

**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 as a 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.

ICF Consulting Services Ltd. (previously: ICF GHK)



The work on this publication was coordinated by EIGE's Gender Mainstreaming Team.

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# **Effective Gender Equality Training**

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The European Institute for Gender Equality (EIGE) 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://www.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 EIGE's 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 2013 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 EU 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. Presented research results, based on case study in-depth analysis, 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 an individual, organisational and societal level. Provided it meets certain conditions, gender equality training facilitates a positive change in the attitudes of policy-makers 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 who contributed to this study and especially to the research team. 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*

*The European Institute for Gender Equality (EIGE)*

# List of abbreviations

CEMR	Council of European Municipalities and Regions
CoP	Community of Practice
DEVCO EU	Directorate-General for development and cooperation
DG	Directorate-General
EIGE	European Institute for Gender Equality
EKDDA	National Centre for Public Administration and Local Government (Greece)
ERDF	European Regional Development Fund
ESF	European Social Fund
EU	European Union
GB	Gender budgeting
GE	Gender equality
Gender CoP	European Gender Mainstreaming Community of Practice
GIA	Gender impact assessment
GM	Gender mainstreaming
GSGE	General Secretariat for Gender Equality (Greece)
HåJ	Program för hållbar jämställdhet/ Programme for Sustainable Gender Equality (Sweden)
ILO	International Labour Organization
ITC ILO	International Training Centre of the ILO
IMAG GMB	Inter-Ministerial Working Group for Gender Mainstreaming / Budgeting (Austria)
NGO	Non-governmental organisation
OIOS	United Nations Office of Internal Oversight Services
QUING	European research project 'Quality in Gender+ Equality Policies'
SALAR	Swedish Association of Local Authorities and Regions
UN	United Nations
Unesco	United Nations Educational, Scientific and Cultural Organization
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 EIGE's project on gender equality training. It examines the issue of effectiveness of gender equality training in supporting the implementation of gender mainstreaming.**

Promoting gender equality and combating gender-based discrimination in the countries of the European Union has been a long standing policy focus of the European Union (EU). Still, 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.[1] 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 policy-making* <sup>(1)</sup> (1998:15).

In 2013 the Council's conclusions on the *Effectiveness of Institutional Mechanisms for the Advancement of Women and Gender Equality* <sup>(2)</sup> 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'* <sup>(3)</sup>.

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 <sup>(4)</sup>.

In 2011 EIGE commissioned ICF GHK to conduct a two year project on gender equality training in the European Union <sup>(5)</sup>.

**Gender equality training** is any educational tool with the purpose of making policy-makers and other actors in the EU and Member States more aware of gender equality issues, build their gender competence and enable them to promote gender equality goals in their work at all levels.

Through this project EIGE sought to expand the 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.

<sup>(1)</sup> 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](http://www.gendermainstreaming-planungstool.at/_lccms/_downloadarchive/00003/Europarat.pdf)

<sup>(2)</sup> Council of the European Union (2013), *Conclusions on the Effectiveness of Institutional Mechanisms for the Advancement of Women and Gender Equality*, p.8, Available at: <http://register.consilium.europa.eu/doc/srv?l=EN&t=PDF&gc=true&sc=false&f=ST%2017605%202013%20INIT&r=http%3A%2F%2Fregister.consilium.europa.eu%2Fpd%2Fen%2F13%2Fst17%2Fst17605.en13.pdf>

<sup>(3)</sup> Ibid.

<sup>(4)</sup> Blickhäuser Angelika and von Bagen Henning (2007) *Fit for Gender Mainstreaming*, Berlin. Available at: [http://www.gendertoolbox.org/toolbox/toolboxEN/Downloads/5.%20Materials/EngL\\_PDFsMaterials/5.1.3%20What%20is%20gender%20competence\\_eng.pdf](http://www.gendertoolbox.org/toolbox/toolboxEN/Downloads/5.%20Materials/EngL_PDFsMaterials/5.1.3%20What%20is%20gender%20competence_eng.pdf)

<sup>(5)</sup> The terminology of the study evolved in the course of this two-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 gender equality competence development initiatives carried out in EU. Therefore, the study team adopted a more inclusive terminology: 'gender equality competence development' to refer to the initiatives being carried out to improve the gender knowledge and skills of civil servants and policy-makers, 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 <sup>(6)</sup>.

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 an 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. Three impact bound dimensions were considered: immediate training outcomes at an individual level, intermediate training outcomes at an organisational level and long-term impacts at a societal level.

**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 an individual, organisational and wider societal level.

In the context of this study, 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 country. The effectiveness of gender training was examined at three points in time: immediate training outcomes at an individual level, intermediate training outcomes at an organisational level and long-term impacts at a 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 into practice within their organisation.
- **Long-term impacts** are the final, high-level effect of the training, that 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.

<sup>(6)</sup> Ferguson, L., Forest, M. (eds.) (2011), *Advancing Gender+ Training in Theory & Practice*, OPERA Final Report. Available at: [http://www.quing.eu/files/results/final\\_opera\\_report.pdf](http://www.quing.eu/files/results/final_opera_report.pdf)

To investigate these issues, the research team examined:

- 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); and
- 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:

- **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 an improved implementation of gender mainstreaming <sup>(7)</sup>. A theory approach logic model provided the analysis framework <sup>(8)</sup>. Based on the theory of change a model offered a solid basis for exploring the need for 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 EU 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 five years, so that sufficient time had passed to ascertain the impact of training programmes. As well, gender equality competence development had to be institutionalised (or in process to be institutionalised).

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

For the in-depth analysis series of qualitative interviews were carried out in the period of March-June 2013 with a diverse set of relevant actors from each of the chosen

<sup>(7)</sup> Annex 1 provides the outline logic model for this study.

<sup>(8)</sup> W.K Kellogg Foundation (2006), *Logic Model Development Guide*, Available at: <http://www.wkkf.org/resource-directory/resource/2006/02/wk-kellogg-foundation-logic-model-development-guide>



case studies. Interviewees included authorities commissioning gender equality training; civil servants; trainers; training participants, and in some cases, gender experts that played 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 performed evaluation exercises. 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 awareness of ministers on gender equality considerations; and to develop gender expertise of members of the Inter-ministerial Working Group for Gender Mainstreaming/ Budgeting and other public sector employees. The objective is to support key actors in their effort to develop gender-responsive budgets in Austria <sup>(9)</sup>.

### **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 Gender Mainstreaming Programme Valtava 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 ESF. Based on the needs assessment the programme was devised as to give specific attention to building the expertise of project personnel, gender equality actors and project funders through providing training and consulting services on gender mainstreaming <sup>(10)</sup>.

<sup>(9)</sup> More information on the programme can be found at: <http://eige.europa.eu/content/inhouse-seminar-on-gender-budgeting>

<sup>(10)</sup> More information on the programme can be found at: [https://www.tem.fi/en/ministry/gender\\_equality/development\\_programme\\_valtava](https://www.tem.fi/en/ministry/gender_equality/development_programme_valtava)

### 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 (Verwaltungs-Akademie or '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 (Bezirk) administration, Trep-tow-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 <sup>(11)</sup>

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 co-operation 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; and (iii) police and nurses in contact with victims of gender-based violence.

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. number of participants and participant satisfaction right after the training), whereas impacts at an individual and organisational level are rarely assessed. There is limited information on the extent to which participants use acquired knowledge in practice contribute to

### Sweden: Training programme to support gender mainstreaming at local level <sup>(12)</sup>

In 2008, the Swedish Association of Local Authorities and Regions (SALAR/SKL) set up the Programme for Sustainable Gender Equality 2008-2013 (*Program för Hållbar Jämställdhet — HåJ*). HåJ is an initiative to support the gender mainstreaming work in Swedish municipalities and county councils. Over the years it funded 140 initiatives on gender mainstreaming. Capacity building and training activities have been a major part of the programme. Different types of training activities have been 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 until 2013.

the change in organisation's 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 a 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 key challenges and outstanding issues in implementing gender equality competence development initiatives in the EU.
- **Section 2** analyses the cases studies and presents the preconditions of effective gender equality competence development.
- **Section 3** discusses existing evidence of the positive impact of gender equality training at individual and organisational levels, pointing out the complexities of tracking societal outcomes of improved gender equality knowledge in a longer run. The Section 3 identifies factors which help gender equality training achieving positive results from the perspective of individual participants, organisations and ultimately the society in general.
- **Section 4** presents the conclusions and recommendations of the study.

