WORKSHOP 6 Tools for Gender mainstreaming

1. Introduction

Gender mainstreaming is one of the strategies to reach gender equality in sport and focuses on the integration of a gender perspective in every stage of all general interventions – preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes - with a view to promoting equality between women and men. It means assessing how these interventions impact on both women and men and taking responsibility for readjusting them if necessary. Gender Mainstreaming does not replace specific actions for women. In the face of persisting gender gaps the so-called 'dual track' is needed - gender mainstreaming plus specific actions to advance women. The latter is one way to remedy past discrimination and to compensate for existing inequalities. Within the European Union gender mainstreaming refers to the integration of gender issues into all policies, and programmes of the European Union institutions and Member States.

Gender mainstreaming does not mean simply making programmes or resources more accessible to women, but rather the simultaneous mobilisation of legal instruments, financial resources, analytical and organisational capacities in order to introduce in all areas the desire to build balanced relationships between women and men.

There are additional definitions of gender mainstreaming: a well-known definition comes from the Council of Europe (1998): "Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies, at all levels and at all stages, by the actors normally involved in policymaking." Others advocate a systematic approach including, in particular, an effective application of a gender impact assessment of policies and statistics, broken down by sex, and through training programmes to develop gender expertise.

There are many examples of tools and methods for putting a gender mainstreaming strategy into practice, i.e. to (re)organize, improve, develop and evaluate policy processes in order to incorporate a "gender equality perspective". This can be divided into analytical, educational, consultative and participatory techniques and tools.

2. Analytical techniques and tools

A broad range of analytical techniques and tools exist, and can be divided into two categories: those delivering information necessary for the development of policies and those which can be used in the policy process itself. The latter, including techniques and tools for assessment and monitoring, will be handled mainly by policy-makers. The importance of analytical techniques and tools lies in their pragmatic instrumental character. However, this involves a certain amount of knowledge of gender

issues, and, therefore, education. Also, many techniques such as gathering statistics, carrying out surveys, forecasts or cost-benefit analyses cannot be applied by an individual policy-maker.

They need a certain form of institutionalisation and might have to be put out to contract for independent review and development. Nonetheless, these techniques and tools are a basis for putting gender mainstreaming into practice. Statistics, research and monitoring are of great importance to gender mainstreaming, as they are for specific gender actions. Some examples of gender mainstreaming tools are:

Surveys and forecasts
Drawing a precise picture of current gender relations, and their evolution, which allows for the accurate identification of important issues and for estimating, depending on the inputs, the varying outcomes of potential future developments.

Cost-benefit analyses
Governmental policies can – and have – caused challenging situations to people and society as a whole because gender perspectives have not been taken into consideration and policies have been based on questionable assumptions. Lacking precise knowledge of the consequence of decisions regarding the various positions of women and men in sport has led to unforeseen results such as the creation of small scale playgrounds in disadvantaged neighborhoods, often only suitable for playing football for boys, and insecure and not safe for girls.
Cost-benefit analyses from a gender perspective could give an insight into the impact of decisions on the differing involvement of both sexes. It is more and more common that governmental policies are assessed for many purposes. The complexity of decision-making nowadays demands a thorough surveillance of all initiatives and adjustments made in order to cope with the rapid changes of technology, market function and international co-operation. Given the differing experiences and needs of women and men, the incorporation of a gender perspective in assessments is a qualitative improvement in decision-making processes.

Checklists, guidelines and terms of reference
Checklists explain what gender mainstreaming is about, set out the objectives and describe the action to be taken. They provide important help, but often have a somewhat static character. More general tools include guidelines and terms of reference. They are less precise and detailed than checklists, but leave some freedom on how to put gender mainstreaming into practice. Whereas terms of reference are meant for formal committees, guidelines are primarily aimed at persons working in administration. This tool better suits policy-makers who already possess a considerable amount of knowledge of gender issues.

Gender impact assessment methods
Gender impact assessment has its roots in the environmental sector and is a typical example of an existing policy tool that has been adapted for the use of gender mainstreaming. Gender impact assessment allows for the screening of a given policy proposal, in order to detect and assess its different impact or effect on women and men, so that these imbalances can be redressed before the proposal is endorsed. An analysis from a gender perspective helps to see whether the needs of women and men are equally taken into account and served by this proposal. It enables policy-makers

to develop policies with an understanding of the socio-economic reality of women and men and allows for policies to take (gender) differences into account. Gender impact assessment can be applied to legislation, policy plans, policy programmes, budgets, concrete actions, bills and reports or calls for research. Gender impact assessment methods do not only have to be applied to policy making, they can also be applied to existing policies. They can be used in administration as well as by external assessors as in both cases they require a considerable amount of knowledge of gender issues. The advantage of these tools lies in the fact that they draw a very accurate picture of the effects of a given policy.

