

GOOD PRACTICES AND GENDER AUDIT

Tools for local policy

Project



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With the support of the European Community /
Programme relating to the Community framework
Strategy on Gender Equality (2001-2005)



Associated partners



Diputació
Barcelona
xarxa de municipis



Provincia della Spezia
M.O.V.M.



Landeshauptstadt
München

With the support of the European Community - Programme relating to the
Community framework Strategy on Gender Equality (2001-2005)

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© of this edition: Institut d'Edicions de la Diputació de Barcelona
June 2003

Graphic design and typesetting: Solucions Gràfiques i Editorials

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PRESENTATION

I am extremely pleased to introduce this book, *GOOD PRACTICES AND GENDER AUDIT. TOOLS FOR LOCAL POLICY*, produced by the Oficina Tècnica del Pla d'Igualtat (Equality Plan Technical Office) of Barcelona Provincial Council as part of the trans-national Olympia de Gouges Project.

Equal opportunity and participation between men and women, in both the public and private areas, is fundamental to the development of a society, symbolises its level of maturity and is a guarantor of democracy.

At this crucial moment in the construction of Europe, the task of turning equal opportunity into a reality is a fundamental one. Maintaining sustainable economic development is not the only critical factor, equal opportunity is also vital for improving social cohesion and ensuring people's well-being.

It is essential, therefore, that all public bodies subscribe to this task, especially local bodies who are closest to understanding public needs, and who can offer the ideal setting in which men and women can and ought to work together.

The European Commission supports this position and places great emphasis on local bodies as the advocates of gender policies and equal opportunity. Barcelona Provincial Council is also behind these goals, and has created the position of Special Delegate with Responsibility for Gender Policy and Equality.

Barcelona Provincial Council, conscious of its role, is actively promoting local gender policy through its Oficina Tècnica del Pla d'Igualtat. This is the department that manages support for local activities.

This book contributes to the understanding and development of local gender policies through both its conceptual and methodological insights, and for the compendium of good practices that it describes. The travelling exhibition, *21st Century Woman*, also undertaken within the framework of the Olympia de Gouges project, is another instrument offering support to the raising of public awareness.

Often, those working in town councils, with either political or administrative responsibilities, feel the need to understand how other cities behave. This provides them with a broader view, serves as a reference point and enhances specific, new local initiatives. The idea behind the publishing of this book is to show these town councils what tools they have at their disposal to assist them in undertaking this task. Tools which could contribute towards female participation in all areas on the road to achieving full equal rights between men and women.

Manuel Royes i Vila
President of Barcelona Provincial Council

PRESENTATION

The Olympia de Gouges project, undertaken by Barcelona Provincial Council's, Oficina Tècnica del Pla d'Igualtat (Equality Plan Technical Office), together with Munich City Council (Germany) and the Provincia della Spezia (Italy), with the support of the European Commission, arose from the need to develop instruments capable of analysing and diagnosing women's reality, and to produce conceptual and methodological tools to develop gender policies and sexual equality at a local level.

This project falls within the framework of the Council's objective, as managed by its Equality Plan Technical Office, to promote and support gender and equality policies throughout all areas.

At this time, the challenge for gender policies is to develop a "mainstreaming" approach in order that a gender perspective is actively included in all spheres of local government.

The Olympia de Gouges project has allowed us to study this theme in depth, and has afforded us the instruments that will allow those involved in sexual equality and in local administration to widen their view.

The project is then, a great opportunity for local authorities and also provides the chance for other key agents in the community to join in developing equality programmes and promoting women.

This book, GOOD PRACTICES AND GENDER AUDIT. TOOLS FOR LOCAL POLICY, introduces a series of practical tools designed to provide town halls with support material for their activities. The structure, and the examples of good practices it provides, as well as the methodology employed to analyse and diagnose women's reality, the design of an instrument to diagnose gender bias within organisations, and the participative methodology, are all in themselves valid elements, from a conceptual point of view, and in their method and practical application.

I should also like to highlight other things that have sprung from the Olympia de Gouges project, such as the travelling exhibition, 21st Century Woman. This is an exhibition reflecting the possibilities and tools that the local world has at its disposal to achieve the consolidation of equality and to make it the basis of a more just, more balanced society.

All of these tools have been the result of the joint work of different members and collaborators in the project whom we should like to thank for their contribution. This is just one more step towards the achieving of equality and the full participation of women.

As confirmed by the European Commission, considerable progress has been made in the situation of women in Europe, despite the fact that on a day-to-day level, this very equality is, in effect, repressed, because in practice, men and women do not enjoy the same rights. The persistent under-representation of women, and the violence practiced against them, amongst other things, only serve to highlight the structural sexual discrimination that still exists.

It is, therefore, essential that we improve and design new strategies and tools that will encourage equality in all areas (access to the labour market, equal pay, work-life balance, coeducation, education in these values, democratic equality etc). We must create a dynamic that will encourage networking between local public administration and women's organisations. And these are the aspects that have been so fully dealt with by the Olympia de Gouges project.

It is my wish that the materials presented here be of assistance to those with political and administrative responsibilities on town councils, and that they assist in the development of gender-based programmes and the advance of women in all spheres.

Finally we should like to thank the following for their valuable contributions to the project: the overseas partners; the local town councils (of Terrassa, Girona, Cerdanyola del Vallès, Reus, Badalona, Sant Boi de Llobregat, Viladecans, Lleida and Sant Pere de Torelló) and also those other bodies that have collaborated in the project (Women's Institute of Asturias), the Federation of Women for Equality of Catalonia and SURT—an association run by women to introduce women to the workplace). Our thanks also to the team at the Autonomous University of Barcelona for producing this book.

Immaculada Moraleda i Pérez
Special Delegate with Responsibility
for the Equality Plan Technical Office
for the Barcelona Provincial Council

This book presents the technical results of the Olympia de Gouges Project, coordinated by Barcelona Provincial Council. From start to finish, the entire project was marked by a very high level of cooperation on the part of all those involved; however,

INTRODUCTION

The basic aim of the project was to construct a number of technical tools for effective implementation of equal opportunities policies. To this end, three main thematic areas were outlined:

1. Content of equality policy with special attention to needs analysis
2. Mainstreaming as an institutional strategy
3. Networking with women's organisations

These three areas are central to the implementation of gender policies. Gender is a key factor in public policy since it is present in all dimensions of society. For this reason, it is vital to consider these three areas. Firstly, we need to know how gender inequality manifests itself in society and what sort of policies need to be implemented if we are to eliminate it. Secondly, it needs to be decided how institutions can best organise themselves for implementation of the policies. Mainstreaming has been proposed in recent years as the key concept in implementation. Finally, it is necessary to decide what role the public should play in promoting equality. If we are to overcome inequality, it will be crucial to achieve active participation from all sectors of society.

Two types of final products were foreseen within each of the three thematic areas:

1. A study of good practices.
2. Methodological tools for gender audits.

The concept of good practice, as its name indicates, is a practice which is evaluated as being positive. This, however, does not imply that all other practices are automatically considered as "bad practices". Rather the term indicates that certain actions may serve as models because they have contributed something new which has helped to improve implementation of a given policy. There are also certain "neutral" actions, in the sense that they are institutionalised and routine. They function well, yet they are not classified here as good practices, since they cannot be said to make any new contribution.

It is therefore important to establish the criteria for a good practice. It is important to highlight that an action may be defined as a good practice on certain occasions but not on others. There are many criteria

it was also beset by a major difficulty. For a number of reasons, the study was late in starting, with the result that a relatively complex task had to be carried out in a short period of time. Despite this, many of the originally proposed objectives were achieved, and those that were not dealt with could form the basis for further projects.

which could be used. Three factors, however, are especially important: first, the specific institutional and regional context; second, the point in time when the practice takes place, and third, the specific social context. For example, in the case of a municipal policy, a practice may be considered good in certain areas with specific institutional and regional characteristics, and yet not in others.

The gender audit is a combination of methodologies and tools serving to analyse the situation, problems and evolution of gender inequality in a given institutional or social context. The main objective is to determine the problems and needs, enabling design of the various plans, programmes and actions required to improve the situation. The audit may be carried out before, during or after the implementation of gender policies.

Thus, a preliminary needs and demands analysis could be carried out; the reception and impact of a given programme on the target population could also be audited, as could the social change brought about as a result. Audits also enable us to determine the characteristics and functioning of the institutions responsible for gender policies, the associations and organisations working in the area of equality, and the

relations between all these institutions and organisations.

Good practices and gender audits as tools

Implementation of gender policy requires development of tools for their design and application. However, these tools may differ greatly depending on the characteristics of the institutions, the social setting and the number and nature of the local women's organisations. Bearing in mind that the tools themselves may vary, it was decided that the final outcomes with regard to good practices and the gender audit in the Olympia de Gouges project should be instrumental in nature.

Recent years have seen much published material on good practices. The major contribution of these publications has been to provide information on specific experiences which may prove useful to others working in the field. On the basis of this already available material, we felt that, rather than further examples of good practices, what was needed was consideration of why good practices were considered to be such. This requires an examination of the context in which they take place and the factors which favoured and hindered their application. The starting point was the hypothesis that such an approach would enable

knowledge of good practices to become a working tool.

A reflective methodology was developed for consideration of good practices. Concepts, categories and timing were also considered, in addition to possible selection criteria. A joint process of reflection involving the local and transnational project partners and the technical team then took place.

The good practices presented by the partners are all related to the three basic areas described above. To facilitate selection, it was proposed that they could be either general or specific practices within any of the phases of a public policy. A total of 38 practices were presented and considered. The results are presented in the first part of this book.

For the gender audit, three tools were prepared. One for analysis and diagnosis of the social situation of women, another to gauge the level of gender sensitivity in the organisations and, finally, a tool to measure the level of participation and networking with other associations. The range, application and concrete details of each of the tools employed may vary according to the specific institutional or organisational setting. This project is only a proposal, not an application of the tools. Application may take place at a later stage.

The second part of the book presents these three tools. For analysis and diagnosis, the work was based on a previous tool generated as part of Barcelona Provincial Council's Adagio Project. This tool was evaluated. For the other two thematic areas (mainstreaming and networking), new tools generated by the Olympia de Gouges project are presented. These are a diagnostic tool for gender sensitivity and a proposed tool for measurement of participation levels.

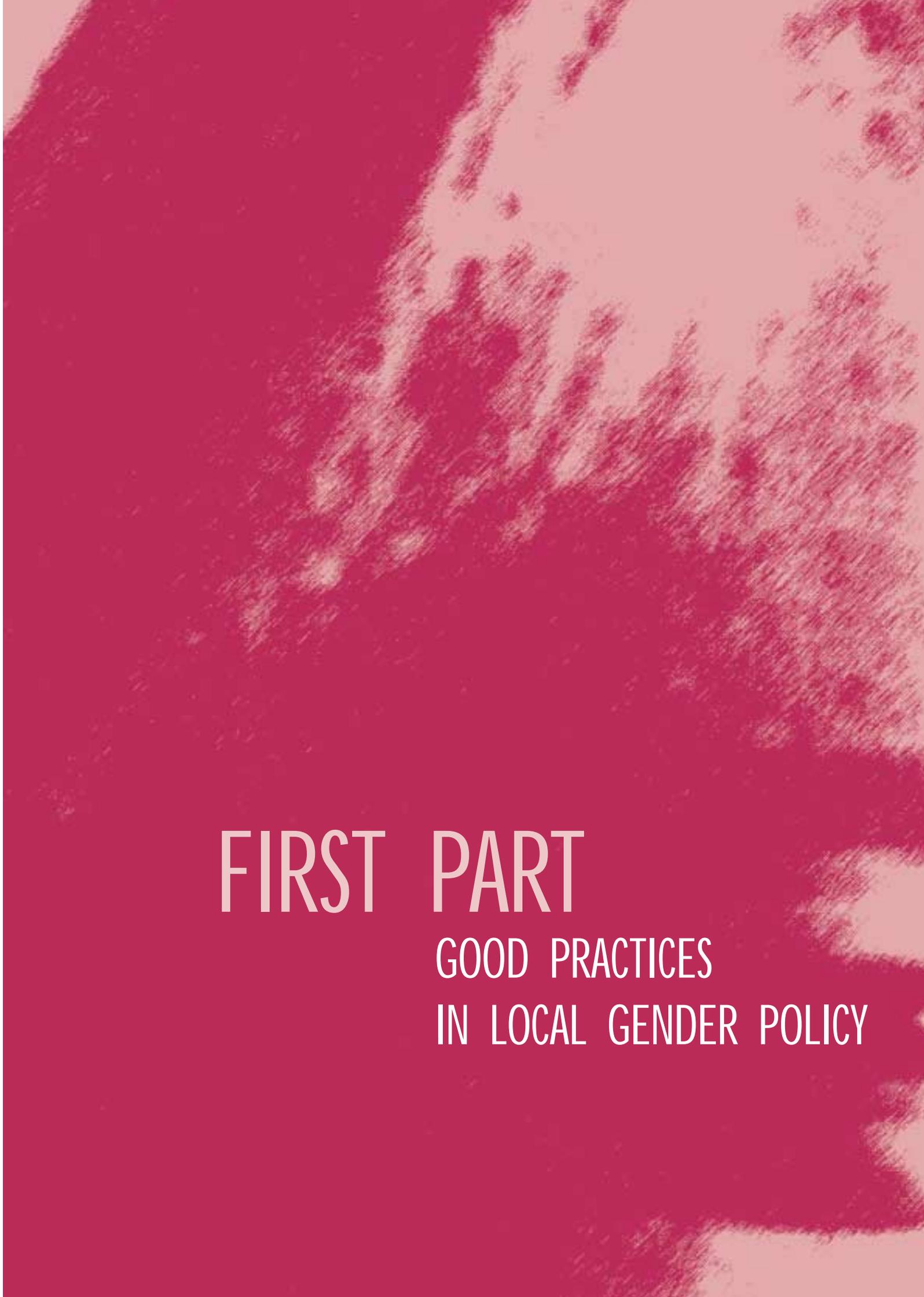
The study aimed to seek the opinions of the project partners themselves. In this light, the research was never seen as a project to be carried out by an external team. Each partner's opinion was sought at every phase of the project: in the drawing up of questionnaires and in conceptual development. This methodology has proven appropriate for the study's objectives; however, it is more complex and difficult than a standard methodology. The shortage of time, mentioned above, was to become a major obstacle, precisely because of this complex approach.

Despite the problems, sufficient material was assembled for publication of this book, which we hope achieves its initial aim: to become a tool for reflection on application of local gender policies.

Good practices and gender audit: thematic fields

The table below summarises the concepts and tools described in the book.

THEMATIC AREAS	GOOD PRACTICES	GENDER AUDIT
Thematic areas: · Equality policies. Needs analysis and diagnosis · Mainstreaming. · Networking.	Concepts and criteria for good practices. Phases of an equality policy. Reflective analysis model: · Context: Regional Institutional · Description of the practice · Reflection on good practice	Gender audit concepts Tools for analysis of each thematic area.
· Content of equality policies. Needs diagnosis.	GP in equality policies: · In general · In analysis and diagnosis · In design · In design and implementation	Evaluation of the ADAGIO project analysis and diagnosis methodology.
· Mainstreaming: Institutional action	GP in mainstreaming: · In all phases · In analysis and diagnosis · In design and implementation	Diagnosis of gender sensitivity.
· Networking: relations with external organisations	GP in networking: · With official institutions · With women's organisations · With ICTs	Participation methodologies.

A close-up photograph of a woman's face, partially obscured by a semi-transparent red overlay that covers the left side and top of the image. The woman has dark hair and is looking slightly to the right. The text is overlaid on the bottom right portion of the image.

FIRST PART

GOOD PRACTICES

IN LOCAL GENDER POLICY

In recent years, the European Union has promoted a process of compilation, analysis and dissemination of good practices in various spheres of social and political life.^[1] The aim is to compile, under a critical eye, the actions being taken to achieve gender equality, and evaluate them according to pre-established criteria to decide whether they can be considered as good practices or not.

GOOD PRACTICES: CONCEPTS AND CRITERIA

In the field of gender policy, the notion of good practice denotes an action or measure which contributes to eradication of gender inequality. More specifically, a good practice could be one which stimulates an innovative approach to a problem, or which casts light on previously invisible problems or areas which were not considered to be "problematic". It could serve to place the issue of gender on the public agenda or to foster gender mainstreaming, for example.

The process of detection, analysis and dissemination of good practices is in itself enriching in that it promotes collaborative, critical evaluation and consideration by the different agents in local gender policy. This was the approach taken in the present research. In a way, what is involved is revisiting the same old subjects but with a more questioning approach. Examples of the questions asked are:

- When and how can we determine when a practice is good?
- Can a practice that has been successful in a given context prove useful in others?
- Can internal reflection and the evaluation of the practice itself function as tools for the improvement of practice?
- Are the actions in keeping with the sought-for objectives and outcomes?
- To what extent are the methodologies employed to implement the policies appropriate?
- Was policy implementation sufficiently participative?

- What kind of inequalities are not being approached sufficiently well or appropriately?
- What are the most frequent obstacles facing successful implementation of local gender policies?

A good practice can be taken as a model or example of what should be done. This book then, sets out to offer a thoughtful selection of practices that may serve as a reference or model for local gender policies.

I. GOOD PRACTICES AND THEIR CONTEXTS

The context in which local actions are implemented has a conditioning effect on whether they can be considered as good or not. Practices cannot be considered as good in themselves; rather they must be considered in the context in which they take place. The contexts taken into consideration in this analysis are as follows:

The social and regional context

The regional, demographic and socio-economic context must be borne in mind. Factors to be accounted for are:

- Characteristics of the inhabitants
- Characteristics of gender inequality

A given practice may prove insignificant in a context which has undergone considerable improvements in

[1] It might prove helpful to clarify the confusion caused by mistaken translation of the English term "best practices" as "buenas prácticas" (good practices) rather than "las mejores prácticas" (best practices). Our aim here is not to select the best practices, but rather those practices which, for one reason or another, are considered as good - in other words, positive in their impact, design, degree

of innovation, etc. We have opted to select "good" as opposed to "best" practices, since it is impossible to say which practices are best in such a wide range of different regional, constitutional and social contexts - even when the problem is basically the same. These specific regional and institutional contexts determine the best action and they vary from project to project.

gender equality, whereas the same practice may prove crucial in another setting of marked gender inequality.

The institutional context

The characteristics of the institution implementing a given practice must also be taken into account. Whether it is a small municipal council, a women's association, or provincial administration body will affect its evaluation as good or otherwise. Institutional features which need to be borne in mind are:

- The size and powers of the institution
 - Whether there is a specific women's section and how long it has been in existence.
 - Funding, staff, resources.
 - Whether a mainstreaming approach has been implemented.
- The institution's track record in gender policy
 - Equality policies which have been implemented to date.
 - Results achieved.
- Whether networking takes place with women's organisations or not.

A distinction must be drawn between cases in which a given practice has become standard practice, i.e., institutionalised, and cases where a lower level of institutional involvement in gender issues means a practice can be considered as a good practice.

These regional and institutional contextual indicators will be used throughout this book to determine whether a practice is good and to what extent. They will help us to establish the objective or potential conditions for development of given practices.

II. CRITERIA FOR SELECTION OF GOOD PRACTICES

Good practices in the field of gender policy are established as such on the

basis of their role in correcting the inequality of women in relation to men. In addition to this general criterion, there exist other criteria for deciding whether a practice is good or not. Firstly, a practice can be evaluated in terms of its objectives. If the objectives have been achieved, the practice is good. However, we can also evaluate whether the objective was appropriate.