<sup>(11)</sup> ELGE, 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>

<sup>(12)</sup> Program för hållbar jämställdhet 2008-2013. More information can be found at: [http://www.skl.se/vi\\_arbetar\\_med/jamstalldhet/jamstalld-verksamhet/hallbar-jamstalldhet](http://www.skl.se/vi_arbetar_med/jamstalldhet/jamstalld-verksamhet/hallbar-jamstalldhet) (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 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 earlier stages of EIGE's project on gender equality training<sup>(13)</sup> and it sets a context for the interpretation of the results of the in-depth study presented in further 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.

European Union institutions have repeatedly called the EU Member States to integrate gender perspective in respective national policy processes. Several binding and non-binding instruments recognise the need to improve gender equality competence 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 European Social Fund (ESF), or European Commission's PROGRESS programme have been used to enhance the implementation of gender mainstreaming in Member States.

The Beijing Platform for Action (BPfA) identified several indicators for an effective implementation of gender mainstreaming. One of them is the 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 gender equality and to create a framework for assessing the implementation of the BPfA 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<sup>(14)</sup>.

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<sup>(15)</sup>.

The Advisory Committee on Equal Opportunities for Women and Men pointed out in the Opinion Paper on gender mainstreaming in the EU<sup>(16)</sup> that gender inequalities persist in a number of policy fields and progress towards effective mainstreaming remains slow. In its recommendations, the Advisory Committee invited 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 a part of a gender equality policy development and implementation process at the 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<sup>(17)</sup>. In Member States where gender mainstreaming is a legal obligation public administration staff is required to draw up equality plans and mainstream gender into all services and activities.

In some countries 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

<sup>(13)</sup> European Institute for Gender Equality (EIGE) (2012), *Mapping gender training in the European Union and Croatia: Synthesis report*, prepared by Mantouvalou, K., Duda, A., Nikolova, N., Irving, P. Available at: <http://eige.europa.eu/content/document/mapping-gender-training-in-the-european-union-and-croatia-synthesis-report>

<sup>(14)</sup> EIGE (2013), *Effectiveness of Institutional Mechanisms for the Advancement of Gender Equality*. Available at: [http://eige.europa.eu/sites/default/files/MH0213481ENC\\_0.pdf](http://eige.europa.eu/sites/default/files/MH0213481ENC_0.pdf)

<sup>(15)</sup> CofEU, *Council conclusions on the effectiveness of institutional mechanisms for the advancement of women and gender equality*, 2013. Available at: [http://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/lsa/139978.pdf](http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lsa/139978.pdf)

<sup>(16)</sup> 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*, [http://ec.europa.eu/justice/gender-equality/files/opinions\\_advisory\\_committee/2010\\_01\\_opinion\\_future\\_gender\\_equality\\_policy\\_after\\_2010\\_en.pdf](http://ec.europa.eu/justice/gender-equality/files/opinions_advisory_committee/2010_01_opinion_future_gender_equality_policy_after_2010_en.pdf)

<sup>(17)</sup> EIGE (2013), *Effectiveness of Institutional Mechanisms for the Advancement of Gender Equality*. Available at: [http://eige.europa.eu/sites/default/files/MH0213481ENC\\_0.pdf](http://eige.europa.eu/sites/default/files/MH0213481ENC_0.pdf)



case, equality strategies or action plans include concrete actions to build the capacity of public administrations staff at the ministerial, regional or local level. Some countries (e.g. Sweden) have even made training on gender issues mandatory in the public sector <sup>(18)</sup>.

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 2007:15) 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 2007:15). 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 effective integration of gender considerations in policy process. 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 core training process of civil servants; the others run separate gender equality training

programmes that target specific actors. Some provide gender equality competence development on an ad hoc basis the others have taken a more systematic approach whereby training is organised on a continuous basis for specific target groups.

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 countries where gender mainstreaming has a strong legal basis and is backed by a gender equality strategy which 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 level. These initiatives were often backed by support from the central government training agencies for administrative 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. Still, regular gender equality training at national and regional or local level is provided in only a small number of EU 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 inter-ministerial, departmental working group or government council; 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 which 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 would reach the entire staff. This includes allocation of sufficient time to allow staff to attend training and an adequate budget for the development, delivery, monitoring, evaluation and follow up of the programme.

The lack of dedicated resources for equality strategies and actions plans is another institutional challenge that remains to be tackled in most Member States. Interviewees

<sup>(18)</sup> Swedish case: 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*).



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. By many, gender mainstreaming policy has been regarded 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 allocation of resources for gender equality training.

Some countries 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 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 competence development initiatives in the Member States. Unfortunately, most financial tools, available for promotion of gender equality, have mostly focussed on certain areas (e.g. economic and employment policies). This limited the possibilities and drive for the implementation of gender equality training in other policy areas.

### Attempts to address wider target audiences

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 accreditation of professional skills. As such gender related modules are designed within a wider framework of professional qualifications for public officials.<sup>19</sup>

In **Hungary**, a **short module on anti-discrimination and equal opportunities** was designed as a part of 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 (<sup>19</sup>).

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

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

<sup>(19)</sup> <http://www.equalgender.eu>



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

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. In the end they are also 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 an important role of monitoring and following-up of various sets of actions.

### **Ad hoc training sessions prevail over systematic training approaches**

The most common form of gender competence development initiatives is a short, one-off training module. Stakeholders’ interviews made 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 long-term and 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 training participants. 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 related to the equal opportunities principle and more specific issues related to its application on project proposals (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 professional duties with a view to helping them to bring a gender perspective into their day to day practice<sup>(20)</sup>. However, these were more prevalent in the policy fields of education, employment and health. Stakeholders’ 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 countries the research highlighted difficulties in finding gender equality trainers who combine gender expertise, in-depth knowledge of different policy areas and understanding of the policy-making process. Developing the skills and gender competence of gender equality trainers appears directly linked to the issue of the quality of training, and then, to its effectiveness<sup>(21)</sup>.

<sup>(20)</sup> Examples of these tools are available on EIGE database of resources on Gender equality training, available at: <http://eige.europa.eu/resources/gender-training>.

<sup>(21)</sup> 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>.

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

Due to financial constraints and workload pressure, new approaches to gender quality 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 help desk or others.

With some exceptions, online gender training tends to be introductory and generic. In some cases European funding has been used to develop broadly based online resources in some Member States <sup>(22)</sup>.

A national project called the 'Institute for Gender Equality' is implemented by the Centre of 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 that 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 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 sixty-seven Labour Offices completed the e-learning programme.

<sup>(22)</sup> 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 an advanced placement courses (60 hours) in three specialised areas: management and employment guidance, social services, and business organisations.

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. Still, there were examples where external input had been important in helping to raise the awareness and expertise of individuals working to delivery 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 on-going basis.

In Treptow-Köpenick, a district of Berlin (**Germany**), a gender expert/adviser had been supporting the administration in the planning, implementation and monitoring of the 'women in sport' project for several years. The same gender expert was also advising 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, '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 national, European, and international level. European projects such as GemTrEx <sup>(23)</sup> and Pro(E)Quality <sup>(24)</sup> 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 <sup>(25)</sup>. 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 <sup>(26)</sup>.

<sup>(23)</sup> GemTrEx — Professionalising gender trainers and experts in adult education (2008), *Professional Standards for Gender Work in Adult Education*. Available at: [http://www.gemtrex.eu/professional\\_standards.pdf](http://www.gemtrex.eu/professional_standards.pdf)

<sup>(24)</sup> Pro quality, EQUAL Transnational Cooperation, Acting Pro(e)quality, Quality Standards for Gender Equality and Diversity Training in the EU (2007), <http://www.cite.gov.pt/pt/dsie/doc/Quality.pdf>

<sup>(25)</sup> EIGE (2013), Mapping gender training in the European Union and Croatia: Synthesis report, pp. 29-33.

<sup>(26)</sup> For example, in September 2013, EIGE held an online discussion on quality assurance mechanisms for gender training in the EU.



## Limited incentives keep attendance rates low

Estimation of attendance rates remains problematic because data on the provision of gender equality training is not systematically collected at any level of governance. Available data suggests that the scale and reach of the training varies greatly across Member States. It is a general trend though that participation rates in training programmes remain low <sup>(27)</sup>.

Exceptional attendance rates are observed in countries 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.

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 numbers of individuals taking these courses, in the number of ministries that offer gender equality training as a part of continuous 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* (2012-15) which re-affirmed the policy commitments for gender mainstreaming within government departments. Policy commitments to gender mainstreaming and training also exist at the local and regional levels. At regional level, the Programme for Sustainable Gender Equality (2008-2013) implemented by the Swedish Association of Local Authorities and Regions (SALAR) provided gender equality training to almost 100 000 civil servants and had a budget of EUR 25.3 million.

Low participation rate is particularly a problem in those cases where attendance of gender equality training is voluntary. Still, only a few examples exist of compulsory gender equality training for public administration staff.

