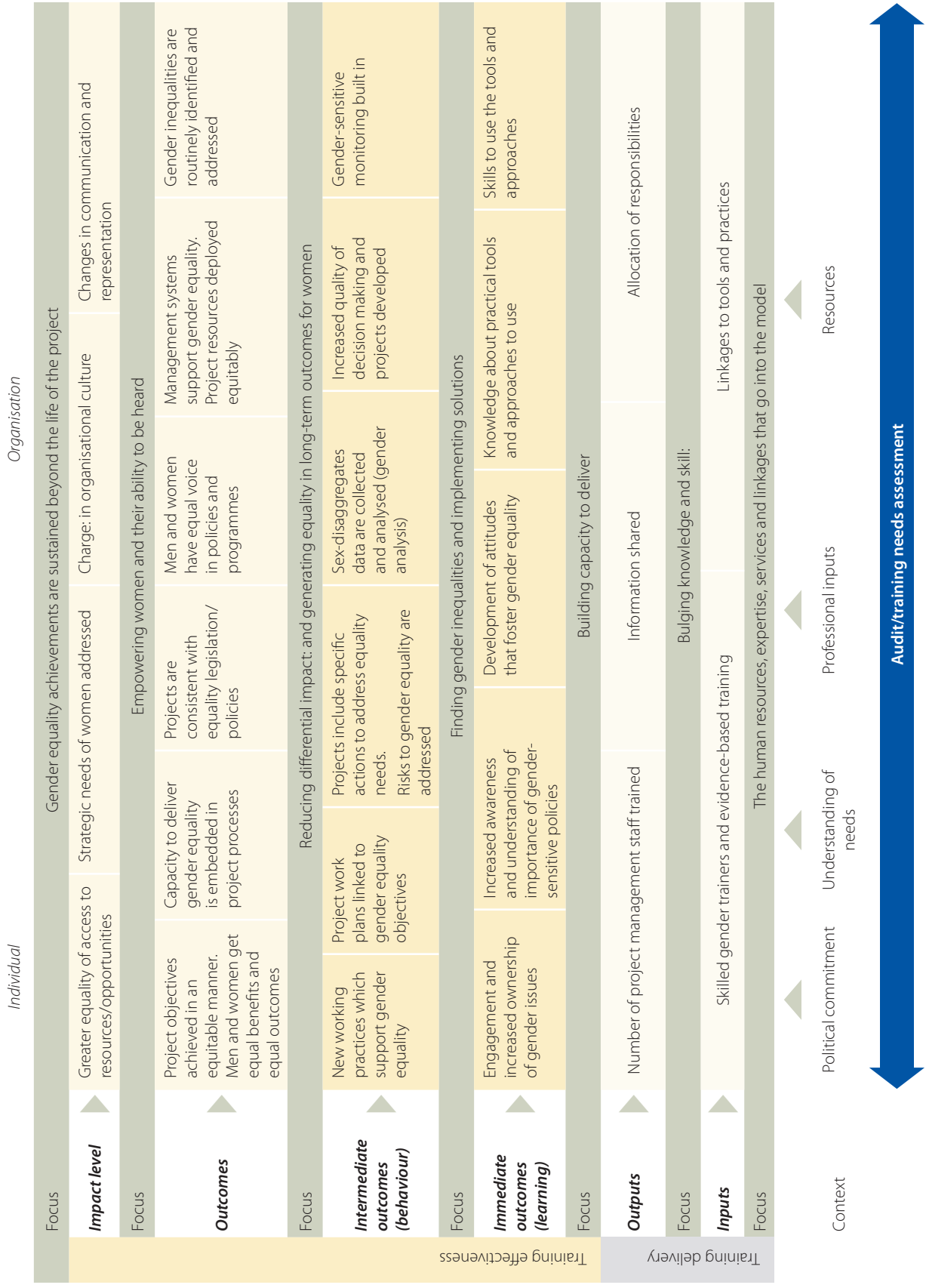
- decision-making processes on gender mainstreaming;
- policies, practices and activities introduced to mainstream gender;
- changes in products and the public image of the organisation;
- changes introduced in the organisational culture.