1. A practical approach: the Delphi questionnaire

First, we had to establish the criteria for determining what constitutes a good practice. It was decided to initiate a process of discussion and consultation with those involved in implementation of equality policies. The initial phase of the Olympia de Gouges project involved preparation of a Delphi questionnaire to record the contributions of a group of policy makers, social and technical agents in local gender policy with regard to their ideas of what a good practice is.^[2] Their responses also highlighted the numerous obstacles encountered in their daily work of designing and implementing policy, and these are important elements in the redefinition of action strategies.

Analysis of these responses enabled us to draw up a number of criteria for defining a good practice in the area of gender policy.

1. With regard to analysis and diagnosis of women's situation and needs, the main criteria were:

- Problems must be approached in all their dimensions, bearing in mind both the specific characteristics of each group and the heterogeneous range of situations in which women find themselves.
- The participation of women in the analysis and diagnosis process must be promoted. This requires effective tools capable of incorporating

[2] A number of organisations, administrations and experts participated in this first stage. Some of them were involved in the Olympia de Gouges project, others were not.

the views of all women and not only those who are active in women's organisations.

- Scientific objectivity and reliability must be a priority and the final results of the analysis and diagnosis phase must serve as the real basis for policy design.

2. In the area of strategies for achieving the policy objectives, the main criteria were:

- Priority must be given to less socially favoured groups and actions which can be completed in the short term.
- The starting point must be a wide-ranging consensus.
- The participation of affected groups and institutions must be fostered, not only in the definition of the objectives but also in actual policy processes.
- Policies must reach a wide spectrum of the population.

3. In the area of mainstreaming, the criteria to be borne in mind were:

- Solid political and technical commitments must be achieved, permitting involvement of the various departments of the local administration and fostering a culture of inter-area and inter-institutional cooperation.
- Already existing good practices must constitute the starting point.
- The percentage of the population participating in the programme must be considered.
- Training programmes must be established in the organisational framework so as to reach a consensus on the basic concepts of mainstreaming.

4. With regard to the participation of women's organisations and networking, the criteria were:

- Criteria for evaluation must be the result of consensus, they themselves must be evaluated and responsibility must be shared. Active participation of the organisations in project definition and development must be fostered.
- The representativeness of the women's organisations must be borne in mind.

- The creation of new women's groups which reflect new needs arising from social changes must be fostered.
- Consultative and participative organs for dialogue with municipal councils must be established.

2. A reflective approach

It is also necessary to diagnose the various aspects which contribute to good practices and the main obstacles militating against them, and to establish the criteria for what constitutes a good practice. Bearing in mind the data obtained from the Delphi questionnaire and the literature in the field, a number of general criteria were established for recognition of good practices in gender equality policies. A distinction can be made between practices which are good in terms of society in general and the policy beneficiaries, and practices which are good within the institution.

2.1. Good practices in terms of society

Are those that:

- Implement a necessary action which did not previously exist, or which had not been correctly or completely implemented. The practice is good in relation to the previous context.
- Lead to an innovation with respect to traditional procedure; promote a review of "consolidated" procedures which may have become less effective due to contextual changes and/or changes in the situation of women, etc.
- Lead to the breaking of gender stereotypes and traditional roles.
- Generate participative methodologies for policy analysis, diagnosis and design.
- Lead to transformations at a structural level. Practices which, while not mutually exclusive with pre-existing care and occasional services (which must continue to be implemented), question and seek to transform the system which perpetuates gender domination patterns.
- Lead to a wide-ranging social debate and place the issue of gender equality on society's agenda. For example, parliamentary debates on reproductive health laws, job-sharing, etc.
- Lead to active awareness-raising. Work in the area of gender is long-term by nature and it is necessary to create growing levels of social

awareness and sensitivity. Awareness is active in the sense that it leads to action or to a willingness to act.

2.2. Good practices in terms of the institution

Are those that:

- Introduce the gender variable into all areas and aspects of the institution and its policies.
- Increase the gender sensitivity of political representatives and functionaries.
- Place the issue of gender equality on the institutional agenda.
- Achieve political commitment to implement specific policies.
- Achieve redistribution of budgetary resources to favour equality policies.
- Facilitate the creation of reliable information systems with gender disaggregated data.

III. CATEGORIES FOR CLASSIFICATION OF GOOD PRACTICES

There are at least two systems for categorisation of good practices.

They may be categorised according to the public policy strategy to which they belong, or they may be classified internally on the basis of public policy phases. Both systems were employed in this study.

1. Classification according to gender policy strategy

A number of strategies and tactics have been designed and implemented to overcome gender inequality in Europe. The three we selected for classification purposes are:

1.1. Equal Opportunities

The most widely implemented policy both at European and wider international level over the last 20 years is Equal Opportunities policy.^[3] The aim of this policy is to ensure that all individuals have the same opportunities and to eliminate unjust unequal-

ity. The state should function as guarantor of equality by implementing public policies to this effect. In particular, policies promoting equal employment opportunities for women in the public sphere have been implemented. These programmes have sought to foster the entry of women to employment, political and cultural life.

Evaluation of the application of the equal opportunities strategy reveals that it has been effective in fostering entry of women to the public sphere, but has not overcome inequality. This demands a reconsideration of the approach which sees gender inequality as a "women's problem" and we must highlight the twofold role of women—working outside the home and also in the home—as the heart of the inequality which needs to be addressed. This means that in addition to awareness-raising and training, etc., it is necessary to act at a deeper level and to bring about basic changes in the social structure which conditions relations between the sexes, especially in the sphere of the division of household work and traditional gender roles.

Such tasks can and should be approached by local government. The necessary structural changes can only be carried out by civil society in conjunction with social, economic, cultural and government bodies. Due to its greater proximity to individual citizens, local government is in a privileged position to promote debate and consensus between the various parties involved—private sector companies, trade unions, social organisations and associations, local agents with responsibility for public services and urban infrastructure, etc.

1.2. Mainstreaming

The fact that all policy affects men and women differently has led to the proposal of a strategy which permits integration of the gender perspective into all policies and programmes. This strategy has been termed Gender Mainstreaming.^[4] Once the work of the specific women's units has been consolidated, various evaluations highlight the importance of moving forward to a mainstreaming strategy which will incorporate the gender dimension into each and

[3] See Judith Astelarra, "Conceptos generales sobre buenas prácticas" presented at the first seminar of the Olympia de Gouges project, April 2002, for the conceptual framework for the study.

every unit, in all institutional programmes, actions and policies. Thus, every design, plan, implementation and/or evaluation must be accompanied by a gender perspective analysis to detect any manifest or latent inequality that could derive from it.

Mainstreaming then, sets out from the principle that no public policy is neutral in terms of gender; all policies affect women's situation and the relation between men and women in some way. Policies which initially appeared to be non-sexist in nature have often generated gender inequality because men and women are substantially different in their lives, values, and in the majority of the social settings in which they act.

1.3. Networking

Participation, not only by women but by society in general, is vital if we are to produce the necessary changes. To achieve this, we must promote networking with women's organisations in the area of gender policies.

Women's organisations can raise awareness and mobilise women. This task is a highly important part of the necessary social dynamic. In addition, the main role of women's organisations is to channel the demands of women and their evaluation of policy implementation. Therefore, it is clear that women's organisations can play an extremely important role in local gender policy.

It is also important to incorporate gender mainstreaming into networking with organisations. This means promoting the participation of other organisations in addition to women's organisations.

2. Phases of gender policy

Policy can be divided into a series of phases. Therefore, good practices can be classified not only in generic terms but also in relation to these phases. This study presents the good practices both in general and in terms of the phase in which they are implemented. Focusing on a practice in terms of the policy

phase to which it corresponds must be done with sufficient flexibility to ensure that good practices can also be analysed dynamically and comprehensively because, in reality, the different phases of policy implementation overlap and blend to such an extent that it is often difficult to clearly define the exact dividing point between one and the other. However, a break-down in terms of these phases can prove useful in extending our ability to detect good practices.

A given programme, for example, may give rise to results which justify its classification as a good practice at one level; however, analysis of the design or implementation process may indicate otherwise. Programmes may start out with exemplary needs analysis and detection, followed by good programme design, but may never be implemented due to funding restrictions or other causes. This perspective enables each and every one of the project partners (highly diverse in terms of characteristics and history) to contribute experiences of interest which are worthy of consideration as good practices.

The phases in a gender policy are:

2.1 Needs analysis and diagnosis

The objective of this phase is to determine the needs and demands in the area of gender equality. Detection of good practices in this phase should provide an insight into the methodologies, mechanisms and tools developed and/or implemented by partners in this area. This enables us to compare the various methodological tools employed in certain types of project or policy and also to see the profile and nature of the participation of the partners. The specific features to be recorded are:

- The methodologies employed to carry out demand and needs analysis.
- The bodies and/or internal and external staff who developed these methodologies.

The main difficulties concern accessing information regarding different groups of women. It is extremely

[4] Gender mainstreaming first appeared in international texts in the aftermath of the Third United Nations World Conference on Women (Nairobi, 1985), and was explicitly accepted at the Fourth United Nations World Conference (Beijing, 1995). In February 1996, the European Commission adopted a communication on mainstreaming as the first step in fulfillment of the European Union's com-

mitment to integrate the gender perspective into EU policies. The Amsterdam Treaty formalised this commitment, with the explicit statement that, "the Community shall aim to eliminate inequalities, and to promote equality, between men and women." (articles 2 and 3).

important that the needs detection process should involve the greatest number and widest possible variety of social agents, organisations and institutions so as to ensure accurate and complete data.

Another issue to be borne in mind is that there are needs which never become demands, either because the affected groups do not have the capacity to organise or because they are not aware of their rights. An equality policy which intends to be comprehensive must strive to detect and respond to these problems. Otherwise, the institution will limit itself to attending only the formally explicit demands, rather than seeking an equitable distribution of available resources for all problems and groups.

2.2 The design phase

This phase involves definition of the range of the policy, the profile of the intended beneficiaries and participants, the duration and resources to be allocated, and the implementation mechanisms. The specific features which need to be recorded with respect to good practices are:

- The methodologies employed.
- Evaluation and viability: projected evaluation mechanisms for the policy and the corresponding viability study, taking account of internal and external conditioning factors.

The results of the analysis and diagnosis phase which permitted detection of the needs and demands must also be borne in mind. In addition, possible undesirable collateral effects must also be considered: for example, whether the policy could in fact reinforce inequality in some other sphere. Therefore, project evaluation and viability studies are extremely important in this phase, given that the next phase involves practical action.

2.3 The implementation phase

The implementation phase involves execution of the decisions and actions planned in the design phase. The specific features of good practices to be recorded are:

- The human and material resources (internal and external) which will be available for implementation of the programme or policy.
- Internal and external dissemination of the policy.

Implementation is the phase involving direct contact between the institution and the programme beneficiaries and/or participants. This interaction may lead to modifications of the programme due to the appearance of new factors not anticipated in the design phase.

2.4 The monitoring phase

The monitoring phase is extremely important in that it permits adjustment to correct both undesired and unanticipated results and to incorporate elements which were not taken into account in the design phase. The specific features of good practices to be recorded are:

- Human and material resources, both internal and external.
- Timescale for monitoring.
- Internal and external dissemination of results of monitoring phase.

2.5 The evaluation phase

This phase involves analysis of the extent to which the policy has achieved the hoped for results. The specific aspects of good practices to be recorded are:

- Analysis of whether objectives set in the design phase were achieved.
- Institutional strengths and weaknesses in policy implementation.
- Impact evaluation.
- Proposals for future projects.

This phase is highly useful for design of future policies since it permits correction of errors detected in the various phases: diagnosis, design, implementation, monitoring and evaluation. If it is to be comprehensive, the evaluation must also set out to evaluate the evaluation mechanisms being used with a view to ensuring their appropriateness, completeness and relevance for the type of policy in question.

3. Common obstacles faced by all types of gender policy

It is important to remember that all gender policies tend to face problems and obstacles, sometimes general in nature, sometimes more specifically related to the policy phase in which they take place. Knowledge of these obstacles can contribute to improvement,

through the establishment of mechanisms for detection and correction in following phases, or through implementation of other programmes and policies. Among the main problems encountered by public policy in different phases are:

- Lack of funding.
- Shortage of skilled staff qualified in gender policy.
- Lack of commitment and involvement of the institution's political management—a lack of awareness, sensitivity and real political will.
- The lack of a tradition of organising joint projects involving different sections of the institution. This has a negative effect on mainstreaming.
- Difficulties in placing the gender issue on the municipal agenda in any sense other than the traditional one of a care perspective.
- The traditional working practices in women's sections of social services which reinforce the care-perspective approach to gender inequality.

IV. A MODEL FOR REFLECTIVE ANALYSIS

The next section will present a model for analysis of the practices and experiences gathered. The table below sets out the analytical axes and how they interrelate to achieve a reflective understanding of the practice.

CONTEXT	
TERRITORIAL CONTEXT	INSTITUTIONAL CONTEXT
1. Brief historical outline	1. Type of institution
2. Socio- demographic data	2. Internal organisation structure and description of the area.
Population and territory	Year established
Education	Gender policy position and its position in the general organisation chart of the institution.
Immigration	Resources
Activity	3. Antecedents in EOGP and Mainstreaming
3. Participation of citizens	Themes
Women's organisations	Methodology
Other	Orientation
	4. Types of gender programmes implemented
	Resources
	Methodology

GOOD
DESCRIPTION
General objectives in the medium and long term
Methodology
Budget, Human resources and materials, etc.
Dissemination

THEME AREAS AND STAGES IN THE POLICY	
DIMENSIONS OF PUBLIC GENDER POLICIES	STAGES OF PUBLIC GENDER POLICIES
1. Generic policies in Equal Opportunities	1. Analysis and diagnosis of Reality stage. Needs detection and demand.
	2. Design stage
2. Policies of gender mainstreaming	3. Implementation stage
3. Network policies	4. Follow-up stage
With Organisations	5. Evaluation stage
With Public Administration	
With IT use	

PRACTICES

REFLEXION

Why the described is considered a good practice

What obstacles were encountered

The methodology adopted in this project was based on constant interaction between the project partners. The different phases also combined qualitative and quantitative social research techniques with the objective of establishing criteria and collecting good practices from the participating institutions.

METHODOLOGY

The first stage of the study included an intensive literature search and compilation of projects on good practices. The Internet was the main but not the only search tool employed. Despite the low number of such projects and the fact that their objectives tended to be quite different from ours, the initial database was sufficient to allow an initial theoretical approach to the concept of good practices and organisation of this project in terms of the objectives set out above. In addition, a Delphi questionnaire was administered to the partners and a range of gender policy experts with the aim of establishing our own classification criteria.

Also in this first phase and in tandem with the bibliographical and criteria search, work began on the programme contexts via a number of sources. In addition to the Internet, municipal and regional government statistics were used, and gender equality plans, reports and programme descriptions were gathered from Olympia de Gouges project partners and cooperating bodies. The resulting index cards from this phase are included in the annex.

Once the conceptual framework and classification and analysis parameters had been established, the second stage saw the beginning of work on design of the questionnaire for recording practices. Again, the

cooperation and contributions received from the project partners were fundamental in enabling us to reach the final questionnaire format, which is also included in the annex. In addition to the successive

rounds involved in the Delphi method, a number of personal interviews were carried out in which certain key aspects of the data collection questionnaires were tested.

As shown in the same annex, a specific questionnaire was also designed for bodies and associations. The difference between both questionnaires is that in the first the emphasis was on identification of good practices in analysis and diagnosis, the second, addressed as it was to local public administration bodies, placed equal emphasis on all three areas of gender policy—equal opportunities, mainstreaming and networking—and the first two fields included break-downs of all the policy phases.

Due to the length and complexity of the questionnaire, a seminar was held for local Barcelona members in November 2002 to provide personal guidance on the proposed classification scheme. In several cases personal interviews were necessary to record practices, documentation and contextual data.

Once the completed questionnaires had been collected, work began on analysing the results.

This chapter describes the Olympia de Gouges project partners. The analysis was structured according to the type of institution and its area of operation. The Transnational partners—Barcelona Provincial Council, Provincia della Spezia and Landeshauptstadt München—are first described, and then Barcelona Provincial Council's local partners—municipal councils, associations and the Instituto Asturiano de la Mujer (Women's Institute of Asturias).

The same format was adopted in all cases. The socio-demographic characteristics are presented—the population pyramid, economic activity, education, employment, and also the institutional characteristics and details of the general thrust of the policies implemented.

I. TRANSNATIONAL PARTNERS

1. Barcelona Provincial Council

Barcelona Provincial Council is an administrative organ. It comprises 51 provincial delegates drawn from the mayors and councillors of the province's 311 municipal councils. These municipalities are organised into 11 larger areas known as *comarca*: Alt Penedès, Anoia, Bages, Baix Llobregat, Barcelonès, Berguedà, Garraf, Maresme, Osona, Vallès Occidental and Vallès Oriental.

Regional context

The province has a total population of 4,800,000 unevenly distributed throughout the territory. Barcelona, the provincial capital, with a population density of 14,900 hab/km², is the geographic reference point per excellence, both in terms of infrastructure, services and industry, and also in terms of

the development and municipal transformation processes taking place in the metropolitan region. In the 1950s, proximity to the capital transformed the outlying cities and towns—including the project

THE PARTNERS' REGIONAL AND INSTITUTIONAL CONTEXTS^[5]

partners: Badalona, Sant Boi de Llobregat, Viladecans, Cerdanyola del Vallès and Terrassa—into important centres of industry and, consequently, centres of population, due to the influx of people from rural areas of Spain. In contrast, the *comarques* to the north of the province—Bages, Berguedà and Osona—including the project partner Sant Pere de Torelló, account for only 7% of the province's total population.

The service sector accounts for the bulk of economic activity in the province, and is followed by industry. Nevertheless, as mentioned previously, the regional differences are considerable. The inland and northern *comarca* are marked by a rich agricultural and industrial past which is only slowly giving way to the sector service.

With regard to population structure, in recent years there has been an increase in the population over 65 years of age. This has been accompanied by a reduction in the numbers younger than 15. This aging trend is especially present in the rural areas, where a higher percentage of women older than 65 years than men in the same age group can also be found. This can be accounted for by the greater life expectancy of women and by the emigration of large numbers of young women to urban areas.

In general, we can speak of a higher educational level among the population than in earlier years. This is due to the expansion of the education system, the effects being more noticeable among women than

[5] Since good practices are closely linked to the context in which they take place, a form was prepared to record contextual data. This form is included in the annex.

men. Thus, in the number of illiterate in the over-55 age group, we find that women outnumber men, whereas in the younger generation those with higher education include more women than men.

Nevertheless, more than half of the province's total female population is still categorised as inactive, while the female unemployment rate—at 14%—is twice that of men.

Immigration into the province has risen progressively over recent years, although again this increase is unevenly distributed. In general, the bulk of the immigration tends to concentrate in areas outlying the capital and in Barcelona city itself. The largest groups of immigrants are those coming from Africa, mainly men, and from South America, mainly women—though not in the same proportion as the majority of African men.

Institutional context

In 1996, Barcelona Provincial Council set up the *Oficina Tècnica del Pla d'Igualtat* (Equality Plan Technical Office), reporting to the Department of the President, and two years later, in conjunction with all the Provincial Council members and a number of municipal councils and municipal women's committees, it drew up the *Pla Integral per a la Igualtat d'Oportunitats* (Integrated Equal Opportunities Plan), which is still in vigour. The Technical Office mainly operates in conjunction with the municipal councils in providing technical and financial support via agreements, subventions and projects. A second area of activity is fostering initiatives from the associations with the aim of supporting municipal gender policy

At the same time, the programmes aim to facilitate training, research and evaluation so as to incorporate conceptual advances into all local and professional practices taking place within the province. The Council also pays special attention to the task of awareness-raising and dissemination by means of publications, publicity, workshops, lectures/talks, and other means.