Generally, most countries' public officials show limited interest or demand for gender equality training as they fail to see the relevance of gender considerations within their competence field, 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 are 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' <sup>(28)</sup>.*

Overall, gender mainstreaming requires questioning and restructuring resources and implies a new distribution of power <sup>(29)</sup>. As such, it creates opposition and resistance. Administrations that have adopted comprehensive approaches of dealing with resistances to gender equality are rare to find.

## 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, both in policy and in practice. It rarely is planned in a systematic and integrated way as to help civil servants meeting specific objectives set out in gender equality programmes or action plans.
- Gender equality training is provided in almost all EU Member States. However, it tends to be generic, occasional and only provides very basic gender related

<sup>(27)</sup> EIGE (2013), Mapping gender training in the European Union and Croatia: Synthesis report, pp. 21-22.

<sup>(28)</sup> 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](http://eurogender.eige.europa.eu/sites/default/files/Reflections%20from%20the%20online%20discussion_8.pdf)

<sup>(29)</sup> 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>

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 the 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 countries. Gender equality policies and gender equality training specifically rarely find themselves on top funding priorities in times of economic down-turn.
- 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.
- Quality of training programmes remains an issue as there are no established mechanisms to ensure it through standard setting or accreditation of gender trainers.
- In some countries qualified gender equality trainers are difficult to find, which impedes 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 ...

## 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 a policy-making processes as well as into 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 country or an institution, through a set of commitments, obligations and procedures to ensure a systematic, consistent and regular provision of gender equality training.

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.

### 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 a clear framework for action (goals, target groups, resources, responsibilities, timeframes, 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.

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 countries**, either by the trainers, the participants or a formal evaluation of the training programme; and
- Failure to meet the precondition damaged the gender equality training interventions **in multiple countries**, as judged by the trainers, participants or a formal evaluation of the training programme.
- The precondition was in place in all countries 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 1: Existence of a legal framework and policy commitment for gender mainstreaming that sets concrete gender equality competence development goals

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 countries, the legal and policy framework for gender mainstreaming appears to have played a significant role in making sure that the gender equality competence of civil servants is improved. Moreover, the gender mainstreaming action was a part of country's broader long-term commitment to creating a gender equal society.

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

- **Austria:** the 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 countries have institutional commitments to gender mainstreaming, although these are more recent.

**Austria's** Inter-Ministerial Working Group for Gender Mainstreaming / Budgeting (IMAG GMB), established in 2001, is committed to advancing gender mainstreaming 'in all Federal Ministries and 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 country.

**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. Policy framework prioritises gender equality and gender mainstreaming activities, including the development of policy-makers' 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 level. 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<sup>(30)</sup>.

**Gender mainstreaming process is supported by clearly defined goals, structures and timeframes**

The gender mainstreaming approach in the countries 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 countries, 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:** Inter-Ministerial Working Group for Gender Mainstreaming / Budgeting.
- **Germany:** Inter-Ministerial Working Group (IMA); Gender Competence Centre offering support to Federal Ministries (Gleichstellungsagentur).
- **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.

<sup>(30)</sup> 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 more tangible impact of such a body was observed in Austria, where the seven (out of twelve) federal ministries have introduced mandatory gender equality training requirements building on the recommendation (2002) of the Inter-Ministerial Working Group for Gender Mainstreaming/Budgeting (IMAG GMB). The recommendation called for the integration of gender equality component aspects into all stages of public sector training.

The above suggests that the existence of outcome oriented gender mainstreaming targets and timeframes, which helps to translate gender mainstreaming commitments into concrete implementation steps, leads to better understanding of the knowledge needs and gaps and to 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 policy-makers.

### **Precondition 2: Existence of an organisational strategy for gender competence development that would set clear framework for action**

Although the institutional context was not identical in all of the countries when gender equality training activities took place, the legal and policy environments embodied certain 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 good gender equality knowledge and skills of public sector employees and set out support the development of necessary competences. By including gender equality training into their gender mainstreaming strategies, organisations send a clear signal of their collective commitment to advance gender equality and mainstreaming; they demonstrate 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 twelve **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.

The **Swedish Association of Local Authorities and Regions (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 supporting 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 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'* <sup>(31)</sup>.

<sup>(31)</sup> 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.



### **Precondition 3: Sufficient resources are 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 Chancellor, and government-subsidised sessions were available on the state and municipal level. External funding was also a success factor in Greece. In the crisis-struck country gender equality training would have been limited (if any) 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 H&J 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<sup>(32)</sup>). In Germany, a key weakness of the gender equality training coordinated by the central Geschäftsstelle Gleichstellung (Unit for Equal Opportunities) was a lack of financial resources for follow-up action. More generally, insufficient funds made it impossible to undertake a systematic evaluation of gender mainstreaming, undermining the possibility of assessing impact and thus renewing successful measures.

A long-term allocation of financial and human resources is necessary to guarantee that training takes place, is properly evaluated and improved accordingly. Further funding

<sup>(32)</sup> This gap was recognised by research such as the Mainstreaming in Practice 2010-2012 project, undertaken by Sosiaalikehitys Ltd., Koulutusavain Ltd., and WoM Ltd.

makes follow-up actions possible increases the possibilities for learning to bring tangible results.

### **Precondition 4: 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 staff's reluctance 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; and
- Resistance to the inclusion of a gender perspective into own competence area.

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 on the regional level had 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: policy-makers may not always be aware of the gaps in their knowledge, and, in consequence, may assume that they have nothing to gain from attending training courses. In this context relying on a voluntary participation can be considered as 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

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

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

Organisation / programme	Country	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' (one-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

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 end of specific programmes on gender in the public administration academy ('VAK') in Germany, based on the assertion that 'all existing trainings and seminars [would] be designed [...] in a way that conveys the high importance of gender mainstreaming/gender budgeting in [participants'] work' <sup>(33)</sup>. In the same time, only 5-10 % of the VAK lecturers have attended the gender equality training for trainers sessions <sup>(34)</sup>, which left the question of their gender knowledge open.

<sup>(33)</sup> Allgemeine Vertragsbedingungen: Gender Mainstreaming / Gender Budgeting. 'Gender Mainstreaming soll einen noch höheren Stellenwert in der Berliner Verwaltung erhalten und wird auf breiter Basis und systematisch in die Fortbildungsangebote der VAK integriert. Veranstaltungen sind daher sprachlich und methodisch/didaktisch so zu gestalten, dass den Teilnehmerinnen und Teilnehmern die hohe Bedeutung von Gender Mainstreaming / Gender Budgeting für ihre Arbeit vermittelt wird.' (source: VAK, Sept 2013).

<sup>(34)</sup> At the time of writing (November 2013), there was only information of 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 resistances to attend gender equality training or 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 <sup>(35)</sup>.

In Finland, it was noted that some of the 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 <sup>(36)</sup>.

In the case studies, resistances have been addressed in different ways. In Germany, both at VAK and in Treptow-

<sup>(35)</sup> 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.

<sup>(36)</sup> Case study — The Training and Consulting Project of the Gender Mainstreaming Development Programme Valtava, Finland.



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.

Still in the Treptow-Köpenick case study, the interviewed gender expert mentioned a continued challenge in the acceptance of gender mainstreaming and argued that further steps need to be carefully considered <sup>(37)</sup>.

Resistances can also be prevented by including knowledge of gender issues and gender tools in the 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 raise.

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 period 2007-2013. As a result, the sessions reached out to new audiences: nine out of ten participants have attended gender equality training for the first time. Likewise, since 2004, 7 out of the 12 Austrian federal ministries have introduced four 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 <sup>(38)</sup>.

Compulsory training is sometimes not enough to successfully fight resistances and may even create backlash. As was highlighted during the first online discussion organ-

ised 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'* <sup>(39)</sup>.

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 <sup>(40)</sup>.

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 organization 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 issue for the accomplishment of the work of the organization, if gender issues are not part of the culture of the organization, gender training will be envisaged by decision-makers as something irrelevant or a loss of time'* <sup>(41)</sup>.

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

In Sweden, the Programme for Sustainable Gender Equality (HåJ) 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

<sup>(37)</sup> Wiedmann, Sibylle (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.*

<sup>(38)</sup> 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.

<sup>(39)</sup> 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](http://eurogender.eige.europa.eu/sites/default/files/Reflections%20from%20the%20online%20discussion_8.pdf)

<sup>(40)</sup> 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.

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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, either through 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 5: Existence of an adequately resourced accountability system to monitor and evaluate implementation**

The importance of monitoring and evaluation in improving gender equality training provision 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 are assigned to particular staff members or bodies <sup>(42)</sup>.