At the societal level, the long-term impacts of the programme that were expected to be achieved and that are the aims of the programme are as follows::

- changes in the organisational culture resulting from the work done;
- relationship to the gender equality goal and gender mainstreaming strategy;
- relationship to the performance of the organisation and its target groups;
- evidence of improvement using specifically formulated performance indicators.

The following figure provides the outline logic model for this study, with the various elements of the model shown below.

Figure. Outline logic model
Notional input, output, outcomes, impact model (logical framework approach) for training in gender mainstreaming



A1.2. Case study methodology

The five case studies on which the study is based were selected and analysed following a specific process.

Selection of the case studies

To select the case studies, the study team conducted an extensive review of the different gender equality competence development initiatives that had been collected during the first phase of the study. The study team looked for examples of the previously identified challenges that had been tackled with apparent success and based upon a list of criteria. Five case studies were selected.

Desk research

Following the selection of the case studies, the study team started to collect data on the initiatives, including:

- quantitative data, such as number of participants, number of times the initiative had been carried out and number of staff that were trained on a specific method;
- qualitative data, such as satisfaction surveys from participants, related publications conducted on the initiatives, material used during the training activities and documentation that was produced within the framework of the initiative.

Qualitative interviews

Concurrently, the information collected through desk research was complemented with a number of in-depth qualitative interviews carried out with relevant actors, including:

- representatives of commissioning authorities;
- high-level civil servants and managers in charge of promoting the activity to their staff;
- trainers;
- training participants;
- gender experts.

These actors were selected due to their specific role in the change process that is expected to happen through gender competence development.

An interview guide was developed and served as a basis for these 39 semi-structured interviews. The topic guide and the list of interviews are provided in the following annexes.

These interviews also provided an opportunity to access more internal documents, provided directly by the informants.

Analytical process

Researchers followed a two-stage approach to analyse the research findings. The first stage of the approach comprised the identification of issues/gaps, as highlighted by the interviewees. The second stage comprised analysis oriented towards identifying the emerging themes and trends, noting commonalities and differences in the responses of interviewees regarding each of the research questions. The study team drew out several issues under which the initiatives needed to be examined, such as:

- the legal, policy and institutional frameworks in which the activities take place;
- the allocated resources (human and financial);
- the scope and programme of the initiatives;
- the targeted public;
- the existing accountability mechanisms.

The outputs from this two-stage analysis were used to inform case study reports.

The findings from the case studies were also enriched by several exchanges with gender equality training experts and commissioning authority representatives. The exchanges took place during an online discussion on EuroGender and two expert meetings.

Methodological challenges and limits

Several methodological challenges were faced by the study team when trying to assess the effectiveness of gender equality competence development initiatives, including:

- a lack of quantitative and qualitative data on gender equality training initiatives' outcomes and impacts;
- limited information on the level of knowledge transfer into the organisation procedures and routines due to the relatively recent implementation of gender equality training initiatives;
- a lack of accountability mechanisms and institutions able to track down the changes in the long term.



A1.3. Interview guide

1. Brief overview of gender equality training initiative

[Please ask only if data are not available through desk research]

- 1.1. What are the aims and objectives of the initiative (training) selected?
- 1.2. How has it evolved over time?
- 1.3. Is it a continuous or a one-off initiative?
 - Does it form part of capacity building?
 - What other forms of capacity building are there (if any)?
- 1.4. Who commissioned the gender training?
- 1.5. Who is/was responsible for implementing the initiative?
- 1.6. Is/was the initiative compulsory or voluntary?

2. Institutionalisation of gender competence development

Legislation

- 2.1. Is gender mainstreaming a legal requirement in the Member State?
 - If yes, what are the key legal acts and key provisions regulating gender mainstreaming in your Member State?
 - If not, why not? Do you think it should/should not be a legal requirement?