In addition, the majority of programmes, events or/and campaigns run by the Equality Plan Technical Office are managed in conjunction with the different administrative areas of the Provincial Council as part of a gender mainstreaming approach. The Technical

Office is working to extend this mainstreaming to all areas of the Provincial Council and the municipal network.

The political will to provide support to the municipal councils in regard to gender policies was reinforced with the establishment, in 2002, of the post of Special Delegate with responsibility for gender policy and equality.

2. Provincia della Spezia

Provincia della Spezia, in the Italian *La Liguria* region, is subdivided into five areas of differing economic and geographic characteristics: *Comuni del Golfo*, *Comuni della Riviera*, *Comuni della Val di Magra*, *Area della Alta Val di Vara* and *Area della Media Val di Vara*.

Regional context

The region has an unevenly distributed population of 220,000 inhabitants. *Comuni del Golfo* is the most densely populated, with an approximate density of 1,450 hab/km².

Similarly, employment patterns vary from area to area. Agriculture is more developed in *Alta Val di Vara* and *Media Val di Vara*, whereas fishing and tourism are the main activities in the *Comuni della Riviera*. On the other hand, industry and port activities are the mainstay of the La Spezia municipal area and the *Comuni della Val di Magra*. There are large handcraft industries in the latter and also in *Comuni del Golfo*.

The age group from 0 to 14 years accounts for 10.75% of the population, while those aged between 15 and 64 years comprise 64.25%. Twenty-five per cent of the total population is aged over 65 years. No significant differences are observed for the sexes, apart from in the oldest age group, where the greater number of women reflects the higher life expectancy of females. Also, the trend towards an increase in the dependant elderly population is significantly higher in *Comuni della Alta Val di Vara*, where the dependency rate for 2000 was 83.22%.

In the *della Spezia* region, foreigners make up approximately 2% of the total population. This represents a rise of 15% on the 1999 figure. Foreigners

are present in the greatest numbers in *Comuni del Golfo* and *Comuni della Val di Magra*. Among the foreigners, women slightly outnumber men, especially in *Comuni della Riviera*.

Unemployment in the province stands at 6.1%, almost three percentage points below the national average. Female unemployment at 9.8% is higher than male unemployment.

Institutional context

The *Consiglio Provinciale della Spezia* is directly elected by the citizens and at present the governing party is *Democratici di Sinistra*. The provincial council comprises eight *Commissione Consiliare Permanente* and the *Commissione di Affari sociali-scuola-cultura-comunicazione* includes the Equal Opportunities Council.

The Equal Opportunities Council's services and programmes place special emphasis on dependant care—mainly children and the elderly—with the aim of indirectly contributing to an improvement of the social position of women carers. Programmes are also developed with special emphasis on family mediation services, providing legal and psychological help/advice in situations of conflict such as divorce or separation. There are also health and educational programmes addressed to families at risk which cater for all members of the family unit, and provision of economic aid to single-parent families.

The Council also implements programmes to foster cultural, social and educational integration of immigrant families and children—especially non-EU families—through the creation of the position of "cultural mediator". The Council also works in conjunction with women's and voluntary associations on programmes addressed to reducing domestic violence.

3. Landeshauptstadt München

Regional context

The city of Munich is the capital of the German region of Bavaria. The city has a population of 1,260,000 inhabitants in a surface area of 310 km². Its economic structure is modern, based on a service sector which mainly developed in the aftermath of

the Second World War, thanks in part to the establishment of multinational manufacturing plants. This converted the city into a strategic hub for industrial communication, technological information and high technology, and provided a boost for the gradual development of tourism.

The city's population structure shows a similar pattern to that of the other members described: an increasingly large dependant, older population, the majority of whom are women. In terms of education, we find that men form the majority of those with primary education only, whereas women slightly outnumber men among those having completed secondary and third level education.

The number of immigrants as a percentage of total population is calculated at approximately 23%. Of these immigrants, 83% are of European origin—19% from Turkey and approximately 10% from Croatia, Yugoslavia, Austria, and Greece. The percentage of immigrants from Asia comprises only 10% of the total immigrants in the city of Munich. In all cases, men outnumber women in the immigrant population.

Institutional context

The city's municipal administration is divided into 13 departments and is headed by the Lord Mayor. Of these 13 departments, four are directed by women. The Municipal Council comprises 80 members, 36 of whom are women.

The Equal Opportunities Office was established in 1985 under the coalition formed by the SPD (Social Democrats) and the Greens. The Office participates in all Municipal Council affairs which have a bearing on equal opportunities. It employs a team of eight women: a sociologist, a social worker, a psychologist, a lawyer and three secretaries. Four of these are employed on a part-time basis. Also in 1985, the Municipal Council established a committee to work in conjunction with the Office. The committee is made up of 12 representatives of women's organisations in the city, and ten representatives of political parties. Its main aim is to influence city government decisions with a view to fostering gender equality.

The Equal Opportunities Office operates on a gender mainstreaming principle. This involves active inter-

vention in local administration decisions with a bearing on women's issues; evaluating draft municipal decisions before their presentation to the Municipal Council; participation in implementation of "new public management" methods in the public administration; initiating and facilitating change, and finally, active participation in all organisational and personnel areas. In this last regard, in 1992, the Office drew up its "Programme for the Promotion of Women" and, in 2000, it published an evaluation and revised version of the programme under the title "Guide of Principles 2000 for Equal Opportunities for Women". Projects run in this framework aim to reinforce both the presence and promotion of women in the municipal government.

The Office also works with women's groups and organisations on a range of different projects to foster political participation of women via technical and economic support. The city of Munich has more than 300 women's associations and groups.

Finally, the Equal Opportunities Office acts as an advisory body on equal opportunities in all aspects of city life. In addition, since its creation, it has worked actively with other German cities to promote the development of other equal opportunities offices, and has also cooperated with other European municipal areas in information and experience sharing programmes on how best to reduce gender inequality.

II. BARCELONA PROVINCIAL COUNCIL'S LOCAL PARTNERS

Barcelona Provincial Council's local partners are as follows:

- Five municipal councils from the province of Barcelona.
- Three municipal councils from other provinces, and one regional organism.
- A range of women's associations.

1. Municipal partners

This section will present the general characteristics of each of the participating municipalities. First, the municipal councils within the province of Barcelona will be described, and then those of other provinces.

This distinction, on the basis of political geography, also contributes to a number of regional differences which are highly important for the study of contextual settings. Secondly, there will be a general description of the institutional structure and the track record of each municipal authority in the area of gender equality: creation of special units to deal with the issue, specific policies, equality plans, etc.

Barcelona metropolitan area, Girona, Lleida and Tarragona: regional context

Barcelona Provincial Council's metropolitan area members are the municipal councils of Terrassa, Cerdanyola del Vallès, Badalona, Sant Boi de Llobregat and Viladecans. All of which have populations in excess of 50,000 inhabitants and are located on the outskirts of Barcelona city.

During the 1950s and 1960s these cities all became important centres of industry, housing a large mass of population originating in rural zones of Spain; as a result of the migratory fluxes, these urban areas underwent rapid change, both in terms of housing and public space, services and facilities. A case in point is the city of Badalona, which has a population density of almost 10,000 hab/km². At present, the industrial sector in these municipal areas has given way to service sector activities, which employ a high percentage of the local residents. Nevertheless, the presence of a consolidated industrial fabric, albeit less so than in previous years, is still a major feature of all these municipal areas.

In terms of population structure, the pattern is very similar to that of the transnational partners: a falling birth rate, increased life expectancy and an aging population. These of course are characteristic features of the majority of western European societies.

Geographically, the municipality of Sant Pere de Torelló is also located in the province of Barcelona; however, it is also in the rural zone of Osona Nord. It has a population of approximately 2,200 inhabitants—much lower than the other municipal areas—and its economy is based mainly on industry and agriculture. Of the participating towns, it was the only one which was relatively unaffected by the migratory fluxes of the 1950s.

The level of education is higher among the younger generations than their predecessors, this being especially so in the case of women, who have entered the educational system en masse. Approximately 10% of the population older than 55 years have had no formal education, and this percentage is higher in the case of women of the same age group. The percentage of young people without formal education is extremely low, and in the 35 to 55 age group—the majority of the active population—we find a transitional situation, with higher educational levels than the over 55s but lower than the younger than 35 age group. Men in this age group also tend to be more educated than women.

A very high proportion of women are classified as inactive—more than 40%. This high figure is mainly accounted for by the high numbers of women over 50 years of age who provide goods and services in the family setting. With regard to the active population, which younger women have entered massively, female unemployment is higher than male unemployment in all the municipal areas. The statistics reveal again that it is the older women who seem to encounter most difficulties entering the labour market.

From the 1990s, these municipalities experienced a substantial increase in the volume of non-EU immigration, especially from Africa and South America, although in both cases the percentages were minimum: ranging from 0.5% to 1%. As indicated earlier, among Africans the percentage of men is higher than women. In contrast, in the case of South Americans, women outnumber men.

Barcelona Provincial Council's other local partners—Girona, Lleida and Reus—are not located within the province of Barcelona. The first two are provincial capitals of the provinces of the same names—Girona and Lleida. They have populations in excess of 70,000 inhabitants, but their population density does not exceed 2,000 inhabitant/km². Their population pyramids, however, share all the features of the other cities described: low birth rates, rising life expectancy, an aging population and higher inactivity and unemployment rates among women.

The municipal councils of the local partners: institutional context

Gender policy did not appear in Catalonia at municipal level until the 1990s. The municipal councils studied as part of this project have followed a range of different strategies, establishing offices, departments or plans for gender equality, according to local conditions. Terrassa was a pioneer in integrating the gender issue into its policy agenda, when it set up a special department for the promotion of women in 1991. The following year, the *Consell Municipal de la Dona*—a democratically elected consultative body—was established.

Following this progress, the other councils (all of which were governed by a Catalan Socialist Party majority, in some case an absolute majority, in others not) began to include the equality issue in their policy programmes. Many of them had already created their own women's policy departments by the end of the 1990s, or established specific areas within their Social Welfare and/or Personal Services departments—as happened in Lleida and Cerdanyola del Vallès—or initiated a mainstreaming approach—as in the case of Girona. Only in a number of municipalities with relatively small populations has the issue not been explicitly integrated into municipal policy. This integration of gender into the public agenda led not only to political and institutional action, but also to awareness-raising, training, help and prevention programmes for women.

In general terms, the main features of this work are:

- Awareness-raising in the area of equal opportunities for men and women is undertaken by the municipal councils via specific advertising campaigns, school campaigns, courses that do away with the traditional division of sexes, etc.
- Training is directly aimed at women of certain characteristics—age, education, occupation, etc.—with the aim of helping them to find employment or improve their current situation. The approach is to train the professionals (normally public administration employees) who are in direct or indirect contact with these women how to deal with the issue correctly.
- Care and prevention mean attention for women with specific needs, whether psychological, legal, sexual, etc. In the case of care, the support

arrives when the damage has been done. Prevention, on the other hand, is aimed at risk groups or the general population and aims to avoid the emergence of irreparable cases.

The various departments formed to foster gender equality in the municipal councils have integrated these programmes in accordance with their political orientation, the local population and available resources. Therefore, in certain cases, specialised centres were established to deal with women's issues, especially in legal, psychological, employment and sexual matters. For example, Terrassa Municipal Council set up Casa Galèria in 1994, a centre providing aid and advice for women.

In other towns—Cerdanyola del Vallès, for example—where consolidated women's help associations had existed since the 1970s, the council adopted a different strategy and established contact with the associations and provided resources to improve or extend the service they provide.

It must also be mentioned that a considerable number and variety of women's organisations exist in the municipalities studied. Thanks to support from the municipal councils, several of these groups have participated in municipal programmes or have actually created the programmes; others, however, have no contact with the municipal council and in reality are just groups of women in a given neighbourhood who create an association for their own purposes. By its very nature, the issue of gender equality affects all dimensions of society. Bearing this in mind, several municipal councils have set out to achieve participation by the different departments in gender issues. In fact, the majority of equality plans are designed from a mainstreaming perspective and involve the social, education and women's services of the municipal administration. Of all the municipalities studied, the city which went furthest in applying the mainstreaming principle to programmes for gender equality was Girona. Girona's equal opportunities programme, launched in 2001, involved many different departments of the municipal council.

The link between a mainstreaming approach and the available resources for implementation of the programme should not be overlooked. The Women's Departments are usually allocated small budgets and

have limited personnel in comparison with other areas of municipal government. In such cases, mainstreaming may become a mechanism to channel additional resources from other departments into the area of gender equality, or it may, in contrast, serve as a justification for low funding. In some cases, however, both patterns occur simultaneously; for those with little interest in the issue, a mainstreaming approach may serve as a means of avoiding the issue; for those with a personal commitment, it may provide an opportunity to improve the services provided since it permits allocation of additional resources to gender issues.

In addition, many municipal councils have designed and/or implemented programmes in collaboration with other councils, the *comarca* or other institutions—mainly Barcelona Provincial Council and the European Union. This networking is more notable in the relatively large municipalities in the province of Barcelona, and especially so since the late 1990s.

2. The participating associations

The two associations participating in the Olympia de Gouges project are the *Federació de Dones per la Igualtat del Baix Llobregat* (Women's Equality Federation of Baix Llobregat) and SURT. As in the case of the municipal partners, the organisational characteristics and specific gender equality policy actions employed by these partners will be described.

In the case of the Women's Federation, a brief description of the Baix Llobregat *comarca* is provided, since this is the setting for the organisation's activity.

2.1. Women's Equality Federation of Baix Llobregat

The population of the Baix Llobregat *comarca* is in excess of 660,000, and the demographic pyramid is typical of western society: low birth rates, an aging population, etc. Nevertheless, the numbers aged between 15 and 30 years are high—the population is a relatively young one.

The area has a relatively high percentage of inhabitants with no educational qualifications, especially in the case of women. Of course, among the younger population educational differences between the

sexes are fewer or non-existent, unlike the older generations, in which educated men by far outnumber women.

In terms of employment, we find a high level of inactivity among women and also a higher unemployment rate for women than men.

The Women's Equality Federation of Baix Llobregat was established in 1989, through the efforts of women in towns such as Castelldefels, Gavà, Sant Boi de Llobregat and others. The Federation is a member of the *Federación de Mujeres Progresistas de España*, and comprises a total of 17 women's associations which actively participate in municipal policy development in different areas of the *comarca*. The Federation has run campaigns and projects aimed at all sectors of municipal life. To raise public awareness of gender issues, it organises leisure activities, talks, debates, newsletters and other actions.

Workshops and training courses are organised for women, including specific training courses for immigrant women. Courses are also organised for professionals dealing with immigrant women. Legal and psychological counselling services are also provided, and there are mutual help groups for women victims of violence. A campaign has been running since 1990 to set up a shelter for such women. This aim has not yet been achieved.

2.2 SURT (Women's Association for Occupational Re-integration)

SURT describes itself as a women's association for occupational and social re-integration. It was founded in 1993 on the initiative of a group of professional women from a range of fields, sharing common interests and experiences in the Barcelona feminist movement network.

They work to achieve social reintegration and employment for women at risk. These efforts are not limited to any one geographical setting; rather they directly focus on women at risk, professionals and experts who provide services to these women, NGOs, policy-makers and managers, business and other social agents, regardless of geographical location.

The group's internal structure is divided into five large areas, each of which has functions and areas of

operation defined in terms of needs. These five areas are: guidance programmes, training, employment, research and development and, finally, administration and finances.

At a practical level, the association offers employment programmes for women at risk of exclusion, including guidance and follow-up, occupational and pre-employment training and finally job placement. It also provides an employment service for immigrant women (SADI) aiming to foster social integration and employment by providing legal and employment counselling and personal support. Furthermore, the association also promotes entrepreneurial initiative among women.

At a more theoretical level, SURT provides the framework for research projects in the field of immigrant women, social exclusion, mainstreaming, employment and social integration, etc.

3. Instituto Asturiano de la Mujer (Women's Institute of Asturias)

Regional context

The work of the Women's Institute of Asturias takes place in the autonomous region of Asturias. The region, situated in the northeast of Spain, lies between Cantabria, Galicia and León. Internally it can be divided into three clearly differentiated geographical zones: the mountainous region, the inland valleys and the coast. The population of Asturias is approximately 1,100,000, and is unevenly distributed throughout the region. The central area comprises three administrative divisions which account for approximately half of the entire population in a surface area representing only 4% of the total. Population density is highest around the Avilés, Gijón and Oviedo areas, but even here it does not exceed 3,500 hab/km².

Asturias has developed a diversified industrial fabric—now that the traditional industries, for example, coal mining, shipbuilding, livestock, iron and steel have been modernised. The service sector accounts for the majority of employment in Asturias, followed by industry, the building industry and finally, agriculture. Nevertheless, a growing imbalance in population distribution can be observed, and this is linked to

industrial activity. The central zone is becoming more and more densely populated, whereas the eastern and western areas, where the predominant activities are farming and tourism, are undergoing a gradual decrease in population.

Asturias has the lowest birth rate of any European region, and an aging population in line with the other partners described. The percentage of the population over 64 years of age is gradually rising while the numbers younger than 15 years continue to drop, indicating that there will be an increase over the coming years in the numbers of dependant elderly. Again, women outnumber men in the over-64 group, and especially so at more advanced ages, since their life expectancy is higher. Population aging is more severe in the smaller municipalities, where the percentage of women in all age groups younger than 65 is lower than men. This is the result of emigration of women from rural to more urban zones.

The pattern with regard to education in terms of age groups and sex is similar to those described earlier in this chapter. Among those without any educational qualifications, women outnumber men in the age group over 55 years of age, a reflection of educational inequality in the past. This pattern is reversed among the population with higher education levels at younger ages, in which women outnumber men.

Similarly, activity, inactivity and unemployment rates by gender follow a similar pattern in Asturias to those seen elsewhere. The female activity rate is far below that for men, and women's unemployment for the fourth quarter of 2001 came in at 20.13% as opposed to 8.30% for men, according to the Active Population Survey (EPA).

While the percentage of foreigners living in Asturias is quite low in comparison with the figures for the other partners, it is of interest that African immigrants only account for 4.7% of the total number of immigrants, while those of European or American origin account for 42% and 51% respectively. In addition, 70% of immigrants of European origin are from EU countries and 90% of those from America are from Central and (mainly) South America.

Internal migration, as mentioned above, takes the form of a gradual increase in migration from rural

areas to more built-up urban areas, which has been occurring since 1991.

Institutional context

The Women's Institute of Asturias is the official Asturian Government organ for the promotion of gender equality. The region's commitment to equality goes back to the year 1987, when it established the first body with responsibility for equality, a body which over the years has taken several different forms. The establishment, in August 1999, of the Women's Institute of Asturias within the Department of the President represented a new boost for equality policies in Asturias. This boost took the form of a more wide-ranging integration of the gender perspective as an analytical and interpretation tool in Asturian society and the adoption of gender mainstreaming in public policy.

The objectives and functions of the Women's Institute of Asturias are not limited to development of specific policies; rather it is a body which drives equality policy as a factor for structural change within the Asturian government. The Institute advises on policies, actions and measures designed and implemented by the various government organs and departments.