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 topics <sup>(43)</sup>. Internal gender equality focal points do not have the advantage of occupying a 'neutral' position and may have to deal with difficult colleagues <sup>(44)</sup>. 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' officially had a gender mainstreaming function. As it 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 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 ten years of gender mainstreaming activities undertaken in Austria. In the evaluation, 55 % of survey respondents from federal ministries were aware of the Inter-Ministerial Working Group in charge of gender mainstreaming and gender budgeting; 44.2 % were 'familiar' with the advice it offered on gender mainstreaming <sup>(45)</sup>.

Monitoring consists of '*systematic and continuous collecting, analysing and using information for the purpose of management and decision-making*' <sup>(46)</sup>. 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 questionnaire covering participants' views on the session content, teaching tools, coordination, and trainers' performance <sup>(47)</sup>. In Sweden, the on-going 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 <sup>(48)</sup>.

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.

<sup>(42)</sup> 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.

<sup>(43)</sup> 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.

<sup>(44)</sup> Idem.

<sup>(45)</sup> 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>.

<sup>(46)</sup> Van Osch Thera and Dauvellier Marianne (2013), *Gender Training and Quality Assurance: Practice, Advantages, Challenges and Options for EIGE* — Discussion paper.

<sup>(47)</sup> 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>

<sup>(48)</sup> EIGE, Good Practices in Gender Training, Sweden — '*ESF Jämt*', available at: <http://eige.europa.eu/content/esf-j%C3%A4mt>



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 ten people volunteered to take part the courses were cancelled <sup>(49)</sup>.

In the Treptow-Köpenick administration, Germany, there was a strong political framework in place for gender equality training and competence building. Still, 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. 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?)'* <sup>(50)</sup>. 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 of the factors for success and 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 H&J programme. A set of evaluation methods was employed to identify the key factors for effective learning during gender equality training sessions. Among them, 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 realised in 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 an EU, national, regional and local level.

Only in a strong legal policy framework for gender mainstreaming and backed up by a serious policy commitment competence development makes sense and promises results (**precondition 1**). 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 strategy making sure that the relevant staff has sufficient knowledge to implement the strategy effectively (**precondition 2**).

Lack of adequate funding has been previously identified as one of the potential damaging challenges. This is still the case in most of the case studies, where funding is sometimes inconsistent or not sustained. Analysis suggests that allocation of sufficient funding to concrete gender equality competence development initiatives is essential. Granting staff members the time and space to attend regular training as well as creating a supportive environment to apply new knowledge in practice are also necessary (**precondition 3**).

Regardless if the participation in the training is obligatory or voluntary, additional efforts need to be taken to ensure adequate staff participation in gender equality trainings. Managers should undergo specific training programmes themselves given their important role in making sure that staff knows how to mainstream gender and in supervising this work (**precondition 4**).

To make sure that gender equality training brings anticipated results when it comes to improving staff skills and

<sup>(49)</sup> 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.

<sup>(50)</sup> Van Osch Thera and Dauvellier Marianne (2013), *Gender Training and Quality Assurance: Practice, Advantages, Challenges and Options for EIGE* — Discussion paper.

gender mainstreaming actions, an evaluation should be planned in advance, carried out and followed-up. Setting up an accountability body or appointing a person responsible for monitoring and evaluation is essential. The absence of 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 5**).

Although the analysed examples 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 a part of institutional strategy for gender mainstreaming. Eventually, in the absence of concrete competence objectives, other preconditions are also more difficult to meet.

# 3. 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 do effective training design and delivery mean in reality. The subsections below look in turn at what effectiveness means at the individual, organisational and societal level.

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 the gender equality training is to enable mainstreaming gender into the policy-making 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 pre-conceptions 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 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 which 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 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 an *individual level*, that is the changes observed among the participants in the programme. At this level immediate outcomes of gender equality training are captured, e.g. an increase in awareness and motivation; general and specific knowledge, skills and competences gained as a result of participation in a training programme.

Secondly, the research team explored the *organisation 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, activities to mainstream gender; changes in activities, services, products and the public image of the organisation; changes introduced in the organisational culture; integration of gender concerns in projects and projects, e.g. by establishing gender sensitive indicators.

Thirdly, the researchers attempted to look at the *long term* impacts of gender equality training that occur at a *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 these to their job. The analysis also sought to draw out features and factors of the training systems which promise the strongest impacts at various levels.

The biggest challenge arises when trying to make the link between gender equality competence development interventions and the achievement of gender mainstreaming and gender equality objectives in the 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 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<sup>(51)</sup>. 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<sup>(52)</sup>, outcomes<sup>(53)</sup> and impacts of

gender equality training, and — what 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<sup>(54)</sup>. 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 level of participants' satisfaction with training sessions, rather than aim 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<sup>(55)</sup>.

<sup>(51)</sup> See for example, UN Women online discussion on effectiveness of gender equality training, September 2013.

<sup>(52)</sup> Outputs include the products and services the organisation provides to its beneficiaries. They are the results of its activities.

<sup>(53)</sup> Outcomes are the effects (changes, benefits, learning...) that result from the organisation's work or outputs.

<sup>(54)</sup> 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 an individual and organisational level. It simply captures first impressions.

<sup>(55)</sup> Callerstig 2012, Callerstig and Lindholm 2013.

**Table 3.1 Existing evaluations of the selected case studies**

	<b>Focus of evaluation</b>	<b>Research methods</b>	<b>Reporting</b>
Training programme to support the development of gender responsive budgeting, <b>Austria</b>	Focus on knowledge and understanding of participants and how they use gender equality tools in their daily work. Part of evaluation of gender mainstreaming (GM) in Austria	Based on survey data collected from the Federal Chancellery, and Ministries of Finance, Transport, Innovation and Technology, Agriculture, Justice and Science and Research.	Evaluation of gender training (2010) published as a part of wider evaluation of a decade of gender mainstreaming.
Valtava development programme, <b>Finland</b>	Assessing the impact of support mechanisms, including training and consultancy work, on participants.	External evaluation was undertaken between 2011 and 2012. Methods included interviews, survey and workshops.	The results of the evaluation are publicly available.
Gender competence building/coaching at Treptow-Kopenick <b>Germany</b>	Focus on the integration of gender into the work of the administration by persons that are required to implement gender related programmes of gender budgeting.	Based on analysis of monitoring data. The implementation of GM and GB should be monitored each year (in concordance with the decision of 14 July 2007). Implementation (and monitoring), on hold from 2010-12, 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 the seminars/training of the VAK (administration academy) <b>Germany</b>	Immediate reaction of participants to the GM elements of 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.	As part of results of general feedback.
Mainstreaming gender in the public administration, <b>Greece</b>	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 a questionnaire in six 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 <b>Sweden</b>	The focus was on performance and business improvements at the development (project) level.	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 concrete impact of improved gender equality knowledge of training participants on the 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).

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 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.

Lack of long-term evaluation results proving the effectiveness of gender equality training presents also a challenge for 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 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 Effectiveness of gender equality training at an individual level

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

The case studies and wider mapping of gender equality training suggested that at an 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 which gender equality training seeks to address<sup>(56)</sup>. 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. 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 the day to day work.** The analysis of case studies highlighted that effective training supports participants to gain knowledge about the relevance of gender considerations in their day-to-day activities, and develop the specific skills to understand how to master them 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.

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 resistances to gender equality work and providing the right climate and organisational changes to make it possible to put theory into practice<sup>(57)</sup>.

The case studies give some evidence that participants in gender equality training leave with different views and percep-

<sup>(56)</sup> Callerstig 2012, Andersson 2009.

<sup>(57)</sup> Callerstig and Lindholm 2013, p. 32.

tions 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 change'* — and it is important to note that some gender equality training programmes were designed with an attitudinal change as a primary focus.

### Overcoming resistances 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 carry 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 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 and 6 Step Methods were used to make it clear that the implementation of gender mainstreaming is a management task. Interviewees stated that resistances to gender budgeting gradually changed as a result.

Gender equality training raises the self-awareness and sensitivity of both women and men about 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

Gender stereotypes can be deeply engrained and this puts extra 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. Enhancement of the participation of women in senior positions in the public sector is a strategic priority for the Greek equality agenda. 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 examine 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 <sup>(58)</sup>.

However, the other Greek training programme analysed showed more positive results. These activities concerned training of police officers with the aim to change the way they dealt with victims of domestic violence against women. Stakeholders' 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 which is aimed at developing skills and competence to use 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.

<sup>(58)</sup> Source: Case study research, Greece.



In-depth analysis of the case studies where gender equality training was aiming to transfer such technical knowledge suggests that making progress towards developing specific skills to use gender equality tools should rely on an existing experience and understanding of gender issues and how these are reflected in staff's 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 box below.

### **Seminar on Gender Budgeting in Austria**

In Austria, the evaluations conducted after the gender budgeting training revealed that participants understand quite easily the goal of this particular training. 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, resistances are more prone to appear. The obligation to change work practices with no clear rationale can also create more stress and reluctance to embrace change.