Gender budgeting

Gender budgeting is the implementation of the principle of gender mainstreaming in the budgetary procedure, that is the integration of the gender equality perspective in all phases and at all levels of public policies by all stakeholders involved in decision-making. Implementing a gender budgeting strategy means adopting a gender impact assessment – on all women and men – of the budgetary policies, by integrating the gender perspective at all levels of the budgetary procedure and by restructuring revenue and expenditure in order to promote equality between women and men. Budget is not a neutral tool, but it reflects the existing distribution of power and resources within society, indeed, in defining revenue and expenditure policies the public budgeting authorities make political choices. Therefore budgeting is a key instrument used by political authorities both to define the socio-economic development model and the redistribution criteria within society.

Educational techniques and tools

Educational techniques and tools are, given the poor knowledge of the benefits of gender equality, probably the most important technique and tool for successful gender mainstreaming. Educational tools and techniques contain two aspects: awareness-raising and the transfer of knowledge. Awareness-raising aims to demonstrate how existing values and norms influence our picture of reality, perpetuate stereotypes and support the mechanisms that (re)produce inequality. It challenges values and norms by explaining how they influence and limit the options taken into consideration and in decision-making. In addition, awareness-raising aims at stimulating a general sensitivity to gender issues. Alongside awareness raising there is need for training. People, especially those normally involved in policy processes, have to learn how to detect gender issues and how to develop policies in order to take gender into account. Every person involved in gender mainstreaming will have to receive education on the issue of gender equality and of mainstreaming. However, awareness-raising about mainstreaming and gender equality issues should not be limited to the policymakers and those involved with its implementation. It should target all members of society, and not least people at the grassroots level, so that they understand the usefulness of this strategy as well as the economic benefits, and the fact that the achievement of gender equality will make a more humane society. It is important to develop the means of awareness-raising to give impetus to debate, political interest, mobilisation in general as well as tailored training to transmit the information and knowledge necessary for action. This also means that existing awareness-raising and training material – especially material for the training of policymakers – has to be screened from a gender perspective.

Follow-up action

Awareness-raising and even very specific training courses are not enough to develop a gender consciousness and to be able to put it into practice. There is a need for a supportive post-training context, in the form of regular actions, meetings or mentors and the monitoring and evaluation of the impact of these.

There is a need for "mobile or flying expertise", specialists in gender issues who provide education at the level of a unit or department. These experts can join a unit in order to help those persons who have already followed awareness-raising training to put the knowledge acquired into practice. It is a very interactive and intensive assistance and follow-up to training, targeted at persons who have to develop specialised gender knowledge. Specialists intervene in order to put people on the right track. Their role does not consist in doing the work of the unit, but in providing the necessary knowledge and checking whether gender issues are tackled in the way they should be. Gender equality organisations have such specialists who can be seconded. This approach provides adaptable, tailored solutions which meet the needs of the units and organisations effectively and with minor bureaucracy eg, gender equality advisers. Women's studies centres can also provide such experts.

UK Equality Standard Advisers UK Sport has recruited and trained a number of Equality Standard Advisors to help support national sports organisations develop their equality work by using the mainstreaming approach.

Manuals and handbooks

Manuals and handbooks can help individuals integrate a gender perspective into their work. They explain why, where, when and how to incorporate a gender perspective in policies and contain important sources of information and background material. Ideally, the use of such manuals or handbooks is preceded by, or incorporated with education and training.

Such tools include: Statistics, Survey and Forecast, Cost-benefit analyses, Research, Checklists, guidelines and terms of reference. Awareness-raising and training courses, Follow-up action, manuals and handbooks, educational material for use in schools, working or steering groups and think tanks, directories, databases and organisational charts, participation by both sexes in decision-making.

Gender Training

To make use of tools such as gender analysis, gender budgeting, gender impact analysis/assessment, integration of gender into a project cycle, intersectional approach or monitoring and evaluation, gender training is often recommended. It is an educational tool employed by the EU and Member State institutions that targets those people normally involved in policy-making at all levels of governance with an aim of developing their gender (mainstreaming) competence. Gender training refers to a range of gender awareness-raising and training activities, which starts with general awareness- raising courses for all the staff (including the management) and ends with specific training sessions aimed at transferring specialised knowledge (including methods and techniques) on how to put gender equality into practice to specific set of actors.

3. State of play in sport

Gender mainstreaming as described above is not a common strategy for most sport governing bodies in European sport. In a report on strategies/tools used to achieve gender equality in sport in Council of Europe countries (N=27) half of the countries which responded indicated that they don't practice either gender mainstreaming or positive action. The most common tool is collection of gender–segregated statistics, which was mentioned by 21 of the countries. Factual matters such as a strategy and gender budgeting as a tool are only mentioned by six and nine countries[1] respectively.

At national and international levels some manuals and handbooks have been developed such as the EPAS handbook on good practices, a report on how to mainstream gender equality in sports projects and programmes by the Swiss Development Agency and IOC studies and handbooks. Seminars and conferences have taken place and a number of projects have been supported but mainly with a focus on networks and mentoring of women in sport and less on the process of gender mainstreaming.