The commitment to achieving real equality between men and women was clearly stated in the "*IV Plan de Acción Positiva para las Mujeres del Principado de Asturias*" (Affirmative Action Plan 2001-2005) and in the "*Plan del Principado de Asturias para avanzar en la erradicación de la violencia contra las mujeres*" (Plan for the Eradication of Violence against Women). In addition, the work of the Institute is also supplemented by specific actions, such as campaigns, grants, legal measures, awards, commemorations, courses, workshops, exhibitions, conventions, seminars, studies and publications. Of special importance are the measures taken in the economic, employment, education and culture fields, and the policies aimed at women at risk of social and employment exclusion.

GOOD PRACTICES OBTAINED

The table below sets out the good practices found and recorded, classified according to phases and the policies of which they formed part.

QUANTITATIVE RESULTS		
I. Good practices in equal gender policies	GP in general	8
	GP in analysis and diagnosis	2
	GP in design	2
	GP in design and implementation	6
	GP in monitoring	
	GP in evaluation	
	Total	18
II. Good practices in mainstreaming	GP in all phases	1 (4 practices)
	GP in analysis and diagnosis	2
	GP in design and implementation	4
	GP in monitoring	
	GP in evaluation	
	Total	10
III. Good practices in networking	Official institutions	5
	Women's organisations	2
	In use of ICTs	3
	Total	10
Total good practices recorded		38

GP: Good practices

Coding of good practices

- **Adagio / DIB** (Adagio/ Barcelona Provincial Council).
- **AMVVF / AStBLL** (Local Care Circuit for Women Victims of Domestic Violence / Municipal Council of Sant Boi de Llobregat).
- **Banco de datos sobre mujeres / PS** (Databank on Women. "Donne al lavoro. Testimonianza spezzine a confront attraverso parole e immagine" / Provincia della Spezia).
- **Campana contra VG / DIB** (Campaign against Gender Violence. "Informe más y mejor" / Barcelona Provincial Council).
- **City Dona / AT** (City Dona project / Terrassa Municipal Council).
- **Combatir contra DDV / AR** (Combating all forms of Inequality, Discrimination and Violence / Reus Municipal Council).
- **Comisión Ciudad e Igualdad / AGi** (City and Equality Committee of the Economic and Social Council of Girona / Girona Municipal Council).
- **Consejo Municipal / ALL** (Municipal Women's Commission of Lleida / Lleida Municipal Council).
- **CRAD / AB** (Resource and Advice Centre for Women / Badalona Municipal Council).
- **Creatividad en femenino / PS** (Women's creativity project / Provincia della Spezia).
- **Cursos de formación / DIB** (Training course as part of the "Informe más y mejor" campaign against Gender Violence / Barcelona Provincial Council).
- **Dones Acolidores / AB** ("Dones Acolidores" project / Badalona Municipal Council).
- **ELIONOR / DIB** (ELIONOR project / Barcelona Provincial Council).
- **EQUAL / IAM** (EQUAL Project "LA IGUALDAD CREA EMPLEO" / Instituto Asturiano de la Mujer).
- **Evaluation / M** (Evaluation Plan / Munich).
- **Formación IOG / DIB** (Training in Public Policy for Gender Equality / Barcelona Provincial Council).
- **Formación mujeres gitanas / SURT** (Training gypsy women from La Mina as cashiers in large shopping centres / SURT).
- **Foro IO / AStPT** (Forum for equal opportunities / La Vall de Ges / Municipal Council of Sant Pere de Torelló).
- **Género, exclusión y pobreza / SURT** ("Género, exclusión y pobreza" programme / SURT).
- **"La Guía" / Agi** (Article on gender in municipal publication "La Guía" / Girona Municipal Council).
- **Lista de Ciudad e igualdad / Agi** (City and Equality Internet Discussion List / Girona Municipal Council).
- **Mujeres TIC / AB** (Observatory of Women in the Media / Badalona Municipal Council).
- **Periódico IO / PS** (Equal Opportunities newspaper / Provincia della Spezia).
- **Plan transversal IOG / Agi** (Mainstreaming plan for municipal action in gender equality / Girona Municipal Council).
- **POM / PS** (Multi-Regional Programme. "Equality of opportunities in decentralised employment services" / Provincia della Spezia).
- **Programa Atención MVV / AC** (Care Programme for Women Victims of Violence / Cerdanyola Municipal Council).
- **Programa de Capacitación / M** (Empowerment Programme Munich).
- **Programa FMAM / PS** (Training programme for women caring for elderly and/or young dependants / Provincia della Spezia).
- **Programa F y E / PS** (Training and employment course for women / Provincia della Spezia).
- **Protocolo Atención MVVD / AT** (Care protocol for women victims of domestic violence / Terrassa Municipal Council).
- **Proyecto "Marketing Territorial" / PS** ("Marketing Territorial" (POM: Multi-regional project) / Provincia della Spezia).
- **Proyecto "Promociona" / IAM** ("Promociona" project / Instituto Asturiano de la Mujer).
- **"Qui fa què?" / AGi** ("Qui fa què?" programme / Girona Municipal Council).
- **Red de Servicios / FFDBLL** (Network of services linked to Programmes against Violence / Federació de Dones del Baix Llobregat).
- **Sistema de actuación / M** (Gender-sensitive action system / Munich).
- **Tiempo Propio / IAM** ("Tiempo Propio" programme / Instituto Asturiano de la Mujer).
- **Tif. Atención Mujeres / PS** (Help Line for Women / Provincia della Spezia). UDI (Unione Donne Italiane)
- **Valoración de las actuaciones / M** (Analysis and Diagnosis: Evaluation of Measures / Munich).

I. GOOD PRACTICES IN EQUAL GENDER POLICIES

The following table shows a classification of good practices in equal opportunities.

GOOD PRACTICES IN EQUAL GENDER POLICIES	
GP in general	<ul style="list-style-type: none"> · ADAGIO / DIB · Programa F y E / PS · POM / PS · Banco de datos sobre mujeres / PS · Programa FMAM / PS · Creatividad en femenino / PS · AMVVF / AStBLL · Dones Acolloidores / AB
GP in analysis and diagnosis	<ul style="list-style-type: none"> · Foro IO / StPT · Género, exclusión y pobreza / SURT
GP in design	<ul style="list-style-type: none"> · ELIONOR / DIB · Formación IOG / DIB
GP in design and implementation	<ul style="list-style-type: none"> · Proyecto "Marketing Territorial" / PS · Periódico IO / PS · Tif. Atención Mujeres / PS · Proyecto "Promociona" / IAM · Combatir contra DDV / AR · Formación mujeres gitanas / SURT
GP in monitoring	
GP in evaluation	
Total	18

- **Adagio / DIB:** A programme aiming to create new methodologies to facilitate analysis and diagnosis of social and regional gender needs.
- **AMVVF / ASTBLL:** A programme for a comprehensive, wide-ranging approach to the problem of gender violence, aiming to provide victims with the necessary psychological, physical or other services.
- **Banco de datos sobre mujeres / PS:** A programme bringing together all available information on health and safety at work, essential for observation of the differences between women in terms of occupational risks and sickness by age and occupation.
- **Creatividad en femenino / PS:** A programme aiming to show that women have resources of creativity, normally expressed in private, but which can be applied to the public sphere, through an exhibition.
- **Combatir contra DDV / AR:** A programme to combat all types of inequality, discrimination and violence by raising public awareness and ensuring the issue achieves media coverage.
- **Dones Acolloidores / AB:** A project aiming to focus on immigration from a gender perspective through measures to raise awareness and foster harmonious inter-culture relations, tolerance and equality.
- **ELIONOR / DIB:** European employment project for persons without major skills deficits.
- **Formación IOG / DIB:** A training and awareness-raising programme enabling policy makers and experts to detect manifestations of inequality and gender discrimination.
- **Foro IO / STPT:** A forum for analysis of equal opportunities for women in different areas in the Vall de Ges, with a view to preparation of short and long-term measures.
- **Formación mujeres gitanas / SURT:** Employment training for gypsy women.
- **Género, exclusión y pobreza / SURT:** A hypothesis and deduction-based study aiming to detect the factors which lead to exclusion and compare women immigrants, single mothers and gypsy women.
- **Periódico IO / PS:** an internal publication aiming to draw attention to women's rights in different spheres, and to foster communication and circulation of information within the local administration.
- **POM / PS:** A programme to provide employment guidance and assistance for women at risk of exclusion.
- **Programa F y E / PS:** A programme to provide assistance in dealing with employment, domestic and personal problems
- **Programa FMAM / PS:** A programme enabling women caring for other adults, children or elderly people to continue with employment training without having to neglect their dependants.
- **Proyecto "Marketing Territorial" / PS:** A training programme for unemployed women aiming to provide the necessary skills and guidelines to set up their own business, thus promoting self-employment in fields which are as yet unexplored in the region.
- **Proyecto "Promociona" / IAM:** A project to foster integration of the gender perspective into municipal policy, especially in employment policy, so as to promote women's employment.
- **Tif. Atención Mujeres / PS:** A women's emergency help line.

1. Good practices in equal opportunities in general

1.1. Adagio project^[6]

Barcelona Provincial Council

Context

This project, run by the Equality Plan Technical Office, sets out from the point of view that methodological renovation is needed in gender policy, in its implementation and in programme development in the local administration. The aim is to take the gender perspective into account in all actions and approaches, i.e., to increase awareness of gender issues and achieve gender mainstreaming within the local administration.

[6] Further information on this project can be found in the section on Tools for Gender Audits.

Description

The Adagio programme arose as the result of efforts to create new methodologies that would facilitate analysis and diagnosis of social and regional needs with regard to gender issues. The objective at pilot scheme stage was to draw action models and guidelines for mainstreaming programmes, teaching and training materials from direct experience of reality.

Specifically, the aim is to provide the participating municipal councils with the training and information needed to detect gender inequality. This research-action and field work-based project is an effort by Barcelona Provincial Council to decentralise its work in the area of equal opportunities. Effectiveness should increase, since the projects are conceived, created, designed and implemented by persons who live in the municipal area concerned, with advice from a specially created professional officer—*Agents d'Assessorament en Gènere i Igualtat d'Oportunitats* (Adagio),—from which the project took its name.

The project methodology is based on three essential pillars: the importance of qualitative information, the nomenclature of the indicators and the structure of the analysis. The study protocol was divided into six large sections: region, municipal organisation, socio-demographic analysis, education/training, economic activities and use of leisure time, and health.

During the three-year implementation period (2000–2002) and within the short and long-term project objectives, a ten-strong group of gender advisors has been assembled. Tools for analysis and diagnosis were developed. The field work which took place in the 30 small municipal councils participating in the programme led to the elaboration of 30 protocols for local action. A total of 19 municipal action plans were created. A training programme for gender policy implementation addressed to local administration technical experts and policy makers was designed and the *Programa de Formació para el Desenvollop del Plan de Igualdad en un Municipio* (Training Programme for Development of the Municipal Equality Plan) was drawn up. The project succeeded in raising gender sensitivity, providing training and motivation to the municipal councils in the area of gender equality, and led to many positive practices.

One of the long-term aims was to design tools to facilitate participation of women in local administration and the creation of *Consells Municipals de Gènere i Igualtat d'Oportunitats* (Municipal Gender and Equal Opportunities Committees). This is also a good practice since the project promotes more democratic systems which provide a direct hearing to those affected by the projects and programmes, thus serving to improve needs analysis and active participation in project design, implementation and evaluation.

Another long-term aim is the creation of tools which will serve to raise awareness of gender role stereotypes and show how these are not natural but have been created and imposed by society. This will help to raise social gender sensitivity. A working network involving the various municipalities will serve to facilitate integration of the gender perspective and mainstreaming, and a project-monitoring and evaluation methodology will be designed.

General observations

In summary, it can be said that this project is considered a good practice because it promotes a participative process of analysis and diagnosis of gender inequality (decentralisation, development of municipal action protocols, women's participation at local level). The more accurate the definition of the real situation, the better the design and implementation of gender policies. The project promotes networking and gender mainstreaming in all municipal measures.

Although this project gave rise to many highly beneficial results, the Provincial Council also encountered a number of obstacles in implementation. For example, since the project was entirely new in conception, it was difficult to ensure that the municipal councils would assign it priority in terms of space and time. The lack of a general gender culture in the policy-making sphere limited progress, since it was necessary to concentrate on basic concepts. In addition, not all the municipal councils were ideally equipped for participation, especially in terms of training.

1.2. Women's training and employment programme *Provincia della Spezia. CGIL*

Context

The Italian region of *Provincia della Spezia* has a population which is unevenly distributed over the five areas which make it up. Unemployment, at 6.1%, was almost three percentage points below the national average. Nevertheless, female unemployment, at 9.8%, was much higher than male unemployment. This is probably the most important factor in seeing this practice as positive; i.e., in a situation of such high female unemployment, this programme, aimed at providing a comprehensive training and employment service for women, is undoubtedly positive.

Description

One of the services within the framework of the programme to be implemented by the Equal Opportunities Council is family mediation. This service provides legal and psychological aid/support for women in conflict situations arising from separation, divorce, etc. The Women's Training and Employment Programme presented here consists of a series of services provided essentially through the CGIL trade union. Therefore, we can speak of a certain networking methodology—public administration/union—at least in the area of analysis and diagnosis, and in design of actions. The initiative also involves close cooperation with organisations such as Caritas.

The Programme's comprehensive coverage includes not only employment-related problems but also domestic and personal problems. A second phase of the Training and Employment Programme includes the objective of providing care for women victims of domestic violence. In addition to this programme, the trade union is also active in this area through a number of measures, including training for women at special risk of social exclusion and unemployment. The aim is to establish a protection service for the victims of domestic violence which would be staffed by these women. To this end, the union also cooperates with other programmes run by such associations as Caritas and AUSL.

Another main reason for considering this project as a good practice is its positive results. In its three years

of existence, the programme's positive evaluations—albeit only in terms of the number of women attended—has led to its consolidation as one of the most stable of the services provided by the union, thus ensuring its future continuity. In other words, the high external impact of the practice is what has determined its continuity for the future.

General observations

For all the reasons set out above, this practice is considered to be coherent with its general objectives, the specific programmes implemented and the institutional and occupational context in which it is set. In addition, bearing in mind the regional context and the type of programmes being implemented, this can be considered as a good practice since it has adopted a mainstreaming philosophy and promotes networking: under the management of the union, the project brings together psychologists, lawyers, social workers, representatives of the social services and various associations such as Caritas, UDI, the Anti-Violence Centre, a cooperative society, etc.

The programme does not limit its services to training and employment; rather it takes a multi-faceted approach to the many problems faced by women in daily life, including family and affective relations, employment, etc. It provides services for unemployed women, ex-drug addicts, deserted women, single mothers with low income, older women with economic problems, and women at risk of social exclusion in general.

The obstacles encountered over the years were generally the usual ones of eternally limited resources, both material and human. Increased assignment of resources for all types of gender policies is absolutely necessary if innovative programmes are to be implemented in optimal conditions.

1.3. Equal opportunities in the decentralised employment service *Multi-regional programme of Provincia della Spezia*

Context

Employment patterns in the La Provincia della Spezia region are strongly marked by the gender factor. As mentioned previously, female unemployment is much

higher than male unemployment. Again, we find a practice whose worth is determined by a pre-existing objectively observable social problem.

Description

The Equal Opportunities in the Decentralised Employment Service programme aims to provide guidance and support in seeking employment, and is specially designed for women at risk of unemployment and social exclusion. The programme is one of the Equal Opportunities Council's programmes. The services and support provided by the programme are family-focused and are aimed at families at risk. These services, include social, health, and educational aspects and aim to take into account the needs of each and every member of the family unit. In the case of single parent families, the services may even include provision of economic aid. However, the policy's long-term objective is to favour the entry of women to the workplace, while offsetting negative conditions in the family setting which may represent yet another obstacle to their development.

This programme can also be considered as a good practice in terms of networking since its implementation is participative in nature. The working methodology employed consisted of analysis of regional characteristics, centralised and decentralised meetings with a range of women's groups and associations. The trade unions also cooperated in detecting needs and demands and determining possible solutions that the programme could offer. Two questionnaires also arose from this participative process: one on "The Image of Work", and another for evaluation of the project by participating women. Furthermore, in order to improve implementation, a trainer training course and telephone marketing course were run.

The fact that the programme included an evaluation by its participants is another positive characteristic, since it enabled verification and improvement of its effectiveness.

1.4. Donne al lavoro.

Testimonianza spezzina a confronto attraverso parole e immagini. (Databank on women) *Provincia della Spezia*

Context

Again, this is a *Provincia della Spezia* policy. As pointed out in the section on contextual analysis, the administrative area of the province comprises five zones of widely differing characteristics, both in geographic and economic terms. It is governed by a local institution directly elected by the citizens. Herein lies the first main factor in the value and impact of this practice, both internally and externally. Access to gender-based regional data is essential for accurate knowledge of the society which public policy aims to affect.

Description

The Donne al lavoro. *Testimonianza spezzina a confronto attraverso parole e immagini* programme brings together all the available information on a very important issue:^[7] women's health and safety at work. The work undertaken included assembly of all available statistics on accidents at work and work-related sickness. In addition, the data was assembled in such a way that it permits breakdown in terms of type of risk, type of work, and age. The data thus enables detailed observation of the differences between women in terms of types of risk and work-related illnesses by age and type of work done.

The very objective of this programme—obtaining accurate information on social reality—is enough in itself to classify it as a good practice, especially when considering the region's social context and that female unemployment is much higher than that among males. Further, the regional nature of the programme permits the highly accurate micro-analysis required for design of the specific actions which are most effective. This local focus also makes the policy innovative. A long-term aim of the policy is to become a consolidated tool for the design of further measures and actions. This would also serve to provide continuity through ongoing updating of data.

[7] This data was assembled from various sources and especially from the National Insurance Institute for Accidents at Work.

Implementation of the programme began in May 2002. Although the databank itself has been completed, evaluation in terms of its fulfilment of analysis and diagnosis objectives has not yet taken place.

General observations

Perhaps, one of the main insights provided by implementation of this practice has been with regard to the obstacles that may arise due to a lack of participation by the trade unions or other partners, including private sector companies and women's organisations, etc. Contributions from these would have heightened the external impact of the programme. As it is, the programme's impact was much greater within the Province's administration than in any other sphere. Other obstacles also emerged, including the organisational rigidity occasionally characterising such projects involving research and data analysis. High productivity demands increased efforts in communication and awareness-raising and this requires more time and more flexible organisation for full success.

Finally, the practice is also good in terms of the high level of post-implementation dissemination achieved. A research network based on the databank was developed in conjunction with other regional bodies working in the area of occupational health, such as INPS and AUSL.

1.5. Training programme for women caring for elderly and/or young dependants *Comune di Sarzana*

Context and description

This programme was developed by the regional government of *Provincia della Spezia* and promoted by the Equal Opportunities Committee under the auspices of the *Commissione di Affari sociale-scuola-cultura-comunicazione*. This section mainly implements programmes aimed at those caring for dependants—usually children and the elderly, but also the unwell, the handicapped, etc. The aim of the programme is to care for these dependants and thus indirectly improve the position of women who are assigned a role as carers by society.

The programme enables women caring for dependant adults, children or elderly people to take

employment training courses without neglecting those in their care. By providing dependant care, the scheme frees the women to receive the training they need to enter employment.

General observations

This programme sets out to offset a general characteristic of our societies: uneven division of labour and socially-attributed roles. The practice can be considered as good in that it is an innovative approach to offsetting a structural inequality; however, we must also question whether the means employed are the most appropriate, i.e., whether the programme should not focus more on the division of labour rather than on providing a local compensation for the effects of gender inequality in the area of domestic tasks.

Another important factor in seeing the practice and its outcomes as good is the level of cooperation involved with different bodies, organisations and companies. This led to networking with a whole range of social agents.