Gender impact assessment or 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<sup>(59)</sup>. The gender analysis in this area revealed that women with illegal substance abuse problems in Vantaa did not use drug rehabilitation services. The health and social service department of the city designed a service, where female addicts could receive similar support at home: as a result more women have started to use this service. At the same time, it has been found that providing such support at home, instead of in an institution, is more cost-effective.

<sup>(59)</sup> 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: as a result more women have started to use this service. At the same time, it has been found that providing such support at home, instead of in an institution, is more cost-effective.

### **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.

#### **Success factors of gender equality training that foster change at 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, which allow 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 messages 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<sup>(60)</sup>. Conditional knowledge may be conferred during training or may be communicated by managers or leaders before the training takes place.

<sup>(60)</sup> Brown & Palinscar, 1982; Kendall et al, 1980.

Individual motivation is of particular importance for gender equality training. Still, 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'* <sup>(61)</sup>.

### 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 makes participants to see the relevance of gender to their organisational objectives as well as enable 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 resistances 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 having received a more positive reception in the second phase of training than the first. This could also be explained by the fact that policy-makers 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.

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

Basis of tailoring	Programme and country	Methods and details
<b>Background of trainer</b>	Gender Mainstreaming Section of the Ministry of Defence and Sports, Austria	The <b>trainer</b> is well-suited to the audience. For example, pre-deployment training is given by soldiers who have experience of military operations rather than by civilians.
<b>Region</b>	Valtava programme, Finland	Training for regional authority staff took into account the <b>regional context</b> , including the situation of men and women in the area, the unemployment situation and the regional economic plan.
<b>Work activities</b>	Valtava programme, Finland	Regional authorities were asked to provide details of past <b>work tasks</b> . They had to re-assess 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/ERDF application forms.
<b>Role</b>	Programmes of the General Secretariat for Gender Equality (GSGE), Greece	Tailored programmes were developed <b>for three different groups of civil servants</b> : (i) gender focal points in Ministries; (ii) women in middle-level positions or on a special committee that makes decisions on promotions; and (iii) police and nurses in contact with victims of gender-based violence.
<b>Region / theme</b>	HåJ programme, Sweden	SALAR set up learning exchange forum groups for GM project leaders participating in the HåJ programme. The groups were organised <b>by region</b> (Malmö, Gothenburg, Stockholm and Umeå) and <b>theme</b> (health, children and education).

<sup>(61)</sup> Source: Case study interviews.



Whatever the basis for tailoring, the strongest gender equality training content will be the one that recommends and demonstrates the more specific action that policy-makers 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 %) <sup>(62)</sup>. In other words, they generally saw it as having relevance to the internal activities of the federal ministries.

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 of tailoring', rather than a justification for generic sessions.

### Effectiveness factor 3: Gender equality competence is developed on an on-going 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 stakeholders' interviews, resistances are difficult to tackle within a one or two-day training programme. Some fundamental questions can be raised and issues can be discussed. However 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 on-going 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.

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

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

Organisation / programme	Country	Signs that further training is needed after one-off sessions
Gender equality training in federal ministries	Austria	As part of an evaluation of ten years of gender mainstreaming <sup>(63)</sup> , staff from federal ministries were surveyed. Despite positive feedback in terms of the impact of training on their understanding and their 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) <sup>(64)</sup> .
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.

<sup>(62)</sup> 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>

<sup>(63)</sup> Idem.

<sup>(64)</sup> Idem.



Organisation / programme	Country	Signs that further training is needed after one-off sessions
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.
H&J Programme	Sweden	On 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.

of ongoing gender equality training is a means by which to reinforce and build upon the skills and capacity of policy-makers, 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).

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 <sup>(65)</sup>. Specifically, they had to take a *'step-by-step approach to training'* and produce a *'long-term plan to implement the training package'* <sup>(66)</sup>. 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 <sup>(67)</sup>.
- 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' <sup>(68)</sup>. It appears that on-going 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 a close and long-term follow up, that was revealed to be extremely helpful in addressing the challenges and issues that they encountered on their daily work.
- The ongoing coaching programme was very much appreciated by participants, and contributed to lower resistances to gender equality training. A continuing accompaniment and support from gender experts has contributed to lower the stress that 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 of a good and regular coordination between the training interventions and the messages and tools used in the field. This point is illustrated by the example of the implementation of gender mainstreaming in the United Nations Secretariat. Building staff competence, including training, was a key element of organisation 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 constant reinvention of initiatives and thus compromised the efficiency of gender mainstreaming. Evaluation by the Office of Internal Oversight Services (OIOS) stated that the approaches to training have not resulted in practical under-

<sup>(65)</sup> For more on the importance of matching training with adequate resources, see section 3.4.

<sup>(66)</sup> Austria case study, interviews.

<sup>(67)</sup> Sweden case study, interviews. This relationship between individual and organisational learning has also been considered in Lindholm, Kristina (eds), 2012, *Gender Mainstreaming in Public Sector organisations. Policy implications and practical applications*, Studentlitteratur:Lund (first published in Swedish in 2011).

<sup>(68)</sup> Finland case study, interviews.



standing of gender mainstreaming. Various reasons have been identified to explain this shortcoming including:

- Not all staff were trained to apply a gender perspective to their work;
- The unsystematic and non-compulsory nature of training;
- The provision of general training which 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) <sup>(69)</sup>.

#### **Effectiveness factor 4: Participatory methodologies are used in training**

Gender equality training, which 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 contents and aims and for a sense of appropriation of those contents 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 <sup>(70)</sup>.

The techniques not only stimulate participants' reaction to trainers' proposals, but also give room to participants' own ideas <sup>(71)</sup>. 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 engage participants actively in thinking about and applying the information to their own situation. To an ex-

tent 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 commonly mentioned challenge 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 <sup>(72)</sup>.

In the framework of the Valtava Programme, external trainers were selected through a process of open competitive tendering where the ones demonstrating the best quality and 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 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' <sup>(73)</sup>).

<sup>(69)</sup> OIOS (2010), Thematic evaluation of gender mainstreaming in the UN secretariat.

<sup>(70)</sup> Ferguson, L., Forest, M. (eds.) (2011), *Final Report Advancing Gender+ Training in Theory and Practice*.

<sup>(71)</sup> Ferguson, L., Forest, M. (eds.) (2011), *Final Report Advancing Gender+ Training in Theory and Practice, OPERA Final Report*.

<sup>(72)</sup> Christian Raschke: *Zusätzliches Angebot „Qualitätsentwicklung für die GenderBeratung in der Berliner Verwaltung“* (quality development for the gender consulting in the Berlin administration).

<sup>(73)</sup> Source: case study interviews.

Institutions that commission gender equality training mentioned that identifying gender equality trainers that combine the relevant expertise in gender, organisational development, as well as in 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. However, for *Geschäftsstelle Gleichstellung* it has been challenging to find experts on gender budgeting. Part of the challenge was to keep the trainers' fees within the limits of administration's regulation. Additionally, gender trainers were expected to have strong organisational development competencies that would enable them to define clear, verifiable tasks and goals to be achieved by the gender coaching process<sup>(74)</sup>.

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, e.g. German.

### 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 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' role 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 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<sup>(75)</sup>. 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<sup>(76)</sup>.

The development of methods and tools has been an important part of the output from the programme the Programme for Sustainable Gender Equality (H&J). The makeEquality tool<sup>(77)</sup> complements training by providing the participants with the tips on how to conduct assessments and benchmark monitoring data as well as further practical aid.

In 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 but have written material and checklists to take back to work with them<sup>(78)</sup>.

<sup>(74)</sup> Christian Raschke: Zusätzliches Angebot „Qualitätsentwicklung für die GenderBeratung in der Berliner Verwaltung“ (quality development for the gender consulting in the Berlin administration).

<sup>(75)</sup> 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/CMS132995383009/guidance\\_gender\\_budgeting\\_in\\_public\\_administration.pdf](http://www.imag-gendermainstreaming.at/cms/imag/attachments/6/1/4/CH0136/CMS132995383009/guidance_gender_budgeting_in_public_administration.pdf)

<sup>(76)</sup> Jauk, V., Kronberger, S., (2012), *Gender Budgeting im Gemeindehaushalt: Nutzen, Theorie und Praxis*, available at: [http://www.salzburg.gv.at/pdf/005-gender\\_budgeting\\_im\\_gemeindehaushalt.pdf](http://www.salzburg.gv.at/pdf/005-gender_budgeting_im_gemeindehaushalt.pdf)

<sup>(77)</sup> A benchmarking tool on Gender Equality in local authorities, developed by SALAR/H&J 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. makeEquality 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. [www.makeequality.eu](http://www.makeequality.eu)

<sup>(78)</sup> Haataja, M. L., Leinonen, E., Mustakallio, S. (2011), *Gender mainstreaming in development programmes and projects — Guide for authorities and*



### 3.3 Effectiveness of gender equality training at organisational level

#### 3.3.1 Organisational change: existing evidence of 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 in the workplace. Practical application of acquired knowledge requires capacity to interpret the learning material as 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 an organisational level <sup>(79)</sup> 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.