Institutions

- 2.2. What are the main bodies responsible for designing the gender mainstreaming strategy?
 - How are their responsibilities allocated (e.g. across national, regional, local levels)?
- 2.3. What are the main bodies responsible for implementing the gender mainstreaming strategy?
 - How are their responsibilities allocated (e.g. across national, regional, local levels)?

Strategies and policies on gender mainstreaming

- 2.4. Does the Member State have a policy framework in place for the promotion of gender equality/gender mainstreaming?
 - If yes, please answer the following.
 - Could you name and describe it?
 - How important in your view are such policies as a driver for gender training/gender mainstreaming?
 - If not, why? Do you think it should/should not be a policy commitment?
- 2.5. Do public administrations have in-house equal opportunity policies in place?
 - If yes please describe.
 - Where does the impetus for these policies come from?
 - If not, why? Do you think there is (or is not) a need to implement such policies?

3. Commitment to gender equality training (institutionalisation and inputs)

Organisational commitment to gender equality training

- 3.1. How is gender equality training (competence development, capacity development) defined in your institution, if at all? If no official definition exists, how would you define gender equality training (perception and meaning)?
- 3.2. Does your organisation have a strategy/policy that includes gender competence development?
 - If yes, please describe.
 - Where is it stated and how (citation)?
 - What is the rationale for integrating gender into organisational practice? (Why does the organisation need gender equality training?)
 - What is the problem that gender competence development (gender equality training) is seeking to address? Who identified this problem?

- Where does the impetus for this plan come from? Who was involved in the decision to place gender equality training/capacity development higher on the agenda?
 - Is management/the board responsible for developing and implementing this part of policy?
 - What type of changes does your organisation aim to make to address gender and capacity gaps (e.g. action plans, resources, other policy commitments)?
- If not, why?
 - Do you think gender equality competence development should (or should not) be a part of the organisation's strategy/policy plan?

3.3. Is gender competence development part of the organisation's action plan? *(If there is a strategy/policy only, please ask the questions below in relation to strategy/policy described in Q3.2.)*

- If yes, is this commitment to gender competence development translated into concrete changes to be achieved? For example in terms of the following.

- Quantitative targets:
 - › number of training courses;
 - › number of participants;
 - › amount of resources;
 - › other.
- Qualitative targets:
 - › impact on individual participants (e.g. opinions, aspirations, attitudes, behaviour and motivation changes, knowledge, skills and awareness gained, overall performance);
 - › impact on the organisation as a whole (e.g. changes in implementation of gender mainstreaming strategies/policies/practices, in decision-making processes, in public image and organisational culture, achieving gender equality goals);
 - › other.

- What is the time frame for gender equality training/capacity development to implement these changes, if any?
 - Does the organisation have clear procedures for integrating gender issues learnt during training into the everyday work of its employees?
- If not, why?
 - Do you think gender competence development should (or should not) be a part of the organisation's action plan?

3.4. Over what period have gender training/gender mainstreaming and gender equality operated in the case study organisation?

- To what extent does the organisation follow up these commitments with concrete actions?

Individual commitment to gender equality training

3.5. Do the employees feel shared ownership of gender competence development?

- Are staff members enthusiastic about gender competence development? If yes/no, how is it demonstrated?
- Are staff members committed to implementing what they have learnt during gender equality training? If yes/no, how is it demonstrated in their day-to-day work (change in their practices)?
- Are there any differences (e.g. attitudes) between men and women in approaching gender competence development and gender issues in general? Please describe.

3.6. What is the motivation (reward/incentive) system for staff to take part in gender equality training, if any?

- How is individual commitment to increase gender competences promoted (if at all)? Please describe.
- Is good performance being rewarded in the area of gender?
 - If yes, how?
 - If not, why?
- Why is the initiative compulsory/voluntary?



- Are both men and women equally encouraged to attend/equally engaged in gender competence development?

3.7. Do gender issues (and gender competence development) fit the organisation's image and culture according to its staff? Why do you think so?

Time allocation

3.8. How much time do members of staff spend on gender equality training and other relevant competence development activities?

- How does time allocated to gender equality training compare to time allocated to other training activities?