Finally, the fact that the programme was for women who openly recognised their family situation leads to highly specific and accurate data on these women at great risk of social exclusion. These data can then serve for the design of gender policies aiming to overcome the obstacles so often faced.

1.6. La creatività en femenino (Women's creativity programme) *Provincia della Spezia*

Context

This is a *Provincia della Spezia* programme run by the Equal Opportunities Council under the auspices of the *Commissione di Affari sociale-scuola-cultura-comunicazione*. Among others, the Council runs programmes to foster cultural, social and educational integration of immigrant children and families. These programmes are especially addressed to non-EU immigrants. Twelve women representing the different cultures present in the region have been appointed as cultural mediators.

Description

This programme is not specifically addressed to non-EU women immigrants. It sets out from the basis that

women have a store of creativity which normally only finds expression in the domestic sphere. The aim of the programme is to bring this creativity into the public sphere by means of an exhibition. The practice is a continuation of the activities of 8 March 1997, the year of the exhibition *Un giorno donna, un mese, un'anna, una vita*. The short-term objectives include organisation of a further two exhibitions, while in the long term, the aim is to set up a women's company which will continue the work of bringing women's creativity into the public sphere. The programme is also important in the light of the region's high level of female unemployment in that it creates employment for women and is coherent with regional conditions.

The exhibitions were organised in cooperation with the Carispe Foundation, the Employers Confederation and the Chamber of Commerce. Results so far have included an exhibition in La Spezia city centre. The practice can therefore be seen as good both in terms of design and implementation. Given its external impact, it can also be considered positively in terms of likely continuity. Apart from the exhibitions themselves, the programme has led to a reaffirmation of these women's worth and talent, converting a hobby into a source of income and generally serving to promote women in society.

1.7. Local care circuit for victims of domestic violence Municipal Council of Sant Boi de Llobregat

Context

Ever since the creation of the *Consell Municipal de la Dona*^[8] in the municipality of Sant Boi de Llobregat, the Municipal Council has organised an increasing number of programmes aimed at improving the position of women in society. Previously, networking had taken place in gender issues. The most notable antecedents were programmes such as the *Butlletí Municipal de la Dona* (a municipal newsletter managed and coordinated by women), the *Observatori mediàtic project* (with the aim of denouncing advertising and television programmes making exploitative use of women), exchange meetings involving the

women's associations from Sant Boi and other municipalities; and finally, the Agenda 21 programme (participation of women in the drawing up of the local administration agenda, as part of the Agenda 21 programme).

Description

The programme Local Care Circuit for Women Victims of Domestic Violence goes back to 1999 and the creation of the Women's Department within the Municipal Council. The aim was to implement a programme which would address all aspects of the issue of gender violence and provide the victims with psychological, physical and other services needed to overcome their situation.

The short-term aim was to provide rapid, effective care for women victims of domestic violence via coordination of Circuit members. In the mid-term, the aim was to take preventive measures involving training of those who work with the victims so as to achieve a change in values, attitudes, stereotypes, attitudes to violence, etc. Finally, the long-term objectives were to consolidate the Local Circuit and achieve ongoing improvement by means of multi-disciplinary, mainstreaming teamwork based on active participation and consensus. A difficult task, due to the complex network of local agents involved.

The municipal service *T'escoltem Dona* acts at local level as a "mediator" bringing the victims of violence and carers into contact. The service comprises a coordinator (a municipal women's programme professional), a local informant or guide, a psychologist responsible for individual attention through arranged meetings and two psychologists who are responsible for designing, organising and stimulating support groups for the victims. The aim is to help solve the problems of varying complexity which these women face. The service was set up on the initiative of the Sant Boi Women's Association and provides specialised, individual psychological and social attention which is confidential and free to all those women requesting it.

Working methodology involved consensus-based and participative programme design, which permitted

[8] Representative organ of women's associations, comprising plenary committee, permanent steering committee and working committees.

effective coordination and interlinking of actions. In addition, ongoing monitoring takes place every six months. User profile, numbers attending, difficulties and obstacles have been studied with a view to modification and improvement of the programme.

Among the various Circuit participants, the Municipal Council itself plays an important role in coordinating actions in different spheres. Other members include the municipal and national police, representatives of the legal system, health and social work bodies, hospitals, Primary Care Centres, mental health organisations, psychologists, and women's associations in Sant Boi.

Results obtained over the 1999-2001 period reveal that a total of 271 women were attended. This figure is constantly rising. Public awareness of the service's existence has grown and this has led to increased demand. This increase is likely to ensure the programme's continuity in the long term.

General observations

The participative methodology employed at local level was one innovative aspect. Others include the level of knowledge-transfer through mainstreaming, and the highly preventive focus. All these factors make the programme a pioneer in its area and a model for other local government actions in Spain and Europe.

The programme's preventive and local focus are also important factors in its being considered a good practice. The fact that it takes a preventive approach is not in itself new; what is new, however, is the comprehensive way in which it employs three modalities of prevention. Primary Prevention is addressed to the young, through education in non-violence, involving information, motivation and help for non-violent conflict resolution in the family sphere. Secondary Prevention involves design and preparation of prevention strategies aimed at the most vulnerable sectors of society through provision of efficient and accessible social resources and support. Finally, Tertiary Prevention ensures provision of medical, psychological, social and legal resources for those who have already suffered domestic violence.

Nevertheless, despite the success, coordination and communication among the different heterogeneous

agents involved is a complex and challenging task. Other obstacles include the way in which personal involvement in the programme may move beyond the purely professional. Informal relations play an important role in this area, and this of course may lead to both advantages and disadvantages.

1.8. "Dones acollidores" project Badalona Municipal Council

Context

Over the last 25 years, the city of Badalona has undergone considerable demographic growth. This has largely been the result of increased immigration from Latin America (36.03%), Morocco (32.63%), especially since 1999, and Asia (18.98%).

Description

Dones Acollidores started life as an urban project which was part of an overall Equal Opportunities Plan for integration of the constantly rising numbers of immigrant women, run by the Women's Department of the Municipal Council with support from the Municipal Women's Committee and other bodies active in the area of gender issues. The project was part of the municipal government's drive to respond to the growing demands and needs of a given sector of the public.

This project aims to incorporate a gender perspective into all areas of the immigration issue as dealt with by the Women's Department. It comprises awareness-raising, prevention and education in the area of inter-cultural cooperation, tolerance and equality. The field work aims to gather information and precise indicators which will permit development of new methodologies for analysis and diagnosis with regard to women immigrants in Badalona. The main objective of the project is to foster harmony and cooperation among the different cultures in Badalona.

In the first phase—analysis and diagnosis—the Municipal Council's Women's Department commissioned a study from the *Centre d'Estudis de Cultura i Societats Danaiques*. This study was entitled "Female immigrants and support resources for their integration in Badalona", and its purpose was to ascertain details of the life of women immigrants in Badalona and to compile a guide of resources and services

provided by the local administration, NGOs, trade unions, etc.

The methodology employed for the next study involved development of a questionnaire permitting quantitative data analysis. Although the sample is not entirely representative, selected on the basis of a non-probabilistic method which facilitated access to immigrants, it nevertheless comprised, a total of 100 women representing 12 different nationalities.

The study provided a detailed description of the needs of women immigrants in Badalona and the resources available to them. The study is divided into six main sections: details on the subject interviewed (nationality, age, marital status, children, etc.); kinship and social relations; employment status (present and past); housing (problems encountered in finding accommodation); knowledge and use of available social services and, finally, main needs and future expectations.

In general, women immigrants in Badalona tend to be from the Maghreb, Latin America or Asia. The majority are from an urban background, 70% are married and between the ages of 21 and 40 years of age, 78% have children and a similar percentage have family living in Badalona (78%). This last figure explains why accommodation does not seem to be a major concern. Of interest is the fact that 32% of those interviewed have been living in the municipal area for less than a year. Many of these women are entirely immersed in the family setting and have no outside contacts. This lack of outside contact is an obstacle to their social integration.

In addition to the interviews, the study draws on the 2001 census figures and interviews carried out with individuals and bodies working with immigrants (adult schools, associations, a family planning centre, trade union organisations and the Catalan language *Centre de Normalització Lingüística*).

The conclusions of this first study laid the basis for practical application and a comprehensive integration plan for women immigrants in Badalona. However, in order to successfully bring about such large-scale structural change, coordinated work is required with participation not only from the Municipal Council's Women's Department but also

from the other departments, associations and bodies. Raising gender sensitivity among the local population—both native and immigrant—is vital, and so is gender mainstreaming.

Project implementation was based on accurate description of the needs and demands. One of the aims was to heighten awareness of the services currently available in the municipal area, since a high percentage of potential users simply do not know they exist. The main priorities of women immigrants lie in the area of regularisation of their situation and employment, followed by training. The aim is to meet their immediate training needs since this will underpin future possibilities.

During the implementation phase of the *Dones Acolloïdores* project (through 2002), the short and long-term objectives involved dissemination of knowledge about the setting and local resources (the project has the support of CRAD, which provides documentation and advice on all gender-related issues). Work also took place to increase knowledge of other cultures on the part of immigrants in Badalona and, finally, to develop social dialogue as a means of living in harmony, tolerance and solidarity. The important role played by women in society as transmitters of information is harnessed and it is the women who disseminate the information, whether in their family or neighbourhood circle.

The various activities are offered by voluntary staff and include training courses, urban tours and service information, four multicultural cooking sessions (to facilitate contacts with other women from different cultures but in the same situation), and finally publication and distribution of material of interest. The project is funded by the Women's Department (with Municipal Council funding of 6,010.12 €), by contracting of services and through the cooperation of women's groups and associations in Badalona.

A long-term aim is to design tools which will facilitate women's participation at local level and enable coordination of demands with the relevant municipal departments. Again, an approach seeking to foster equal opportunities must adopt a mainstreaming model with cooperation from all the bodies entering into contact with immigrants. The approach is innovative in its dual focus on immigration and gender

equality. In the long-term, the Women's Department aims to facilitate harmonious co-existence based on mutual knowledge and respect through the education system.

General observations

Dones Acolloides can be considered a good practice in that it has gone through all policy phases, since it is part of an overall equal opportunities plan by the Women's Department, seeking to reconcile the world of work with family life. The fact that the project was developed from a study of female immigrants in Badalona, and that it was designed on the basis of the results and conclusions obtained, and then brought to implementation phase, makes it highly consistent.

Finally, during the implementation process a number of obstacles were detected and steps were taken to improve certain aspects. One obstacle was the lack of awareness among potential beneficiaries of the services available in the municipality, often due to language problems. In other cases, the fact that participants' social circle was restricted to the immediate family explains the lack of information. An effort was made to provide information more directly in a face-to-face setting, in order to enable the women to express their opinions and ask questions. The monitoring process is personalised, usually staffed by women volunteers—if possible—immigrants already established in Badalona who can provide help and advice to new arrivals on matters of daily life (doctors, location of the market, etc.).

2. Good practices in analysis and diagnosis

2.1. Equal opportunities forum *La Vall del Ges*

Context

This project was implemented in Sant Pere de Torelló, a municipal area in the province of Barcelona, but outside the metropolitan region. The municipality has a population of approximately 2,200, and is therefore a small region in comparison with the other Olympia de Gouges project partners. From the outset, it must be recognised as highly positive that such a

small-scale institution is implementing equal opportunities policies at the analysis and diagnosis stage.

Description

"The Equal Opportunities Forum" arose from the Strategic Plan for the Vall de Ges. The Plan set out to analyse the situation with regard to equal opportunities for women in various spheres of the region as the preliminary basis for short and long-term actions and measures. In the area of domestic violence, the forum aimed to provide training and raise awareness among social agents. Its long-term objective was to propose solutions and responses to the administration which would help to bring about more profound changes. For programme functioning, the following personnel were required: a culture officer, librarian and family worker from the Municipal Council, the youth officer, another librarian from Torelló and an "anonymous" group of women from the Vall del Ges who organised a series of lectures, talks, a "cineforum", TV debates and press articles.

General observations

While the project can be considered as good and innovative on the basis of its setting, the main obstacles encountered in implementation and continuity were the usual ones in a small-scale municipality: lack of economic and technical resources, and time. Another difficulty was the reluctance of the local population to accept the concept of gender perspective. Nevertheless, the practice succeeded in changing the focus of all Municipal Council actions and many women began to reflect on the role they had been assigned. The practice can be considered as good due to its innovation in facilitating knowledge of women's actions; and also because it is a preventive and awareness-raising policy, and possibly the first such integration of the gender perspective into policy in such a small municipal area.

2.2. Gènere, exclusió i pobresa *SURT*

Context

SURT promotes programmes for the social and occupational re-integration of women, provision of employment training, care for women at risk of exclusion, establishing guidance and follow-up courses, research projects on women at risk of social exclusion, etc.

Description

The *Género, Exclusión y Pobreza* programme employs a hypothetical-deductive method to detect exclusion factors and compare them across women immigrants, single mothers and gypsy women. The study will serve to identify the conditions that lead to exclusion and formulate proposals for integration in future programmes and dissemination of results.

In the short term, one of the aims is to introduce the gender perspective as a factor in exclusion and to design active policies which will take this variable into account. The practice can be considered as good at the analysis and diagnosis phase because it aims to study and understand the situation of women at risk of exclusion, by breaking down exclusion factors into central problems, causes and consequences. Therein lies the importance of the results, in that they constitute validation of the hypothesis concerning the factors of exclusion and will permit drawing up of future proposals.

General observations

In addition to analysing exclusion factors in socially disadvantaged groups from the gender perspective, the innovative aspects of this practice are that it incorporates the research results in the SURT programmes which are directly applicable to women. It could also be considered a good practice on the basis of the study's internal impact, incorporating analysis of the projects and publishing the research in Spain, France, Italy and Great Britain, and also on the basis of its external impact—including dissemination in the European Commission, and both Spanish and European institutions, permitting identification of exclusion factors from the gender perspective in the excluded or those at risk of exclusion.

3. Good practices in design

3.1. Elionor project

Barcelona Provincial Council

Context

This project, coordinated by the Economic Promotion Area, comprises various working groups and national and transnational partners, and the OTPI is also a partner. The brief description of the province of Barcelona provided elsewhere in this document high-

lighted the disparity of employment and active population statistics throughout the region. The figures reveal that the numbers of women in unemployment and registered as inactive double the equivalent figures for men. These figures were one of the main reasons behind Barcelona Provincial Council's decision to participate in this programme and also constitute one of the contextual reasons why the practice is considered as good.

Description

Elionor is a European project which aims to facilitate employment for persons without serious qualification problems. As mentioned earlier, in addition to unemployment rates, educational levels among women in the province of Barcelona are higher than among men. In the year 2001, 53.21% of those enrolled in higher education were women, as opposed to 46.79% men. Despite the greater numbers of women with higher educational qualifications, female unemployment continues to outweigh male unemployment, a clear indication of inequality.

Total project funding amounted to 3,282,175 €. The work undertaken comprised a preliminary study of the province and production of material for subsequent action. Several working groups were created whose objective was to set out the actions to be taken for implementation of local mechanisms. Nevertheless, the Provincial Council indicates that one problem faced was in achieving consensus on appropriate actions.

The overall aim of the Elionor project was to bring about a rise in activity and employment rates among women (and other disadvantaged groups) and to share knowledge and materials obtained at a European level. The project is still at the design phase. The next stage will involve application of the materials and projects designed in the participating countries. Design has now been completed and a number of working groups are operative. A further two groups have yet to be launched.

General observations

This project was conceived to help the inactive population (women, youth and immigrants). Although in Catalonia 65% of the inactive population are women, the project also set out to facilitate employment of youth and immigrants. The project aims to

provide the target groups with information on the labour market, how it functions and the jobs most frequently offered—in other words, to bring the job market and the inactive population (those who have never worked) closer together, and to provide the inactive with the technological skills required to enter employment.

The project is aware of the problem of reconciling the private and public sectors on the issue of the inactive population. A total of 53.64% of women in the province of Barcelona are registered as inactive. This figure is due to the large number of women whose main activity takes place in the domestic sphere—household tasks and caring for children, elderly or disabled members of the family. The project aims to help these people to enter the labour market. It is considered as a good practice in that its design takes the present inequality into account.

3.2. Training in public gender equality policies *Barcelona Provincial Council*

Context

Again, a Barcelona Provincial Council practice implemented through its Equality Plan Technical Office (OTPI). The programme comprises training courses in public gender equality policies. The courses incorporate the conceptual advances and methodological approaches proposed for local practice in the participating municipal councils.

The aim is to provide the training and awareness that will enable policy makers and professionals to detect the various manifestations of gender inequality and discrimination. This will permit local administrations to develop measures and actions which will contribute to the promotion and empowerment of women. Tools and strategies will also be proposed with a view to improving municipal management of gender equality issues.

Description

The project comprised five different courses carried out over a period of three years, from 2000 until 2002, each with an approximate duration of between 16 and 20 hours. Total project funding came to 8,400 €, and technical and infrastructural support came from the OTPI.

Due to the fact that the municipal council women's departments are a relatively new development, with different administrative structures and positions in the organisational chart, it is highly important to implement training and awareness-raising courses for those working in the area. This practice is considered as good in that it promotes construction and transfer of knowledge of gender and equal opportunities policy, which will lead to an increased sensitivity to inequality in institutional contexts where there is a lack of a gender-consciousness culture.

This training project also promotes networking among the various municipal councils by providing them with a forum to pool their proposals and questions with regard to gender policy. It also permits a certain level of homogeneity of knowledge and practice among the 70 municipal councils which participated. A total of 126 persons attended the courses, 70% of which were administration professionals and 30% policy makers.

General observations

This project is considered as a good practice at the design phase since it facilitates strategies and knowledge for development of specific actions and programmes at municipal level. In addition, it provides the necessary tools for adoption of a gender mainstreaming approach in the local administration and its policies. Barcelona Provincial Council provides unilateral training for the municipalities and these network with each other through their municipal councils.

According to an internal evaluation of this programme carried out by the OTPI, 82% of the municipalities who are aware of these courses evaluate them positively with a score of 7.7 on a scale from 0 to 10. The project's continuity is linked to the development of the Francesca Bonnemaison Centre, which will provide the necessary premises for further training courses.

4. Good practices in design and implementation

4.1. "Marketing territorial" project *Multi-regional programme of Provincia della Spezia*

Context

This is another policy from the *Provincia della Spezia*, whose employment pattern was described elsewhere. Suffice to remind the reader that the province suffers from a high level of gender inequality in employment, with women's unemployment far in excess of that of men. This practice aimed to improve employment levels in the province.

Description

The *Marketing Territorial* project is a training programme for unemployed women and aims to provide them with the skills necessary to become self-employed in fields which have so far been unexplored in the region. This training has led to the appearance of a position rarely occupied by women until now: experts in local development and regional marketing.

Like other Equal Opportunities Office projects, other organisations also cooperate, thus strengthening networking and extending gender mainstreaming to all aspects of social, cultural and economic life. This has also been achieved through the cooperation of different sections of the administration, which have made a significant contribution to the overall project—the Equal Opportunities Office and the Organising Unit for Community Policy—, and also a consultancy, *Comune de Temi*, and two training bodies.

General observations

Although the majority of project characteristics enable us to consider it as a good practice, a number of obstacles were also detected. A non-consolidated project such as this can be negatively affected by a change of government, and this was the main obstacle encountered in this case. The results are yet to be seen, and as such it is not yet possible to evaluate the project's impact, efficiency or the degree to which it achieved its objectives.