#### Evidence of gender related changes in working practices and procedures in an organisation observed after gender equality training <sup>(80)</sup>

- 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 both in terms of 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 or / and modifying existing legislation (The Gender Glasses project, Finland);
- Gender concerns incorporated in procedures, in procurement process (e.g. preparation of the terms of reference), gender sensitivity in funding allocation, 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 mechanism at HQ level (DEVCO, ITC/ILO);
- Enhanced gender-mainstreaming capacity within the organisation/institution, development of procedures to change the working environment and improve gender equality situation within institution (Project: Gender agent in the provincial government of Styria, Austria);
- Improved and better focussed 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 DG Research and Innovation);
- Gender equality issues addressed in management meetings, more discussions on gender in the projects (Germany).

*project actors*, Finland. Available at: <http://www.tem.fi/files/33541/Gender-mainstreaming-in-development-programmes-and-projects.pdf>

<sup>(78)</sup> Callerstig and Lindholm (2013), p. 31.

<sup>(79)</sup> Sources: Case study research; H&J Final report 2008-2010; Dripping hollows out rock 'Enhancing Capacity for Gender Mainstreaming' Train4Dev Gender Expert Group (2011); 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 for the European Institute of Gender Equality, Synthesis Report.

Specific **operational improvements** were identified as a result of gender equality training in the organisations which took part in training in Sweden, and participants said they had started to change their way of working <sup>(81)</sup>. 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' (CEMR) European Charter for equality of women and men in local life, a policy document aiming 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 <sup>(82)</sup>. Recent interactive research in Sweden on the latest round of training showed that, in the opinion of a large number of project managers, the H&J Programme had generated broad and lasting effects. A relatively high 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 the 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 H&J programme were positive with regard to gender mainstreaming, including:

- 63 % of all development projects reported to have achieved tangible operational improvements;
- 80 % have integrated gender control and management systems or were about to do so;

85 % planned to actively disseminate the results after the program was over. Additionally, improved gender knowledge has led to the changes in infrastructure for gender equality in the organisations, new roles and responsibilities, 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 own work in order to study the gender dimension, one has a good reason to analyse and reflect on everyday work in general, which normally is not the usual practice.

*Source:* Case study research, Sweden

<sup>(81)</sup> H&J Final report 2008-2010.

<sup>(82)</sup> Svensson, L., Sjöberg, K., Callerstig, A-C., Lindholm, K. (2013), Program för hållbar jämställdhet: Resultat och effekter av ett utvecklingsprogram, Slutrapport från följeforskningen 2008-2013



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

## Evidence of longer term outcomes associated with gender equality training <sup>(83)</sup>

### Change of policy and organisational culture

- Perception that the organisation should increase the proportion of women in leadership positions and belief that a 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 more sensitive organisational culture which facilitated further multi-level competence development process and a creation of a common thesaurus of gender terms (G+ programme, regional government of Andalusia, Spain);
- Renewed high-level commitment (since 2008-09) to strengthen gender equality and improvement 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 2008-13 (Capacity development and training 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);
- Improvements in general mechanisms for development work ('spill over effect'): focus on gender dimension gives a reason to analyse and reflect on everyday work that otherwise might not have been done (Sweden);
- Increased quality of projects, better analysis of the 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 country level (Capacity development and training in gender mainstreaming and gender equality, Unesco);
- More discussion (including more polarization) and pro-active attitude of female participants (Ministry of Foreign Affairs, the Netherlands).

<sup>(83)</sup> 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 for the European Institute of Gender Equality. Synthesis Report.

In some gender equality competence development initiatives, e.g. in Austria and Sweden, particular emphasis was given to **changes in the outputs and the public image of the organisation**. One proof of the effectiveness of these initiatives can be seen in the use of a 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. Stakeholders' interviews in Sweden revealed some changes in how staff members act and talk in new ways, which helps to strengthen the efforts to work with gender mainstreaming<sup>(84)</sup> and might even have a long lasting societal effect.

There has been significant development relating to the European Social Fund support<sup>(85)</sup>. 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 Fund 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 gender equality dimension is now taken into account in the programming documentation prepared by the regions which had taken part in the training and those which 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 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, formal evaluation of gender equality training in Austria found only two-fifths of participants admitting gender concerns became part of their daily work, 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 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 an organisational level. They are summarised in the box below.

#### Success factors of gender equality training that foster change at 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; and
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 an organisational level. Training needs analysis can strengthen the link between individual knowledge transfer and organisational outcomes by ensuring that the 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 aim to design a programme that would support training participants in gaining the necessary knowledge. Once knowledge gaps are clearly identified, the training can more effectively address them and partici-

<sup>(84)</sup> Case study research (Phase II); *Evaluation of 10 years of gender mainstreaming in Austria*.

<sup>(85)</sup> The European Gender Mainstreaming Community of Practice (GenderCoP) which have prepared a European Standard on Gender Mainstreaming in the ESF containing requirements for implementation of gender mainstreaming in the ESF at both the European and 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 Structural Funds.



pants are more likely to develop the necessary skills to integrate gender considerations in their day to day work.

Stakeholder interviews in Greece stressed that needs assessment is 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 a 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<sup>(86)</sup> 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<sup>(87)</sup>.

Learning from experience can also help gender trainers to 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 on-going basis taking account of the requests from the participants as well as the input from the on-going monitoring of the local development initiatives, evaluations and the reports from researchers. According to the initial assessment of the needs, the group had basic knowledge on gender equality issues but foremost needed better skills of project and organisational man-

agement. 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 re-assessed making it clear that project managers required knowledge on gender dimension of specific issues, policy areas as well as analytical skills, such as how to make an analysis of gender biases in various areas from education to 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 gradually more specific and targeted towards meeting the needs of the participants of the programme better.

Learning from ex-post evaluation of training was found to be a good step towards ensuring an increasingly good match to 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<sup>(88)</sup>. 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<sup>(89)</sup>.

#### **Effectiveness factor 8: The acquired knowledge is shared with the colleagues**

The case studies show good results where organisations have built up their knowledge base by disseminating information received through training internally and externally<sup>(90)</sup>.

<sup>(86)</sup> Valtavirtaistaminen käytäntöön 2010-2012, implemented by Sosiaalikehitys Oy, KoulutusAvain Oy ja WoM Oy.

<sup>(87)</sup> Haataja, M-L., Leinonen, E., Mustakallio, S. (2011), *Gender mainstreaming in development programmes and projects — Guide for authorities and project actors*. Helsinki: KoulutusAvain Ltd., WoM Ltd., Ministry of Employment and the Economy.

<sup>(88)</sup> The evaluation relied mainly on self-evaluation and feedback obtained from the beneficiaries of the training through online surveys. Overall, the trainings 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 need).

<sup>(89)</sup> Sosiaali- ja terveystieteiden ministeriö (2009), *Sukupuolisilmälasis käyttöön! Loppuraportti [Gender Glasses on! Final report]*, Sosiaali- ja terveystieteiden ministeriön selvityksiä 2009:43, [http://www.stm.fi/julkaisut/nayta/\\_julkaisu/1440201#fi](http://www.stm.fi/julkaisut/nayta/_julkaisu/1440201#fi).

<sup>(90)</sup> 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).



### Evidence of newly gained research and analytical skills which further add to gender equality knowledge base within an organisation <sup>(91)</sup>

- Increased capacity to use gender theory and research in practical gender equality work (Sweden);
- Increased capacity to integrate gender in research contexts through 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; how to ask the right questions (Gender in EU-funded research: toolkit and training by DG Research and Innovation).

In Sweden, in the framework of H&J programme, a network to share information was established and set to function 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 as well as discuss over the challenges that are arising as to find common solutions.

#### 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 <sup>(92)</sup>. 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 which actively encourages managers to take part in the training design and setting of its objectives appears to have enhanced effectiveness and be more successful. For example, the role of managers in the training process was a key finding from the Management training initiative in 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 <sup>(93)</sup>. As recognised by the evaluation of Austria's gender mainstreaming programme, managers are essential in setting and leading an agenda for change <sup>(94)</sup>. As such, they must demonstrate particular attention and support to gender equality training.

In the district of Treptow-Kopenick, an 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, but what is missing is the 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 that forms the base for the gender competence development of all remaining staff members <sup>(95)</sup>. 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 <sup>(96)</sup>.