Allocation of resources

3.9. What level of financial resources has been allocated to each staff member's gender equality training? (*Please ask only if not specified in Q3.2.*)

- What is the percentage of the budget for gender training in comparison to the budget spent on other policy areas?

- Is it adequate?

3.10. What level of financial resources has been spent on each staff member's gender training?

Quality assurance

3.11. Is the gender equality training initiative quality assured?

- If yes, please provide a brief description of the process. Please reflect on the following.

- How the trainers are selected/recruited (e.g. criteria, quality standards, experience).

- In what ways training effectiveness is appraised, if any (e.g. participants' feedback).

- What learning outcomes are expected of and achieved by training participants, if any.

› How are they established?

› How are they assessed?

3.12. Are there any obstacles to ensuring quality? If yes, please answer the following.

- What are they?
- How are they approached/overcome?

4. Implementation of gender equality training (target groups and activities)

Target group and reach of gender equality training

4.1. Who are the beneficiaries/target groups of the gender equality training programme under review? Please describe.

- Why was this target group selected?

- How was the target group identified?

4.2. Were the learning needs of the organisation and of the target group identified prior to introducing gender training activities?

- If yes, how were these needs identified (approach used)?

- Where do requests/initiatives for gender equality training originate from?

- Has the demand for gender equality training changed over time?

› If yes, how?

› If not, why?

4.3. Do organisations use quantitative targets in terms of the following?

- Number of training participants. (*Please ask only if not specified in Q3.2.*)

- Male/female ratio among participants.

- Senior/junior staff members' ratio among participants.

- Number of training courses delivered to participants. (*Please ask only if not specified in Q3.2.*)

- Other relevant targets.

- If so, how are these targets achieved?

4.4. What measures do public administrations introduce to reach a wider group of participants?

- Compulsory training.

- Engendering other training programmes.
- Tailored gender equality training.
- Flexible (e.g. online) training programmes.
- Alternatives to gender equality training.

- How effective are these measures in reaching a wider group of participants?

4.5. How is the information about gender equality training disseminated throughout the organisation?

Gender equality training activities

4.6. What type of gender equality training activities take place to promote gender competence within the organisation?

- Basic training.
- Awareness raising.
- Planning.
- Training of trainers.
- Activities to promote learning in the workplace.
- Activities to promote learning across and within projects/programmes/sectors.
- Activities to promote learning by programme managers: backstopping in projects, supervision by programme staff, study tours.
- Follow-up.
- Any other measures to enhance gender capacity development of public administration staff.
 - Why has this particular type of activity been chosen?

4.7. Who were the trainers (e.g. internal, professional consultants/trainers, academics, staff from nongovernmental organisations)? *(Please ask only if not answered in Q3.10.)*

4.8. How is/was the gender equality training programme developed?

■ Who was involved in the design process of the training material?

■ Is needs assessment an inherent part of gender equality training?

■ At which stages of the design and implementation process were the trainers involved?

■ How long did it take to develop the programme?

4.9. What are the key competences that should be developed in training programmes? *(Please ask only if not answered in Q3.10.)*

4.10. Please describe the content of the training programme.

- Who decides the content of training programmes?
- Is the scope of the needs analysis taken into consideration?

4.11. How is the training delivered (e.g. participatory, experiential, online, etc.)?

- What methods are used? Please describe.
 - Why are these methods used?
- What tools are/were used during the gender equality training (e.g. guidelines, toolkits, manuals, exercises, games, case studies)?
 - Why were these tools selected?
- Were there any delivery methods and/or tools that proved to be less adequate for the group of beneficiaries? If yes, please answer the following.
 - Which ones? Please describe.
 - › Were these methods and/or tools tailor-made?
 - › Were these methods and/or tools developed for this particular programme?
 - Why were these methods and/or tools less adequate?

4.12. Is/was there any resistance by trainees to participating in gender equality training? If yes, please answer the following.

- Why did it emerge?



- When did it emerge? (E.g. during recruitment, participation, implementation.)
- What were main areas of resistance?
- Who was in the group of resisting participants?
- How was this resistance addressed/overcome, if at all?