4.2. "Equal opportunities" newspaper *Comune della Spezia*

Description

This project was a *Comune della Spezia* initiative, implemented through the provincial Equal Opportunities Office, which has a history of significant activity in the area of gender policy. However, the majority of the actions and measures carried out previously were aimed at the external sphere. This is the first project implemented by the Office in the internal sphere. Such a programme permits detection of aspects of gender sensitivity in the institution itself and the persons who make it up. The project is of interest in that it focuses on dissemination and communication in the field of gender issues.

The "Equal Opportunities" newspaper focuses on women's rights in different areas and is completely funded by the *Comune della Spezia*. It is an internal publication aiming to facilitate communication and circulation of information within the administration. To date, four editions have appeared, thus concluding the project's first implementation phase. It is estimated that 56% of the institution's women employees have participated in the publication, and between 35 and 40% have read the paper. These figures provide a good indication of gender sensitivity among the administration's women employees.

General observations

In general terms, the project can be seen as a good practice in that the results of the design and implementation phase were optimal. These positive results should also help to guarantee its continuity.

4.3. Women's Help Line *UDI. Provincia della Spezia*

Context

Another programme run by the Equal Opportunities Office of the *Comune della Spezia*. The Office has been providing a range of services and programmes aimed at improving equality of opportunities over recent years. In addition to these programmes, it also works in the area of needs analysis and programme design and implementation in conjunction with regional women's associations and volunteers.

Description

The Women's Help Line arose from a proposal made by the Italian Women's Union, was funded by the *Comune della Spezia*, and designed and implemented by the Equal Opportunities Office. One of the main obstacles faced by the programme was the lack of funding.

The main objective of this practice was to offer an emergency help line for women in need of assistance. The line was staffed by a lawyer, a psychologist and an educationalist, thus enabling the service to provide help in a wide range of areas.

General observations

The project has now come to an end and although its implementation and continuity suffered from a lack of resources, in terms of design the programme provided an effective response to a need explicitly expressed by women themselves. In terms of implementation, the practice was also good in that it succeeded in achieving cooperation between various different areas and authorities.

4.4. "Promociona" project *Instituto Asturiano de la Mujer*

Context

The "Promociona" and "La igualdad crea empleo" projects form part of the EU initiative EQUAL and aim to offset gender inequality in the economic and employment sectors throughout the region of Asturias. The Active Population Survey for the 4th quarter of 2002 indicates that the women's activity rate stood at 34.38%, much lower than the rate for men which came in at 57.62%. The women most affected by this imbalance tend to be in the older age groups which are also the least educated. These are the women who received priority attention in the programmes developed by institutions such as the *Instituto Asturiano de la Mujer*.

Description

The *Promociona* project aims to incorporate the gender perspective into municipal policy, especially into employment policy, in order to foster the entry of women into the local labour market. The project is run in municipalities with fewer than 50,000 inhabitants, except in the case of women with disabilities, in which case larger municipalities are included. The

projected implementation period is from January 2002 until June 2004, with a total estimated budget of 495,577.42 €.

The general objectives of the project are to help women enter employment. In order to design concrete measures, an effort is made to discover the obstacles to women's entry to the labour market and thus draw a link between early school leaving, employability and the consequences in terms of lifestyle and values for the women. More specifically, the aim is to provide guidance, supervision and support for development of personalised employment courses, helping to recognise the individual's employment potential in keeping with their personal skills and interests, and orientating women towards available job offers.

The project aims to integrate the principle of equal opportunities into the region's employment mechanisms. Training courses are run to improve professional knowledge and skills. A short-term aim is to provide training in the use of new communication technologies and technical skills for employment (if not already available through other training courses). The overall aim is to improve the employability of the women facing most difficulty in entering the labour market.

The project designed supplementary courses for women with specific skill deficits. In addition, there is provision for other support measures aimed at reconciling personal life, family life and work. These measures comprise pilot "Cheque Service" projects involving economic aids to cover the cost of caring for dependants, "Time Bank" services exchange of goods and services, and even "Solidarity Time" schemes involving a network of pre-retirement or early retirement carers, mainly male.

The collaborating bodies in the *Promociona* project are the Women's Institute, the Migration and Social Service Institute (IMSERSO), the Women's Institute of Asturias, the Galician Equality Service, the Asturian Foundation for Care of the Disabled (FASAD), and the Organisation for Women Entrepreneurs and Active Management (OMEGA).

General observations

Since the project is still at the planning and development phase, it is not yet possible to evaluate results. Therefore, strictly speaking it is too early to speak of a good practice. The programme does appear to be solidly founded; nevertheless, we must wait for definitive results before carrying out a more detailed analysis.

The fact that the programme seeks to integrate the gender perspective into employment issues demands coordination of several different local agents, in combination with the state and transnational agents. While the project is innovative in this respect, coordination of these different parties may give rise to obstacles at a later stage.

4.5. Combating all forms of inequality, discrimination and violence *Reus Municipal Council*

Context

The Equality Department of Reus Municipal Council set itself the objective of eliminating gender discrimination and improving the welfare and quality of life of all the citizens of the city.

Reus Municipal Council has been working in the area of gender policy since the 1990s.

Description

Reus lies outside the province of Barcelona. The Equality Department runs a range of programmes structured around five main lines of action:

- Participation.
- Combating all forms of inequality.
- Combating discrimination and violence.
- Information, training and awareness-raising in equal opportunities.
- Socio-cultural action.

Programmes to improve gender equality have been adopted in each of these five areas:

- Combating all forms of inequality, discrimination and violence: publicity campaigns have been run, highlighting that inequality, discrimination and violence can occur in all spheres and at all levels.

This message has also been communicated through the city's secondary schools in courses which break traditional gender stereotypes, among others.

- Participation: this area included training courses addressed to the organising committees of the city's women's associations, which number almost 100.
- Information, training and awareness-raising: media campaigns have been run, including one against domestic violence, aiming to raise public awareness of the need to combat the problem. Workshops were run. Debate forums were organised to focus on violence and discrimination in daily life and among couples. Training courses addressed to municipal employees were also organised focusing on a non-sexist municipal management model. Computer courses were run for unemployed women wishing to return to work.
- Socio-cultural: sports activities have been organised, along with economically-priced trips to the theatre, workshops and other activities aimed at promoting reading and the annual Frederica Montseny i Mañé award to promote research in the area of gender equality, etc.

Intensive communication strategies were adopted for all these activities, making use of posters, information leaflets, press, radio and television. Coordination was by the Equality Department with collaboration from a wide range of bodies. The results were highly positive and a good degree of public sensitivity to the issue of gender equality was achieved.

General observations

In addition to these actions, the Equality Department also started its Gender Mainstreaming Programme in 2002. This programme aims to define the overall strategies and general objectives of municipal policy in the area of gender. The multidisciplinary nature of the work enables it to serve as a mainstreaming tool for integration of the gender perspective into planning, programming and execution of municipal actions in all areas.

The overall aim of this work was to increase public awareness of the fact that the Municipal Council is working to combat all forms of inequality and to incorporate the issues of discrimination and reconciliation into gender and equal opportunities.

4.6. Training for gypsy women from La Mina as cashiers in large shopping centres *SURT*

Context

SURT is one of the associations in the province of Barcelona which aims to improve employment possibilities for women at risk of exclusion. Their approach is not limited to one single sphere, but seeks to address the women themselves, professionals and experts providing services to women, NGOs, local administration policy-makers and managers, and members of the business community.

Description

Participation of several of these agents is required for successful completion of this practice. The general objective is to facilitate entry of members of the gypsy community, and especially gypsy women, to training and the labour market. The specific training aims to:

- Provide the necessary skills to effectively carry out the functions required in various positions in large-scale supermarkets (butchery, fish sales, pork products, shelf replenishing, etc.).
- Develop the necessary motivation, self-respect, and personal and professional safety.
- Establish a precedent in the gypsy community of women receiving training and entering employment.
- Establish contacts with large-scale supermarkets in the form of an official agreement setting out work placement procedures, training and future employment for scheme participants.

The methodology incorporates concepts of interculturality, the gender perspective, personal tutors and supervision, and socio-cultural mediation. The community perspective on work is another important consideration.

One of the aims in this last aspect is to reduce community prejudices against gypsies, which are normally based on economic reasons, and also to promote gypsy women among their own community, with the long-term aim that this might lead to their promotion in mainstream society.

General observations

The results achieved were highly positive in that 27 gypsy women from La Mina area entered employment. These results amply justify consideration of the practice as good, for several reasons: firstly, external impact was considerable in that the women gained access to paid employment; secondly, the entry to employment occurred after a specific training course, and thirdly, the project served to promote the participants.

The programme is a good practice in terms of design and implementation. It can also be seen as a good practice in terms of the objectives and goals set.

II. GOOD PRACTICES IN MAINSTREAMING

The following table shows a classification of good practices in mainstreaming.

GOOD PRACTICES IN MAINSTREAMING	
GP in all phases	Munich <ul style="list-style-type: none"> · Evaluation of actions / M · Action system / M · Empowerment programme/ M · Evaluation / M
GP in analysis and diagnosis	<ul style="list-style-type: none"> · Mainstreaming plan IOG / AGi · City Dona / AT
GP in design and implementation	<ul style="list-style-type: none"> · Campaign against Gender Violence/ DIB · "Qui fa què?" / AGi · Care protocol for Women Victims of Domestic Violence / AT · CRAD / AB
GP in monitoring	
GP in evaluation	
Total	10

- **City Dona / AT:** Renewal project for the municipal gender equality plan (1996) with the aim of securing participation from all Municipal Council areas and the public in general.
- **CRAD / AB:** A tool for gender awareness-raising, from a mainstreaming perspective it gathers information on women's needs and transmits it to the relevant department or body.
- **Evaluación / M:** A plan aiming to improve data collection and interpretation processes by integrating a mainstreaming approach.
- **Campaña contra VG / DIB:** A campaign run jointly with the participating municipal councils, with the aim of preparing an action protocol for cases of gender violence, which will also serve as a preventive tool.
- **Plan transversal IOG / AGi:** A plan aiming for systematic application of the mainstreaming principle to gender issues in municipal organisation and actions.
- **Programa de capacitación / M:** Evaluation of the influence of gender stereotypes on local administration staff.
- **Protocolo atención MVVD / AT:** Action circuit in response to an initiative by the Municipal Women's Committee and the public desire to find a solution to the problem of domestic violence.
- **"Qui fa què?" / AGi:** An educational programme to improve equality among young people, within the framework of the "City and Equality" project's "co-responsibility" objective.
- **Sistema de actuación / M:** A practice for modernisation of the administration's actions through creation of gender-sensitive practices.
- **Valoración de las actuaciones / M:** Evaluation of the impact of the diagnostic system and its implementation among men and women in Munich's public administration, by means of indicators for discrimination against women.

1. Good practices in all phases of public policy

The Equal Opportunities Office of the Municipal Council of Munich felt that a good practice could only be qualified as such if it was deemed to be good in all phases. It therefore presented four good practices, corresponding to four stages of the same programme.

1.1. Analysis and diagnosis: evaluation of actions *Landeshauptstadt München*

Context

This practice is run by the Equal Opportunities Office of the city of Munich. The Office participates in the Municipal Council on all gender-related issues and acts as an advisory body for all aspects of city affairs, in addition to active cooperation with other German cities in launching further equal opportunities offices. Herein lies part of the importance of this practice, since each German city's public administration has undertaken action in the area of needs analysis and diagnosis. In addition, the results achieved are extremely important in the area of recruitment and promotion of institutional staff.

Description

The aim of this practice is to evaluate the impact of the diagnostic system and its implementation among men and women in the public administration of Munich. The statistics resulting from the diagnosis were analysed and the procedural regulations were also examined. The objectives were quite clear: firstly, to increase awareness of the lack of neutrality in the area of gender—in the area of evaluation of actions—and, secondly, to initiate reform of the diagnostic system so as to enable, in the long term, determination whether the practice has served to heighten gender sensitivity among the administration's employees.

One of the first and most important results was that the diagnostic systems are not at all gender neutral. Gender stereotypes still exercise a strong influence over evaluation processes. In order to offset this problem, partners were sought to ensure continuity in reforming the diagnostic system.

General observations

This practice is coherent with its objectives and with the aims of the Equal Opportunities Office and is a good practice at the analysis and diagnosis stage. In addition to providing specific information on the extent of gender discrimination within the administration, it also seeks to raise awareness of this discrimination. Finally, the practice is a way of ensuring appropriate diagnosis which will provide a basis for personnel policy within the administration. A number of obstacles were encountered, including a reluctance of certain departments within large administration bodies to cooperate and a tendency to see the diagnostic work as a questioning of their performance.

1.2. Gender-sensitive action system *Landeshauptstadt München*

Context and Description

As mentioned above, the Equal Opportunities Office of the Munich Municipal Council has a strong tradition in implementation and promotion of gender-related programmes. Programmes addressed to the administration itself are of great importance in this work. The practice described here seeks to modernise the administration's operational procedures by creating a gender-sensitive system. The aim is to eliminate all elements of the present system which generate discrimination against women, and secondly, in the longer term, to gradually eliminate male bias from decision making, values and practices of all those working in the administration.

The working groups were made up of representatives from the Human Resources Department, the mayor's advisors and the Equal Opportunities Office. An interesting feature of the practice is that it involved employees of all professional categories within the administration. The first results have served to narrow the gap between men and women; however, to evaluate whether the system is really effective the programme will continue for a further four years. Depending on this evaluation, more far-reaching reforms may take place.

General observations

This is considered to be a good practice at the design phase. If the project succeeds in achieving the desired results, it will help to raise awareness and

sensitivity among administration employees with regard to gender inequality in daily life and work. One possible obstacle could be the fact that in large-scale administration bodies achieving sensitivity of all staff members is a lengthy process, and the administration itself is not accustomed to processes of change.

1.3. Empowerment programme *Landeshauptstadt München*

Context

The Equal Opportunities Office of Munich has a strong tradition of creating and implementing gender-based programmes in the area of equal opportunities, and of initiating and promoting change both within and outside the administration, with active involvement in all organisational and staff management processes.

Description

The Empowerment Programme is innovative in that it sets out to evaluate the influence of gender stereotypes on administration staff. Participants receive training to enable them to assess the influence of gender stereotypes on values and opinions and, consequently, on people's behaviour. This programme can be considered as a good practice in terms of its objectives, seeking to foster perception of gender values which have become internalised among the administration staff. The importance of this action lies in the fact that values contribute to attitudes and actions.

General observations

The programme has served to heighten gender-sensitivity. Further progress will require additional training for executive and administrative members, since there is a shortage of staff members with skills in the area of gender equality. This is the source of one of the main obstacles facing the programme: the lack of guaranteed continuity for the programme. While mainstreaming involves specific training in gender-sensitivity which is necessary for all administration employees, there are still a great many employees who are not aware of the importance of gender issues. In addition, the shortage of experts makes programme implementation a slow and costly process. In its design, this practice could have a wide-

ranging impact within the administration and is therefore considered to be a good practice.

1.4. Evaluation plan *Landeshauptstadt München*

Context

The Equal Opportunities Office of Munich was established in 1985 and has a long tradition of implementing municipal programmes in the field of equal opportunities. The first of these programmes was implemented in 1992, and was evaluated in 2000. Therefore, we are dealing with an administration which is well-versed in the area and which has revised and strengthened its training and awareness programmes for its own staff. The practice in question here seeks to solve a problem underlying the nature of the local administration itself: the lack of statistical data on the evaluation system. The data available are not rich enough to enable us to decide whether the evaluation method is good or otherwise. Therefore more and better data are required.

Description

The Evaluation Plan seeks to improve data collection and interpretation, while also introducing a gender-mainstreaming perspective. For improved data collection, it is considered that the main objectives should be: to avail of a wider range of different data from the outset and, secondly, to update collected data more frequently. Finally, a third phase would involve qualitative evaluation.

Given the programme's complexity and objectives, it was necessary to enlist the assistance of the Statistics Department. The first results were obtained at the close of 2002 and the second phase began in 2003.

General observations

This practice can be considered as good on the strength of its main objective: construction of data with a gender perspective and long-term development of a qualitative evaluation process. Improved data provision, both quantitative initially and qualitative in the long term, will improve capacity to establish good practices in other areas and permit much improved project evaluation.

2. Good practices in the analysis and diagnosis phase

2.1. Mainstreaming plan for municipal action in gender equality *Municipal Council of Girona*

Context

This programme was run by Girona Municipal Council. The city of Girona has a relatively low population density, although in recent years this has begun to change. As a region, Girona has a fairly homogenous social structure, although with a higher proportion of middle-aged and young population.

Description

Girona Municipal Council has a relatively short tradition—basically since the last Council term—in implementing equal opportunities policies. The "Mainstreaming Plan for Municipal Action in Gender Equality" is based on the EU's mainstreaming concept, which was already employed in the year 2001 in the European experience-sharing project City and Equality. The Plan sought to systematically apply the gender mainstreaming principle to all aspects of municipal organisation and action. The main objective was to promote the gender perspective in all measures, policies, programmes, plans and projects at municipal level and, secondly, to evaluate the impact of gender and to draw up an annual report—i.e., a yearly revision of the action plan. The project displays a marked coherence between the general objectives, the specific programmes run to achieve these, and the situation in the actual institution itself.

The short, medium and long-term objectives of the Mainstreaming Plan are firstly to evaluate the impact of public policy in terms of gender, and secondly to draw up an annual report of these policies. In general, the long-term objectives coincide with those of the municipal policy itself: to promote the entry of women into all aspects of city life, to increase the numbers of women at work and to promote co-responsibility between genders both in the public and private sphere.

The resources made available were as follows: a part-time policy director, a part-time technical officer, and 64 hours of training, plus a number of hours of per-

sonalised mentoring. Since the Plan involves mainstreaming, there were no separate budgetary assignments, with the result that it either drew funding from all areas or else the measures were not carried out. This aspect was what made the practice innovative in that its budget was also managed on a mainstreaming basis.

The preparation and implementation of the plan was carried out using a participative training-action methodology which, internally, consisted of an examination of the gender dimension in each municipal action. This examination was carried out by those responsible for the actions, as opposed to gender specialists. This first took a bottom-up approach, followed by a top-down response to proposals made.

General observations

The reason why this programme is considered as good lies in the evaluation made and the obstacles detected both by the organising institution itself and the staff involved. The most relevant factor was the programme's impact, both internally and externally. At the level of policy decision, positive effects were generated by the gender mainstreaming process. In addition, externally to the institution, and in part due to the previous point, a collateral effect was achieved which was the provision of an exemplary model for the city. The Plan itself aims to enlist the collaboration of private companies so as to build on this external impact. Nevertheless, these positive factors may also become obstacles in practice since the time required is by no means inconsiderable. For example, the difficulties posed by gender-education for company directors do not meet with the approval of senior policy makers.

In summary then, this practice is innovative in that its budgetary provision is also managed on a mainstreaming basis and, secondly, because it seeks to apply the mainstreaming approach to gender policies.

Although the programme entails certain risks, since the lack of material and/or human resources may negatively affect implementation, its main achievements will probably be firstly, the increased sensitivity to gender which it has brought about internally, and, secondly, that this sensitivity may be sufficiently extensive to affect policy decision-making.

2.2. City Dona Project *Terrassa Municipal Council*

Context

This programme is run by Terrassa Municipal Council, Terrassa being one of the largest cities in the Vallès Occidental *comarca* and having a long tradition in implementation of gender policy. In recent years the city's female population has risen.

Description

The City Dona project aims to renew the Municipal Plan for Gender Equality (1996) by enlisting participation from all areas of the Municipal Council and general public, in addition to the women's associations.