Furthermore, managers can fulfil an important role of monitoring and follow-up. According to the head of a research institute in Austria, the *'main factor for success in gender*

<sup>(91)</sup> 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 European Union and EU Member States; EIGE (2013) Mapping gender training in the European Union and Croatia for the European Institute of Gender Equality. Synthesis Report.

<sup>(92)</sup> 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.

<sup>(93)</sup> Callerstig 2012.

<sup>(94)</sup> 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>

<sup>(95)</sup> Austria case study, interviews.

<sup>(96)</sup> Finland case study.



*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 <sup>(97)</sup>.

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 as well as encourage their colleagues to make full use of it. In Sweden, as part of a long-term, interactive evaluation of the H&J 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 these mappings, 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 lack of interest of managers were cited as the key reasons. Some suggested that the gender equality perspective had 'drowned' in other ongoing activities <sup>(98)</sup>.

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 <sup>(99)</sup>.

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	Country	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 <sup>(100)</sup> .
Valtava programme	Austria	As a key characteristic of a gender-sensitive organisation, interviewees highlighted the importance of having a committed, supportive manager <sup>(101)</sup> .
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 <sup>(102)</sup> .

<sup>(97)</sup> Austria case study, interview with the head of a research institute that offers and evaluates gender training activities in Austria.

<sup>(98)</sup> Interim report, spring 2013.

<sup>(99)</sup> Key staff to whom this applies could be any individual gender equality focal points who are accountable for GM activities. For more on their specific needs, see section 3.9.1.

<sup>(100)</sup> Austria case study, interviews.

<sup>(101)</sup> Finland case study.

<sup>(102)</sup> Sweden case study, interviews.

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.

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

Organisation / programme	Country	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 <sup>(103)</sup> .
Ministry of Defence	Austria	In the module on 'gender in military operations', commanders in the Austrian Armed Forces are given briefings as to 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 <sup>(104)</sup> .
Municipality of Graz	Austria	A 'package' is in place to encourage structural awareness for management <sup>(105)</sup> .
Valtava programme	Finland	Project leaders were offered one-on-one consulting and training <sup>(106)</sup> .
Programme for Sustainable Gender Equality (HåJ)	Sweden	Politicians, managers and other key actors were a key target group <sup>(107)</sup> . The training sessions revolved around management-driven change and included the latest research on leadership <sup>(108)</sup> .

### 3.4 Effectiveness of gender equality training at a societal level

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

Although it is still early to capture the long-term outcomes of gender equality competence development initiatives of the case studies as the data is scarce and the impact is difficult to track methodologically, this research showed some of the positive impacts that gender equality training can have at a 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 administration 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 could include the following:

- More social awareness on gender equality;
- People receive better and more gender responsive services;
- A public debate on gender equality issues is fostered.

Gender equality training has an effect both on individuals and on organisations. Improving organisational awareness of gender equality inevitably has an influence on 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 a 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 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 used widely in national broadsheets such as *Der Standard* or *Die Presse*, or regional newspapers such as *The Salzburger*

<sup>(103)</sup> Austria case study.

<sup>(104)</sup> Austria case study, interviews.

<sup>(105)</sup> Austria case study, interviews.

<sup>(106)</sup> Finland case study.

<sup>(107)</sup> Sweden case study.

<sup>(108)</sup> The success of these courses led many of them to be officially certified, such as the National Defence College Equality Making Learning (JGL) and Stockholm County Council's Leadership Training.



*Nachrichten*. Besides, these newspapers were also perceived as reporting more on gender equality than before.

By promoting gender competence development, commissioning authorities also strengthen gender analytical skills of policy-makers, which enable 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 a **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 show 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 may have in society. Indeed, as it was described in the previous sections, successful gender equality training is often backed up by a production and distribution of a large amount of resources, including guidelines; toolkits; popularisation of academic literature on gender mainstreaming and gender equality competence development initiatives; and workshops. This specifically produced material does not only reach training participants, but may be distributed further on. 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 / practical manual that was 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 for 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' have been developed in 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 professionals. 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 encour-

aged 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 (GenderCoP) 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 national level. Therefore, the newly acquired knowledge had some direct impact on the future of the European Structural Funds and the related programmes that will be implemented further on.

However, stakeholders interviews suggested that, in addition to the lack of time to proceed to a deeper analysis on the societal impacts of gender equality competence development, the societal impact of gender equality competence development initiatives would be limited if activities are 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, organisation's outputs and outcomes should be regularly evaluated under a gender perspective to make sure that gender is mainstreamed on the long term.

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

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

1. Managers communicate effectively 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; and
3. Gender competence development initiatives are regularly carried out to make any change a long term one, along with other initiatives aiming to reach a wider audience.

Scant data does not allow for a deeper analysis of the factors that would have an impact on the relevance of gender training for wider societal change. Still there is some evidence to suggest that the following factor might influence the way

that gender equality training leads to societal changes: 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 competences development initiatives are communicated internal 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 to exchange experiences on the benefits of gender equality training.

Communities of practice (CoPs) 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, policy-makers, practitioners, oftentimes working in different countries). Communities of practice can also provide members with tools and resources, including networking opportunities; access to research and policy documents; briefings and dossiers, 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 both at international and EU level. 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 to 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 societal level, CoPs 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 towards more substantive and longer term changes as a result of the training. Effectiveness was defined here as the extent to which gender equality competence development initiative lead 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 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 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 as well as the importance of gender as something that can benefit everyone;
- Used participatory approaches to build participants practical skills and 'know-how'. Practical exercises relevant to the job 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 organizations over the longer term was difficult 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 an organisational level if it is:

- Based on the assessment of specific organisational needs, for example, assessed through a systematic training needs analysis which 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 a 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;
- Improved image of the organization as the result;
- A 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 to expose how gender equality training contributes to a gender mainstreaming that results in the promotion of gender equality and combating gender-based discrimination. Importantly, better evaluation evidence on the effectiveness of gender equality training in this respect could help to inform policy-makers 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 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 policy-makers, 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 an individual, organisational and, where possible, societal level. 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 leads directly to positive gender mainstreaming results if certain preconditions are met.

#### 4.1. Making gender equality training work

All the case study countries (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 EU, national, regional and local levels, which are summarised below. The first precondition calls for attention of law and policy-makers 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 a clear framework for action.
3. Sufficient funding is provided for the fulfilment of the organisational strategy.
4. Staff 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 country 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, e.g. 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 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: (1) disparity between perceived and actual knowledge of gender equality considerations; and (2) 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, they may not reach 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, specific accountability mechanisms in place. Such mechanisms ensure that the sessions occur and that they are of a 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 alone to enforce their organisations' gender mainstreaming strategies.

In addition to ensuring gender equality training takes place, accountability mechanisms play a key role in making sure that training provided is of a good quality. It is important to measure the extent to which training 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 an individual level the immediate outcomes of gender equality training should ideally include:

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

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

- Implementation of new policies, practices and activities to mainstream gender;
- Improvements in decision-making processes on gender mainstreaming;
- Organizational changes; and
- Changes in services and the public image of the organisation.

At a societal level the long term impacts of the gender equality training should ideally result in narrowed gender gaps in different 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 though to assess the extent to which gender competence development programmes brought change at a wider societal level as training evaluations rarely address long-term impact. When gender equality training is conducted as a part of a gender mainstreaming strategy implementation, 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 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 the way institutions and organisations function. Even with limited data the researchers were able to identify positive impacts of gender equality training on organisations. If implemented effectively, training led to new or more gender responsive interventions; gender aspects supplemented decision-making processes, organisational culture changed to become more gender sensitive and service delivery took gender into account increasingly.

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

### Bringing more gender equality at the societal level

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

- 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; and
- 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 above mentioned 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 a 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 drawn. 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 fields of their competence. A comprehensive framework that recognises the need for competence development on gender mainstreaming is essential in this area.

To implement legal requirements, law and policy-makers 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 necessary knowledge and skills of staff responsible for the planned interventions. Once the organisation 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 selection process 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, e.g. senior managers.

Monitoring and evaluation should become an integral part of gender equality competence and become the corner stone 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 individual, organisational and where possible societal level. 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 the goals of organisation in different respects 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 the training. 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 more often employed 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 level. Therefore systems for 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 an individual, organisational and societal level and relies on several elements.

This analytical model takes into account the **context** for 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 did not undertake such activities?

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

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

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

- Planning e.g. 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.

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

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

At an individual level these include:

- Knowledge, skills, awareness gained as a result of participating in the training programmes
- Opinions, aspirations and motivation changes observed among participants in the programme

At an organisation level these include

- Changes in implementation of gender mainstreaming strategies including:
  - Decision-making processes on gender mainstreaming
  - Policies, practices, activities introduced to mainstream gender
  - Changes in products and the public image of the organisation
  - Changes introduced in the organisational culture.