Statistics at national and European levels are broken down by sex but often limited to participation in sport. The guide to gender mainstreaming for local sport policies in Spain by the FEMP is a positive exception of a more systematic approach.

However, in many sport organisations gender mainstreaming efforts have not been institutionalized at all. A lack of understanding of the management skills and processes needed to mainstream gender could be one of the reasons that positive intentions have not been translated into concrete measures. However, the administrative burden is often used as an argument to object such actions.

In 2009, the Spanish Federation of Municipalities and Provinces, aware that sports grounds were among society's most male oriented settings, decided to produce a guide to help local sports bodies take gender issues into account. Its aims were to describe instances of discrimination in various sports at a local level, provide tools to identify these cases and give advice on the development of public sports policies based on gender and gender equality issues. In the opinion of the project initiators, five aspects needed to be taken into account when assessing discriminatory practices:

- Local sports organisations and their structure: sports policies, presence of women on governing bodies and organisations, budget level and allocation, communication, etc.
- Local sports provision: profile of local sports centre users, review of activities on offer, use of material resources, survey of activities practiced freely in urban and/or natural settings, etc.
- Sports associations or clubs: activities on offer, numbers of members, motivations, drop-out rates, use of public or private funding, human resources management, allocation of facilities and equipment, communication, etc.
- Sport at school: activities on offer, participation and drop-out rates, teachers' qualifications, allocation of state subsidies, link between school sports provision and sports provision by associations, etc.
- Sports facilities: location of sports centres, access, quality of services on offer, breakdown of groups of participants by gender, etc.

[1] ¬Gender Mainstreaming in European Sport, report EPAS Kari Fasting 2011

Good practice guide 2 Council of Europe 2011

Public Authorities at local, provincial and national level should take into consideration the use of a proactive gender based approach when distributing the results of national budgets, national lotteries or gambling systems to the financing of sport and regularly evaluate the gender impact of funded projects and programmes. The integration of a gender approach to the public funding of sport should be supported at a European level through the exchange of national and local initiatives and the analysis of good practice.

4. Proposals for future actions

Gender mainstreaming in sport will not take place automatically. The commitment to mainstream gender in sport must come from the top down. Executive boards and senior management of sport organisations should understand the concept and implementation of gender mainstreaming as well as how to monitor outcomes. All sport policies should include a gender perspective and all members of staff (including management) should receive training in gender equality.

The development of guidelines on gender mainstreaming in sport could support further gender mainstreaming in the field of sport. Guidelines will provide a framework for action and assistance in building and selecting the necessary tools to act.

A series of national and European regional seminars dealing with equality between girls and boys in, and through, sport and involving the different actors concerned, i.e. executive board members and senior management and coaches needs support. In seminars and transnational trainings, tailor made and proportional tools, alongside support services in the field of gender equality, should be used.

In Sweden a general Gender Mainstreaming Manual has been developed. It is a book of practical methods from the Swedish Gender Mainstreaming Support Committee. Stockholm 2007, but not about sport. The Ministry of Education and Culture in Finland has published a report Sport and Equality 2011. Current state and changes of gender equality in Finland (2012.13). It systematically write about The mainstreaming of the gender perspective in sports in different chapters.

Actions

- Adapt tools and make them tailor made and proportional for sport organisations in order to assess policies, practices and results of implementing gender mainstreaming in the field of sport.
- Make use of supporting services in the field of gender equality existing in EU member states.
- Develop gender equality elements for code of ethics for coaches, directors of performance teams and supervisor teams.
- Support transnational projects to train and educate sport administrations to use gender mainstreaming tools in their policies.

- Based on the results of the projects and existing good practice develop a manual of good practices and case studies about how to use gender mainstreaming tools in sport in Europe, based on supported projects in this field.

- Set up interactive networks for exchanging good practice at European level; mobilise key stakeholders to ensure that gender mainstreaming in sport is used at all levels (including regional and local levels); Promote the exchange of results of initiatives regarding gender approach in public funding, evaluation of gender impact and other tools in the field of sport.

More information

http://www.bridge.ids.ac.uk/vfile/upload/1/document/0708/DOC20792.pdf

http://www.gendertoolbox.org/toolbox/toolboxEN/Downloads/5.%20Materials/Engl_PDFsMaterials/5.1.1%20What%20is%20gender%20mainstreaming_eng.pdf

http://www.righttoplay.com/International/our-impact/Documents/Final_Report_Chapter_4.pdf

http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/EG_S_MS_98_2_rev_en.pdf

http://www.regeringen.se/content/1/c6/08/19/44/3532cd34.pdf

Gender Mainstreaming Manual A book of practical methods from the Swedish Gender Mainstreaming Support Committee Stockholm 2007.

Professor Teresa Rees – presentation on gender mainstreaming at EWS Conference, Berlin, 2002