The project seeks to define a city model which will integrate the gender perspective into all areas of its activity. It also aims to detect the strategies which will best enable it to bring this model to fruition. The intention is to create an organising framework for public participation which will serve for joint analysis and consideration in preparation for future projects. The project employs the SWOT approach, which aims to:

- Identify the key factors militating against equality.
- Identify the obstacles to progress.
- Share knowledge and insights.
- Identify public perceptions and attitudes in the area of equality.
- Find information sources which may prove useful.

The short-term objectives are to assemble both qualitative and quantitative information and to establish theme-specific working committees for analysis of the present situation. In the medium term, the project aims to identify persons who can contribute resources, evaluate the equal opportunities situation in the city, distribute a questionnaire to women's associations, organise talks and meetings, and finally, carry out a SWOT analysis.

Achievement of all these objectives, in conjunction with identification of the optimal strategies, will establish the basis for specific future projects. There is a permanent staff of four persons, receiving assistance at various times from the entire staff of the Women's Promotion Service.

This project can be considered as a good practice due to its innovative application of the SWOT methodology to local equal opportunities policy, which provides an overall, objective and shared view, enables systematic decision-making, provides for transparency with regard to resources and fosters a pro-active culture.

So far, programme results include: a SWOT analysis; a report on gender equality in the city; a prospective analysis setting out various possible future scenarios, and a qualitative analysis bringing together the contributions of all those interviewed. As a result of all this, sensitivity to the area of equal opportunities has been achieved in sectors of the city which were previously not aware or conscious of the problem, and exchanges were arranged with three other intermediate-sized European cities. This latter point was a key factor in terms of the programme's external impact, since in addition to cooperation with the other cities concerned, the exchange drew on participation from other local bodies, including the trade unions, employers, schools and civic centres.

The first phase of the project comprised analysis and diagnosis; the second phase comprises objective setting. It must also specify the future strategies which will enable definition of a city model, in addition to the specific objectives of each sphere of action, bearing in mind the relevant indicators and the criteria for subsequent evaluation. Through these means, an action plan for the future can be drawn up which will draw on the cooperation of all the participating institutions and social groups.

General observations

This practice is good in terms of gender mainstreaming and its analysis and diagnosis phase. The research-action methodology was employed for the analysis, with the result that the practice plays a preventive role against inequality at local level.

The obstacles encountered (an important consideration, if we are to be in a position to interpret the final results) are as follows: the internal application of gender mainstreaming in the administration gives rise to positive results in the long term; however in the short term, results were less effective due to a lack of commitment from certain areas of the Municipal Council in cooperating with the Women's

Promotion Service. Externally, another obstacle was the difficulty of securing commitment and active participation from certain sectors of the city (the young, men, etc.). Another difficulty was the lack of statistical data incorporating the gender variable.

The practice is considered as good for the following reasons: firstly, in terms of internal impact (i.e., within the institution itself), it led to heightened awareness of the issue of equal opportunities in a range of areas within the Municipal Council, and also provided training for volunteers who may well go on to play active roles in gender policy in the future. Secondly, as regards external impact, the programme led to identification of the key factors militating against equality, through its efforts to achieve a broad-based public commitment to equal opportunities policy. The aim was to prepare a local strategic plan, all phases of which would be participative and which would later serve as a model for other intermediate-sized European cities.

The analysis and diagnosis carried out by means of the strategic plan, with its integration of the gender perspective, permits definition of where we are and where we aim to go, and creation of the organising framework for public participation.

3. Good practices in the design and implementation phase

3.1. The "Infórmate más y mejor" campaign against gender violence *Barcelona Provincial Council*

Context

This programme is addressed to one of the most alarming aspects of gender inequality: the increasingly frequent physical and/or psychological violence of men against women. This form of inequality affects all aspects of the victim's development, ranging from psychological and physical, to social and economic aspects and undermines her abilities in all spheres. This programme received support from Barcelona Provincial Council for the 29 municipal councils and one *comarca* council—which in itself represents an additional 42 municipal councils—which applied to participate in the programme. The project's aim is to eliminate gender violence by means of preventive

action, public information and awareness-raising campaigns. The participating institutions were also able to draw on the technical expertise of the Equality Plan Technical Office (OTPI). The campaign was far-reaching and ambitious, in keeping with the institutional potential of Barcelona Provincial Council.

Description

In general, Barcelona Provincial Council's campaign against gender violence seeks to promote networking among the participating municipal councils and organisations. The objective is to jointly draw up an action protocol in response to gender violence which will also serve as a preventive measure. In addition, the campaign seeks to foster a gender mainstreaming approach among the participating municipal councils and associations.

The fundamental long-term objective is the action protocol which will serve as the basis for implementation of programmes to eliminate gender violence. It is calculated that the external impact of the campaign itself reached a total of one million, three-hundred thousand persons. In addition, on completion of the implementation phase, the participating institutions carried out an evaluation, in which 74% of the municipal councils viewed the campaign in a very positive light. However the Equality Plan Technical Office considered that the funding resources allocated were insufficient, and there were also internal obstacles in the form of a lack of institutional commitment from the participating bodies.

General observations

This programme is considered to be a good practice especially in the design and implementation phases and especially in terms of its networking with all the participating municipal councils—a large number of bodies.

The practice has also been classified as good in terms of mainstreaming, since a range of different organisations participated in the campaign preparation, including various areas of the Provincial Council itself—Education, Public Health, Culture and the Youth Plan Office—in addition to women's and health associations such as *Salut i Sexualitat*, the Association for the Victims of Sexual Assault (AADAS) and TAMAIA. This range of partners helped to ensure

more direct contact with civil society. In addition to economic resources, the campaign implementation also drew on the assistance of a member of the Equality Plan Technical Office, a doctor, the *Drac Màgic* association and the *La Casona* theatre company.

3.2. The "Qui fa què?" programme Girona Municipal Council

Context

Girona Municipal Council had already implemented other gender quality programmes in various of its departments. For example, in 2001, it implemented a municipal equal opportunities programme employing a mainstreaming strategy. Mainstreaming was also an important feature of the present programme which aimed to provide educational resources to promote youth awareness of the issue of gender equality, as part of the City and Equality project within the "co-responsibility" strand. "*Qui fa què*" comprises education on co-responsibility and is considered a good practice especially in its design and implementation.

Description

The short-term objectives were to provide the city's secondary schools with the necessary resources for the programme and to secure commitment and participation from the education system. In its first year (2001) the programme was adopted in two secondary schools, and in the second year by a further three schools (11 class-groups). The aim was to bring about a social change through transmission of basic values to the young on the importance of co-responsibility. In the first year, it became obvious that there was a need to provide teachers with resources to deal with latent cases of domestic violence. The educational programmes of Girona had never included resources aimed at preventing domestic violence, for in the dominant discourse, domestic violence was viewed as something sporadic and marginal, as opposed to a structural phenomenon. The view that domestic violence is a structural problem, which may not be dealt with in the school curriculum but nevertheless has a great effect on student's lives and academic performance, is still a minority view. Furthermore, public policy in the area should go beyond the care perspective and seek to play a preventive role and see the school as the main means of

detecting cases of domestic violence, the majority of which pass unnoticed by primary care mechanisms.

A cost of 330 € was predicted for the campaign in 2001. The results reveal that the students were appreciative of the opportunity to explore this area which, firstly, concerns them and, secondly, gave them an opportunity to express their views through the workshop sessions. The workshops were evaluated positively by the City and Equality Committee, however this was not sufficient for the programme's extension to the city's other seven secondary schools.

The obstacles encountered probably arose from failure to revise educational programmes with a view to integration of the gender equality perspective and a focus on domestic violence and the co-responsibility deficit. An additional obstacle was the difficulty in finding external personnel to act as monitors for the workshops. Nevertheless, the programme can be considered as a good practice in terms of its external impact since it focused on an adolescent need.

Reflection

This is considered to be a good practice since it is innovative in that it seeks to adopt a mainstreaming and preventive approach while also raising awareness through education. Among the obstacles encountered are, for example, the lack of gender training provided for teachers, the difficulty of approaching this topic in education and the limited resources of the schools themselves to tackle the subject, since both education and secondary health/social care (i.e., care for victims of domestic violence) are the responsibility of the Generalitat as opposed to the local administration. Nevertheless, the practice in question is notable for its range at local level and for its target audience.

3.3. Care protocol for women victims of domestic violence Terrassa Municipal Council

Context

The Care Protocol for Women Victims of Domestic Violence arose in response to the Terrassa Municipal Women's Committee and public concern to find a solution to domestic violence against women. Terrassa Municipal Council has a long tradition of implementing gender policy, going back to the cre-

ation in 1991 of the Department for the Promotion of Women, and the setting up of the Municipal Women's Committee in 1992—the organising body behind the present practice.

Description

This programme seeks to ensure that women who are the victims of domestic violence can avail themselves of the necessary resources and assistance to effectively and efficiently overcome the problems they face. Through coordination of all the involved professionals from both public and private institutions working in the area on a day-to-day basis, it was aimed to raise awareness and secure participation from all the agents and organisations.

A response circuit was required for the health services, legal protection bodies, administration and associations, in addition to development of a framework which would help to improve the situation of women victims of domestic violence. News of this response protocol would also need to be communicated to the public and to all those involved, in order to guarantee implementation. Only in this way would it prove possible in the long term to eradicate the problem of domestic violence.

For successful implementation of such a mainstreaming policy, all involved parties must actively participate. This is one of the main obstacles faced by the programme, i.e., a lack of institutional commitment to enforcing internal application of the protocol. Another obstacle was the lack of economic resources for implementation.

Those involved in designing the circuit include two lawyers, a doctor, two members of the National Police, three members of the Municipal Police, one representative of the women's groups, one prosecuting judge, one administrative assistant, educational and job creation staff, and members of *Acción Cívica* and the Women's Promotion Service. Initially, 400 copies of the attention protocol for women victims of domestic violence were prepared for distribution among the public and concerned bodies. In addition, a coordinated action circuit was established and the protocol was presented at a number of public sessions. The nature of this practice makes continuity of essential importance, and the aim is that the second phase will see the creation of an observatory to cen-

tralise data on the affected women and to facilitate coordination of the various bodies involved in this area on a day-to-day basis.

General observations

This practice is considered as good practice since it seeks to have a preventive effect on domestic violence at local level. In addition, it includes several innovative aspects, given the type of institution and setting involved, in that it sets out to create mechanisms to channel public demand and draw on the resources of various institutions. In this respect, the practice will probably have a twofold impact, in that internally it will optimise resources by avoiding duplication of staff efforts and, externally, by facilitating correct referral and channelling of cases requiring professional intervention.

3.4. CRAD (Women's Resource and Advice Centre) Badalona Municipal Council

Context

A specific documentation centre on gender equality was set up as part of the campaign for women's equality in Badalona. This was first proposed in 1998, as part of the Comprehensive Women's Programme. However, it was not until 1999 that the centre was finally established, with the creation of the Special Women's Department. It serves as a reference centre for research, information and guidance purposes.

Description

The CRAD is a tool in the mainstreaming campaign to raise social awareness of and sensitivity to gender issues. It receives a wide range of gender-related queries and transfers them to the appropriate department or organism.

The main objective of the CRAD is to build up a sufficiently rich collection of documents to cater for any type of demand. The centre's service is highly useful for women's associations and groups, and for members of the public with an interest in the area.

In the short and long term, the objectives are to increase the use made of the document collection by women and to spread word of the service offered. The aim is not only to inform but to provide a personalised consultation and guidance service both for

associations and individuals. Its function in the social network is crucial, since the mainstreaming approach it employs serves to channel demand and response to the appropriate parties.

In the long term, the objective is that the plan will become a reference point for the public, and for use of the city and its gender resources. The CRAD also aims to develop the concept of gender equality in the school curriculum.

The centre receives funding from different departments within Badalona Municipal Council, since gender equality is recognised as a problem in all aspects of society. Therefore, joint action and cooperation between different bodies and social agents is required, with a participative methodology focusing on both the institutional level and the wider society. For these reasons, part of the funding resources of each department is assigned to the centre.

General observations

This project is considered as a good practice in the design phase due to its mediating function—as pointed out by members of CRAD themselves. This mediation is innovative and has served to facilitate communication between the different participating bodies; since all have access to the same information, they can achieve an overall view of the area of gender. It is also considered to be a good practice in that it provides constantly updated and accurate information and data.

The main obstacles for implementation of the project, i.e., for optimal functioning, were lack of infrastructure and staff. The numbers using the service rose significantly, especially among the young—students at university and secondary level seeking resources for school work. It is planned to provide additional staff and infrastructure. This will be necessary if the centre is to deal with the largest number of queries and demands possible, i.e., by providing a comprehensive morning, afternoon and evening public service, and it is also planned to concentrate efforts into greater promotion of the service through publications, exhibitions, a website, and other measures.

III. GOOD PRACTICES IN NETWORKING

The following table shows a classification of good practices in networking.

GOOD PRACTICES IN NETWORKING	
Official institutions	<ul style="list-style-type: none"> · Training course / DIB · Municipal Committee / ALL · City and equality committee / AGi · "Tiempo propio" / IAM · <i>La Guía</i> / AGi
Women's organisations	<ul style="list-style-type: none"> · Attention Programme for Women Victims of Domestic Violence / AC · Service network / FFDBLL
In use of ICTs	<ul style="list-style-type: none"> · City and Equality Internet · Discussion List / AGi · EQUAL / IAM · Observatory of Women in the Media / AB
Total	10

- **City and Equality Committee / AGi:** Consultative committee for development of the international City and Equality project, made up of representatives of employers, trade unions and organisations.
- **Municipal Committee / ALL:** Forum for representatives of neighbourhood, trade union, political and other women's groups including university, consumers and housewives' groups.
- **Training course / DIB:** Three-week empowerment course aimed at facilitating development of policies to prevent and eliminate gender violence.
- **EQUAL / IAM:** Advice forum for women entrepreneurs.
- **La Guía / AGi:** Citizen's agenda magazine published fortnightly (under private management) with support from the Municipal Council, it includes information on all the leisure, entertainment and educational activities taking place in the city.
- **City and Equality Internet Discussion List / AGi:** A programme aiming to fight against gender inequality in all areas of society. It comprises a mailing list for discussion and queries on all aspects of gender and/or the city.
- **Women's Observatory / AB:** Initiative jointly run by a number of municipal councils with the aim of establishing an Internet-based public service to highlight unacceptable and/or stereotypical sexist use of women's image in the media.
- **Programme for Women Victims of Domestic Violence / AC:** Networking programme run with two women's associations: "Dones del Safareig" and "Dones per la Igualtat". The Municipal Council has signed agreements with these groups for programmes to help victims of gender violence, and self-help projects.
- **Service network / FFDBLL:** A network aiming to facilitate advice and help services for women victims of violence.
- **"Tiempo propio" / IAM:** Programme aiming to improve health and personal welfare of women over 50 years of age living in municipalities of fewer than 50,000 inhabitants.

1. Good practices in official institutions

1.1. Training courses as part of the "Infórmate más y mejor" campaign against gender violence *Barcelona Provincial Council*

Context

Within the Provincial Council's campaign against gender violence presented in the section on good practices in mainstreaming, the individual training components *Infórmate más y mejor* and *Contra la violencia de género*, are also considered as good practices in their own terms. This programme comprises a three-week training course aiming to contribute to the development of policies and actions to prevent and eliminate gender violence. The materials provided include a dossier on working with the victims of gender violence and video sessions followed by discussion.

This practice has been considered as good in that it aims to provide professionals working in the Municipal Council and other bodies with the necessary skills to work with the victims of gender violence. The aim is to provide the institutions with support for gender-sensitive policies. In other words, the course provides tools for design and implementation of equal opportunities policies and policies to combat violence at local level.

Description

The course was given in all the participating municipal councils and received total grant funding of 2,400 € per municipal area.

On completion, an evaluation of the course's external impact was carried out among participants. The results revealed that 30% of the participating municipal councils saw gender violence as one of their action priorities. As mentioned previously, the programme received a score of 7.7 (on a scale from 0 to 10) from 74% of the councils. The practice is then, outstanding in terms of its high external impact.

General observations

The training of gender policy specialists within municipal institutions is, undoubtedly, of great importance. However the obstacles encountered included a lack of active commitment on the part of the institutions. The negative effect of this lack of commitment on the final campaign outcome needs to be evaluated. A greater level of commitment on the part of these local institutions will be essential for continuity of the campaign and its constituent training courses.

1.2. Municipal women's committee of Lleida *Lleida Municipal Council*

Context

The Municipal Women's Committee comprises representatives of 16 organisations^[9] which meet once every three months with the aim of working for integration of women in all areas of daily life, reporting on affairs delegated to it by the Municipal Council and proposing measures to foster equal opportunities. Lleida is the main population and economic centre of inland Catalonia. As a provincial capital, the city's Municipal Council is the main driving force behind the programme. Gender issues would seem to be one of the major concerns of the municipality and of the province as a whole in terms of public demand.

The region has seen several notable antecedents in the area of networking, such as the plenary organ of women's representatives from local organisations and *casas regionales*, which implemented a range of programmes, such as the programme to promote and support women's associations and the "Women's Associations Day", among others. In general, these programmes have aimed to improve interrelation and cooperation among the various women's groups. The idea was to provide support for already existing women's groups, to promote the creation of new associations and to foster a feeling of citizenship and cohesion. Finally, the network of professionals working to care for women victims of violence is a rela-

[9] The Consell Municipal de la Dona is made up of representatives of the following women's associations: Secretaria de la Dona del Partit dels Socialistes de Catalunya, Unió de Dones d'Unió Democràtica de Catalunya, Secretaria de la Dona de Convergència Democràtica de Catalunya, Secretaria de la Dona d'Iniciativa per Catalunya-Verds, Secretaria d'Igualtat d'UGT, Secretaria de la Dona de CCOO, Associació de Dones de La Mariola, Associació de Dones Area

de la Dona de Cappeda, Vocalia de dones de l'AV de Magraners, Sectorial de Dones de la Federació d'Associació de Veïns de Lleida, UNAE, Associació de Dones per la Democràcia, Grup Feminista de Ponent, Associació de Dones de Pi i Margall, Associació Tornar, Seminari Interdisciplinari d'Estudis de la Dona, Secretaria de Dones d'Esquerra Republicana de Catalunya.

tively recent initiative designed to improve coordination of police, the legal system, social services, women's promotion services and associations, so as to obtain an accurate picture of the problem of gender violence and, more specifically, domestic violence. It is intended that this information will serve as the basis for the design of action programmes capable of providing more effective care for the victims.

Description

The Women's Committee of Lleida aims to serve as a forum for representatives of women's groups at local, trade union, political and other levels. Its short-term objectives are to coordinate and promote, firstly, public awareness-raising activities in the area of equal opportunities and, secondly, activities seeking to achieve gender equality. Therefore, in a relatively short period of time, it is planned to achieve more accurate knowledge of the life of women in the area, and to increase the presence of women in local organs. In the medium term, the aim is to establish a forum for debate which will permit exchange of ideas among the representatives of local women's associations and local administration. The Committee will then form part of a platform comprising the Municipal Council and other public administration bodies working for gender equality. Finally, the long-term objectives are to convert the Municipal Women's Committee into a benchmark for municipal policy and for the institutions of Lleida, thus making it the main organ for representation of women's interests and ensuring that these interests are taken into account in all areas of public policy. That is, the aim is that the Committee will serve to bring gender mainstreaming to all areas of the local administration.

The Municipal Women's Committee of Lleida is headed by a president and a technical secretary, and its resources include a meeting room, the computer facilities and staff of the Department of Personal Services and Public Health.