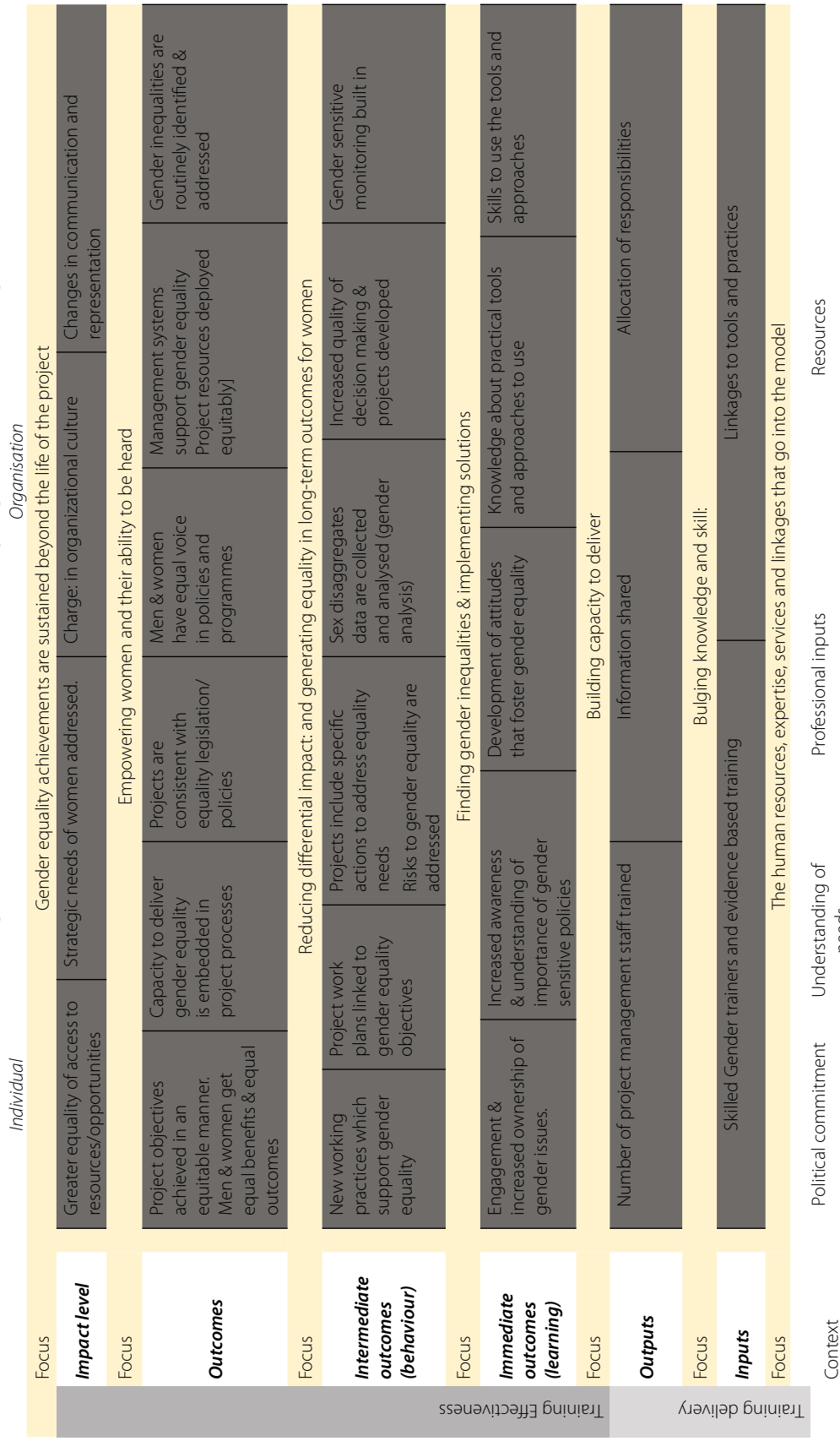
At a societal level, the long-term impacts of the programme that were expected to be achieved and that are the aims of the programme:

- 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 outlined below.

Figure 4.1 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 have been 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 where the previously identified challenges 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; number of staff that were trained on a specific methods...; and
- Qualitative data, such as satisfaction surveys from participants; related publications conducted on the initiatives; material used during the training activities; documentation that was produced in 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 different 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; and
- 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 to more internal documents, directly provided by the informants.

### **Analytical process**

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

- Legal, policy and institutional frameworks in which the activities take place;
- Allocated resources (human and financial);
- Scope and programme of the initiatives;
- Targeted public; and
- Existing accountability mechanisms.

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

Findings from the case studies were also enriched by several exchanges with gender equality training experts and commissioning authority representatives, which 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:

- 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; and
- Lack of accountability mechanisms and institutions able to trace down the changes on the long term.



## A1.3 Interview guide

### 1. BRIEF OVERVIEW OF GENDER EQUALITY TRAINING INITIATIVE

[Please ask only if data is 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 a part of capacity building?
  - What other forms of capacity building there are (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 country?
  - If yes, what are the key legal acts and key provisions regulating gender mainstreaming in your country?
  - If not, why not? Do you think it should/should not be 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 level)
- 2.3. What are the main bodies responsible for implementing gender mainstreaming strategy?
  - How are their responsibilities allocated? (e.g. across national, regional, local level)

#### STRATEGIES AND POLICIES ON GENDER MAINSTREAMING

- 2.4. Does the country have a policy framework in place for the promotion of gender equality/gender mainstreaming?
  - If yes:
    - 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 isn't) 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, meaning)
- 3.2. Does your organization have a strategy/policy, which 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 commitment)?

- 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 Q 3.2.*

- If yes, is this commitment to gender competence development translated into concrete changes to be achieved? E.g. in terms of:

- Quantitative targets? E.g.:
  - Number of trainings (courses)
  - Number of participants
  - Amount of resources
  - Other
- Qualitative targets? E.g.:
  - Impact on individual participants (e.g. opinions, aspirations, attitude, 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 organisation culture, achieving gender equality goal).
  - Other
- What is a 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 the training into every-day 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 has GT/GM and GE operated in the case study organisation?

- To what extent does the organisation follow 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 implement what they 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/engaged in gender competence development?

3.7. Do gender issues (and gender competence development) fit into the image and organization 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 on each staff member's gender equality training? *(Please ask only if not specified in Q:3.2)*

- What is the percentage of budget for gender training in comparison to 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:
  - How the trainers are selected / recruited? (e.g. criteria, quality standards, experience)
  - What are the ways in which training effectiveness is appraised, if any? (e.g. participants' feedback)
  - What are the learning outcomes 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:

- 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 the target group was 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:

- Number of training participants? *(Please ask only if not specified in Q:3.2)*
- 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 Q:3.2)*
- 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 this particular type of activity has been chosen?
- 4.7. Who were the trainers (e.g. internal, professional consultants/trainers, academics, staff from NGO's)? *Please ask only if not answered in question 3.10.*
- 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 question 3.10.*
- 4.10. Please describe the content of the training programme.
- Who decides the content of training programmes?
  - Is there needs analysis scope taken into consideration?
- 4.11. How is the training delivered? (e.g. participatory, experiential, online etc.)
- Which 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:
    - 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/were there any resistance of trainees to participate in gender equality training? If yes:
- 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 monitoring tools were used? (e.g. surveys, interviews etc.) Why these?
  - How are the results used?
- 5.2. How do organisations follow up on GT?
- 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 has 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?
- Where 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 an 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 implementation of gender mainstreaming strategy such as:
  - Responsibility for gender issues?
  - Mechanisms in place for staff development?
  - Incorporation of a gender perspective as a requirement for policy-makers? (political commitment)
  - Appliance of appropriate policy tools and techniques to integrate the gender variable in policy-making?
  - 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 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 effort to implement gender mainstreaming?

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

*If not mentioned by an interviewee, please ask:*

- 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 as 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 the results of gender equality training activity likely to continue?
- 7.10. Are there successive steps or recall training courses planned/implemented? (e.g. gradually deepening or widening staff competencies)

## Annex 2 Bibliography

### A2.1 Policy and legal documents

Council's Conclusions on the *Effectiveness of Institutional Mechanisms for the Advancement of Women and Gender Equality*, adopted on the 10 December 2013. Available at: <http://eige.europa.eu/content/news-article/the-council-of-the-european-union-calls-on-the-member-states-to-progress-with-g>

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### A2.2 Studies, reports and other literature

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**Case study 3** — Gender training activities coordinated by the General Secretariat for Gender Equality, Greece.

**Case study 4** — The Government of Berlin's approach to gender competence building, Germany.

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#### A2.4 Gender equality competence development tools and resources

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#### A2.5 Websites

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