5. Gender equality training outputs, monitoring and evaluation

Monitoring and follow-up

5.1. Is gender equality training monitored?

- If yes, how?
- What were the monitoring tools used (e.g. surveys, interviews, etc.)? Why these?
- How are the results used?

5.2. How do organisations follow up on gender training?

- Are mechanisms in place to establish how training is being used (and what difference it makes)?
 - If yes, please describe. Why those?

Outputs

5.3. What are the key outputs from gender equality training activities?

- Number and scope of training courses designed.
- Number of training courses delivered (by type).
- Number of staff that have received gender equality training.
 - What proportion of all staff have received gender equality training (of different types)?

5.4. Do organisations meet the quantitative targets that they set for gender equality training (should they exist)?

Evaluation

5.5. Is gender equality training evaluated?

- If so, please describe the evaluation activities.

- What evaluation tools were used? Why?
- Which criteria (indicators) do you use in evaluating gender equality training? Why?

5.6. What were the findings of the evaluation?

- Are they available for the public?
- How has practice changed (if at all) in this area as a result of evaluation evidence?
- Were there any negative results identified?
 - If yes, how are they approached?

6. Gender equality training outcomes

6.1. What are the outcomes of gender equality training at the individual level?

- Knowledge, skills, awareness gained while participating in the training programmes.
- Opinions, aspirations and motivation changes observed among participants in the programme.
- Attitude, behaviour and values-related changes observed among participants in the programme.
- Implementation of gender issues into routine daily activities.
- Other.
 - Are these outcomes the same or different from those that have been planned/expected (in relation to identified needs, objectives set)?

6.2. What are the outcomes of gender equality training at the institutional and organisational level?

- Changes in the implementation of the gender mainstreaming strategy (such as the following)?
 - Responsibility for gender issues.
 - Mechanisms in place for staff development.
 - Incorporation of a gender perspective as a requirement for policymakers (political commitment).

- Application of appropriate policy tools and techniques to integrate the gender variable in policymaking.
- Allocation of appropriate resources to gender issues in policies/programmes.
- Setting gender-related objectives in the strategies/policies/action plans.
- Improved (more participatory/gender-balanced) decision-making processes on gender mainstreaming and in general.
- Other.

■ Introduction of new policies, practices, activities focused on gender?

■ Changes in products and the public image of the organisation in relation to gender-related issues?

■ Gender-related changes introduced in the organisation culture?

■ Other?

6.3. To what extent do you think that gender equality training had a long-term impact on achieving gender equality goals as described in the national strategy/action plan?

6.4. Are there any negative impacts of gender equality training? If yes, please describe.

6.5. What is the added value of gender training?

6.6. Has gender equality training made a difference?

■ What was the situation before and after?

■ Did it achieve any other, unplanned objectives?

7. Key strengths, challenges, needs and perspectives

Challenges/obstacles

7.1. What challenges do civil servants face in their efforts to implement gender mainstreaming?

7.2. What challenges did the organisation face in implementing (institutionalising) gender training?

If not mentioned by an interviewee, please ask the following.

■ Do they/did they face resistance from training participants?

• If yes, please describe.

• How is it addressed?

7.3. Are there any negative aspects related to the economic crisis and budgetary constraints?

■ If yes, please describe.

• How are they addressed?

7.4. What steps did the organisation take to overcome the challenges in the implementation of gender equality training?

Strengths/success factors

7.5. What are the key success factors of the approach to gender equality training?

■ Why are they considered success factors?

• Do they contribute to better implementation of gender mainstreaming? How?

■ Is there any evidence to support success?

7.6. Are there any innovations introduced by gender training?

■ If yes, please describe.

Needs

7.7. What are the main unaddressed needs (gaps) in existing gender training programmes?

7.8. Do you think the gender equality training activity could be improved?

■ If yes, how? What could be done differently?

Perspectives

7.9. Are there likely to be lasting results from the gender equality training activity?

7.10. Are there successive steps or recall training courses planned/implemented (e.g. gradually deepening or widening staff competencies)?

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