The conception of the Committee and its day-to-day activities involves participative methodologies. Decisions regarding daily functioning are taken by plenary sessions, which lead to preparation of declarations and documents which channel proposals to the appropriate body or institution. The representation on the Committee of the local administration and other institutions and bodies is crucial to the suc-

cess of the gender networking approach in Lleida. In addition, the Committee's ability to achieve unity among the involved bodies is another highly effective factor.

Thus, thanks to the Committee, in recent year a single unified programme has been drawn up covering the activities organised by different bodies to celebrate International Women's Day, in addition to activities to combat violence against women. A representative of the Committee was also active in the "*Dones de Lleida*" project and in the drafting of reports, and recommendations addressed to the competent bodies in a variety of areas (sexual harassment, care for women victims of violence, role of women in local culture, etc.). Finally, the Municipal Committee has also contributed to preparation and dissemination of declarations on equal opportunities in Lleida, and has also attended meetings on Municipal Women's Committees held in other settings.

General observations

This practice is considered as good due to its participative methodology. Producing a single unified programme allows people to know what activities are going to take place, the objectives proposed, what areas need further reinforcement although they may not have been taken into account previously, which areas tend to overlap and therefore require better coordination, and how to increase public participation in the drive to guarantee women's rights. On the other hand, the continuous changing of the Committee's representatives is a problem in that it often leads to a lull in activities as new members become acquainted with their role. Another problem is the fact that the governing bodies do not always take the Committee into account, thus failing to benefit from the experience and perspective which it could offer them.

Apart from the socio-political networks established for the purpose of its daily activities, the most innovative aspect of this practice is the participative way in which its programme is drawn up. The programme fosters promotion and participation by women in several of the province's *comarca*. Nevertheless, the lack of gender-sensitivity in many of the province's local administration bodies, coupled with the low participation of women in numerical terms, is a major obstacle for achievement of the proposed objectives.

1.3. The city and equality committee of the economic and social council of Girona (CESGi) Girona Municipal Council

Context

The City and Equality Committee was established by the Economic and Social Council of Girona in 1998. Women's associations had grown in importance in the social tissue of Girona over recent years. The Municipal Council set up the Committee to coordinate these institutions and associations working in the area of gender.

Description

There were no precedents for such networking initiatives in gender policy by the Municipal Council; and all similar measures taken to date have been part of the City and Equality programme. The CESGi City and Equality Committee includes representatives of all the local partners needed to participate in the transnational City and Equality project: employers, trade unions and organisations.

In 1999 the short and medium-term objectives were to provide training for local partners with a view to a European project, and to maintain a participative platform for cooperation in all areas concerning gender equality in Girona. The long-term objectives were to integrate gender mainstreaming approach into both the public and private sector.

Since the Municipal Council did not have any specific department exclusively devoted to women's affairs, the various projects were managed and promoted by its Social Services Department since the other participating bodies did not have sufficient resources. Therefore, the Committee's funds came from Girona Municipal Council, through the Economic and Social Council (CESGi)—a sectoral municipal consultative organ. The human resources provided by the CESGi comprised three persons designated by the Municipal Council, three social interlocutors, three individuals, six neighbourhood socio-cultural associations and one association working in the area of gender equality. Material resources provided depend on the individual plan proposed by the Committee: for example, a total of 6,010.12 € was assigned to one of the action plans proposed, in which it is projected that a further 102,172.06 € will be generated from spon-

sorship and corporate support agreements already signed. Another plan will require funding of 2,404.05 € for implementation.

At the initial stage, the methodology employed comprised a participative process based on the results of the study *La situación de la mujer en Girona*. Once the City and Equality project was up and running, the Committee functioned as a municipal committee.

The results did not reveal any major achievements with regard to networking, since the lack of any antecedents in the field meant that the obstacles had a direct effect on implementation. Another consequence of the lack of previous experience was the poor level of coordination, a problem which persists even today. Nevertheless, the impact of the events organised on 8 March and 25 November was notable, as was the publicity campaign "*Compartir es cosa de dos*" ("It takes two to share") which aimed to raise awareness of the need for task sharing in the home. In addition, a series of participative discussion-debates were organised for secondary schools. And finally, consensus was achieved on addition of a clause on sexual harassment to the collective labour agreements. At present, the Committee continues to meet and promote action plans in the area of gender equality.

The results achieved in such a short period of time explain why this practice is considered as good. However, the homogeneous nature of the participating agents leads to a lack of pluralism at local level. The relatively low level of sensitivity of the employers, along with the qualitatively low commitment on the part of the unions, has led to difficulties in implementation. This in turn has led to the need for formation of a specific committee which introduced participative methodologies, which were hitherto unknown.

General observations

These participative methodologies were a clearly innovative feature in the area of networking. The main obstacles faced were a lack of sensitivity, difficulties in incorporating the trade unions, the technological problems of participative methods and lack of training. The City and Equality project aims to raise awareness at local level and to achieve and coordi-

nate participation by both employers and trade unions in the area of gender issues.

1.4. "Tiempo propio" *Women's Institute of Asturias*

Context

In recent years the Women's Institute of Asturias has organised four actions plans for women in Asturias and, over the last year, another specifically aimed at eliminating the problem of violence against women. Gender inequality is clearly present in Asturian society; one example is the consequences of old age for many women over the age of 65 years, who encounter serious difficulties trying to survive relying on their pension and/or families. Many of these women are widows who have never been registered for social security payments and who have lost their source of income with their husband's death. The Institute seeks to provide help in such cases.

Description

The "Tiempo Propio" project focuses on the problems of women over the age of 50 years living in municipalities of less than 50,000 inhabitants. The aim is to improve their health and personal welfare. The project comprises five modules: Active aging, the Internet, Reading for leisure, History from the woman's point of view, and Health. Four guided visits are also organised in relation to the themes dealt with in the different modules.

The short-term aims of the project are to encourage an active and positive aging process, and to facilitate access for women over 50 years of age to modern technology (the Internet)—for communication, information and educational purposes. In the mid-term, the aim is to stimulate their interest in education and knowledge on a non-formal basis, beyond the limitations of sexist stereotypes, and based on the women's own interests and viewpoints. Finally, the long-term aim is to improve the participants' quality of life, their welfare and social life, in a setting which is appropriate to their interests, by favouring development of a social network.

The project staff include a programme coordinator (employed by the Instituto Asturiano de la Mujer), a representative in each municipality, and a teacher for each of the five modules. The modules will be taught

in the *Casas de Encuentros de Mujeres* of each municipality, and in the computer rooms of each municipal council's *Telecentro* or computer centre.

The Institute also draws on the collaboration of a number of General Directorates of various of the regional government's ministries: Public Health, Care for the Elderly, Disabled and Dependent, Trade and Tourism, and Education and Professional Training. Programme implementation takes place in close cooperation with the Municipal Women's Departments.

General observations

Achieving such levels of public participation (especially from women) in a programme focusing on the health of the over-50s and modern technologies is highly innovative and creative. Essentially, this is what allows us to define this practice as good.

The programme is preventive, and focuses on health and social welfare at local level. The key to success lies in the participative methodology employed, which serves to facilitate communication between different institutions working in the area of health.

1.5. Gender issues supplement in *La Guía* *Girona Municipal Council*

Context, Description and General Observations

Girona Municipal Council produces a fortnightly magazine, *La Guía*, with information on all the leisure, entertainment and educational activities taking place in the city. The guide is freely available to the public at the council's outlets throughout the city. However, the publication is privately managed and edited. Special arrangements were made for a centre page supplement on gender affairs for 8 March—International Women's Day—and 25 November—International Day against Gender Violence.

In the short term, the objectives were to distribute a two-page supplement with details of the events and activities organised to mark these days. The medium-term objectives were to coordinate dissemination of these events and harness the public goodwill. The long-term aim was to enrich and facilitate coordination of the groups working for gender equality in the city of Girona.

The human resources provided by the Municipal Council for production of La Guia are the secretarial services of the participating bodies and a graphic designer. The supplement was distributed through the usual means.

Each participating body was asked for details of their programme of activities. These groups were Girona Municipal Council, three social and five cultural associations, and two gender equality organisations.

Distribution of the supplement helped to provide support to the group coordinating the movement for gender equality in the city. The results achieved justify the project's classification as a good practice. Nevertheless, the difficulty of coordinating the various groups is the main obstacle, even today, for such networking initiatives in Girona.

2. Good practices with women's organisation

2.1. Programme for women victims of violence Cerdanyola Municipal Council

Context and Description

Cerdanyola Municipal Council organised this Programme for Women Victims of Violence, with the support of the municipal Self-Help Groups. Programmes for women victims of violence in Cerdanyola date back to the late 1950s, when the city's economic and demographic growth within the Barcelona metropolitan area began.

The networking involved is between two women's associations: *Grup de Dones del Safareig*—established in 1976, and focused on occupational, psychological and legal advice and guidance for women—, and the *Associació de Dones per la Igualtat de Cerdanyola del Vallès*—set up in 1989-1990, and addressed fundamentally to providing information on women's resources and support to associations. Cerdanyola Municipal Council has signed agreements with each of these groups for this programme for the victims of gender violence and for self-help projects.

Work in this area began with the creation of the Equality Technical Office. There were no previous experiences in the area of networking prior to 1999, when Cerdanyola first began to participate in *comarca* programmes focusing on the victims of violence, and European programmes, such as Network and Women and the City.

The short-term aims of this programme were to provide care for victims of gender violence. Long-term aims included public awareness-raising.

The project staff comprises a consultant, a psychologist, a nurse and a clerical worker. These human resources work both in the self-help programmes and in the programme for victims of domestic violence. The Municipal Council provides two premises, pays for services such as electricity, gas, etc., and provides funding, which totalled 59,583 € in the year 2002.

General observations

The two programmes, which are closely interlinked, make use of a variety of methodological tools. The self-help groups, organised by *Dones de Safareig*, are a good example of this variety. Other activities, such as talks, lectures and workshops sessions in the area's secondary schools are also organised. Psychological treatment was provided to victims of domestic violence both on a group and individual basis. It is therefore, the groups rather than the Municipal Council that implement the programmes. However, the Municipal Council supervises the programme and evaluates it on an annual basis.

The Council plans to continue with these practices, which it considers as good since they could never be implemented by the municipal Social Service Department due to lack of necessary infrastructure. In this case then, what determines the goodness or otherwise of the practice is the institutional and social context—a context requiring action in these fields but not availing of the necessary infrastructure to implement them exclusively through the public administration. The practice of reaching agreements with local women's associations capable of and willing to fulfil such important functions could be extremely worthwhile in certain local contexts.

2.2. Service network for combat violence programmes *Women's Equality Federation of Baix Llobregat*

Context

The Women's Equality Federation of Baix Llobregat, established in 1989, is made up of representatives of women's associations based in different municipal areas in the Baix Llobregat. Over the last ten years, the Federation has organised a range of care, preventive, awareness-raising and training programmes in a campaign against violence, and especially domestic violence.

Description

The Service Network was initially established to facilitate advice and help services for women victims of violence. It has since been expanded to cover other needs. One of the programmes, aimed at providing legal assistance to victims, was set up in conjunction with the Castelldefels Women's Association and then, through the Federation, extended to cover the other towns in the *comarca*. Another programme, providing psychological attention, was undertaken by the Women's Association of Sant Boi de Llobregat, and again, through the Federation, was expanded to cover other municipal areas including Castelldefels, Olesa, Sant Joan Despí, etc.

The short-term objectives of this network are to provide legal and psychological support to women victims of violence. After this, the aim is to actively work for improvement of the quality of life and equal rights throughout the Baix Llobregat. In the long term, the aim is to generate projects which will extend the service offered to cover other related areas and to establish diagnostic systems for service optimisation.

The Federation staff for this programme comprises three lawyers and a psychologist, along with the infrastructure of the participating municipal councils and associations. Funding is as established by an agreement with Barcelona Provincial Council, and serves to pay the salaries of the professional staff.

The methodology employed is basically one of mobile services, through which the professional staff gain an overview of the situation throughout the *comarca*. A second factor in the programme's effectiveness is the

active participation of the municipal councils and associations.

General observations

In addition to providing services which are appropriate to the demands and needs of the contextual setting, this programme has achieved impressive results. As a result, it has become institutionalised with set days, locations and times for attention and case follow-up. Another result has been a coordinated network at various institutional levels between the municipal councils of Baix Llobregat, Barcelona Provincial Council, women's associations and the Federation. The practice has also given rise to other needs analysis projects for service optimisation. It is then entirely fitting that ten years after its initiation the programme should continue to progress and grow.

The Service Network for Combat Violence Programmes was an innovative project at local level, other positive points being its continuity, consolidation and interaction with a range of organisations at different administrative levels. The programme's success in responding to real needs and in detecting local problems is the key to its being considered a good practice. Another strong point is its success in organising and coordinating the various service providers. However, the programme requires greater resources if it is to expand the availability of the programme, both where it already exists and in other areas.

3. Good practices in the use of Information and Communication Technologies

3.1. City and equality Internet mailing list *Girona Municipal Council*

Context and Description

The first experiences of networking in the city of Girona came with the City and Equality project, a mainstreaming programme which introduced a whole range of actions to combat gender inequality in all spheres of society. The City and Equality Internet Mailing List arose from a decision taken by the City and Equality committee to figure in the Municipal Council's Internet portal site, by means of a mailing list for discussion of all issues related to gender

and/or the city. The project went ahead; however, the results were extremely weak. As a result, the short-term aim at present is to make the list truly operative to exploit the resources offered by the portal and to create an effective Internet network for instantaneous circulation of messages.

Standard applications were used to create the list. The City and Equality project members who were responsible for the list themselves accept that planning and development of the project were deficient from the outset. Nevertheless, a project to create an Internet-based network for information on the municipal equality programme can be considered as a good practice. However, it is difficult to speak of results achieved. The adapted technology was never fully perfected and there were numerous problems for those trying to send messages from outside the council. As a result hardly anybody uses the list apart from the municipal council itself. After a year and a half, a third of the concerned bodies still have no e-mail address. The few people who do use the list tend to be middle-class users with personal e-mail addresses and the use they make of the service is extremely limited.

General observations

The poor results of this project are due mainly to problems with technology and the other resources needed for such projects. It was the first such municipal Internet discussion list, and the difficulties encountered had the effect of discouraging the participants. Several of the participants had neither the means nor experience to use the Internet, and there was no training course or support programme to help them.

3.2. "EQUAL la igualdad crea empleo" (Equality equals employment) *Women's Institute of Asturias*

Context

Activity rates in Asturias are higher for men than for women. Factors underlying this include employment qualifications, higher employment levels and social security payments for men, and the usual conditions of gender inequality. All in all, women encounter more difficulties in entering the labour market than men. For this reason, programmes such as this are necessary in settings such as the Autonomous Region

of Asturias. The present project was the first of its characteristics to be implemented there.

Description

The main objective of the "EQUAL la igualdad crea empleo" project is to offset gender inequality in the area of employment. An Internet forum was established (www.estonoesuncuento.com), mainly addressed to women entrepreneurs. The purpose of the forum is to enable women who are planning to set up a business or become self-employed for the first time to ask questions and seek advice. The answers come from other women who are or have been in the same situation. The aim is to help these women in their constant struggle to find dignified work, free of discrimination, in equal conditions with men.

In the short term, the aim is to facilitate an exchange of opinions and experiences which will serve to help women. In the long term, the aim is to create further channels for contacts among women entrepreneurs.

The human and material resources required by such a programme are minimum. The forum itself simply requires a moderator. Promotion for the website was by means of an advertising campaign using posters, leaflets and radio and television advertisements. Asturia Digital was responsible for the mailing.

It is difficult to establish a set profile of the service users; however, we know that the majority are women with their own businesses, or women who are currently launching a business or considering doing so. Interestingly, a large number of these participants live abroad.

It is still too early to evaluate the project results, since the programme only began on 15 October, 2002. However, we can say that the practice is a good practice since it enables enterprising women to access the information they need through the Internet.

General observations

This participative form of Internet-based training for self-employment is innovative and should serve as a model for future projects. Although the project was initially designed as a provincial one, the website can of course be visited by people from any location around the world.

Finally, this interactive, participative approach which fosters communication among the target audience of a given policy and a cooperative approach to problem solving is highly positive.

3.3. Observatory of women in the media *Badalona Municipal Council*

Context

The Observatory of Women in the Media (www.observatoridelesdones.org) was launched jointly by a number of municipal councils. The aim was to set up an Internet-based service for the public, highlighting exploitative, sexist or inappropriate representation of women in the media.

Description

Gender-focused analysis of television and advertising on an Internet website is an innovative project. There are no antecedents at local level.

The long and medium-term objectives were to provide a critical analysis of the media from the gender perspective. It was also important to foster public participation through debate and discussion involving women's groups and associations. The procedure was to register the public complaints and contact the medium or even the direct author in question. Finally, support was provided to initiatives and proposals from women's groups aimed at combating discrimination or exploitation of women in the media.

In the long term, it would be beneficial to convert the Observatory into a tool to channel and publicise complaints, and to initiate action against those responsible. It is also planned to assemble an ample document collection on media infringements and prepare statistics on the type of complaints received and the profile of those using the webpage.

The Audiovisual Council of Catalonia is a project participant, as is the Official College of Journalists, the College of Advertisers, the Technical Committees of the participating municipal councils and a representative proportion of men and women. In 2002, the funding received totalled 1,063.79 €. Nine municipal councils participated: Badalona, Barberà del Vallès, Cervelló, Cornellà, Esplugues, Sant Boi del Llobregat, Sant Feliu de Llobregat, Sant Joan Despí and Sant Just Desvern.

The methodology was participative. The Observatory received complaints reported by men and women on discrimination and/or sexism in the media. These were then studied by a committee specialised in advertising and equality, with guidance from an advisory committee. As a first step, the complaints are then communicated in writing to the advertiser. Throughout this process, the Observatory keeps the complainant informed of developments. In cases where no agreement is reached with the advertising company, the complaint is presented to the courts, with legal advice from the Catalan Audiovisual Council.

In addition to the webpage, the project also runs a workshop for local media staff on gender issues. Four presentation sessions of the Observatory were also planned for the various women's groups in the city.

General observations

This is considered a good practice since it focuses on the image of women in the media, an area where much remains to be done. Sexist stereotypes present the woman as an object and make no effort to illustrate the social and cultural origins of this perception. However, the project is still at the initial stage; the number of users is still low, there is little consciousness of the need or possibility of complaining about sexism on television, or of the need to prevent sexism.

In themselves, and especially if they are promoted and extended to other areas, these good practices are powerful tools for policy improvement at local level in the area of gender equality. However, this first part cannot conclude without an outline of what we consider to be the fundamental aspects of the practices presented. These conclusions however, must be viewed as an open process, in which we offer a starting point, so that the reader, on the basis of her own experience and that of others, may draw conclusions.

Firstly, the original aim was to provide an opportunity for reflection on the nature of good practices in public gender policy via the experiences of those who have participated and this has been achieved, but only partly. It was not always viable to expect the various partners to carry out deep reflection on the practice in question, although it was possible to suggest some evaluative points. An exception was the Equal Opportunities Office of Munich, which with its long tradition in the area of equal opportunities policy was in a position to provide more comprehensive evaluation of the practices presented.

The main obstacles to successful implementation of gender policies are the lack of budgetary provision, training and human resources. The correlation between these three factors tends to be high. In general terms, a number of factors have been consolidated as criteria for determining whether a practice can be considered as good. These are: its compatibility with its context—both regionally, socio-demographically, and institutionally—and the use of participative methodologies, which are especially important for detecting demand and for needs analysis and diagnosis.

The innovative nature of these methodologies, also applied in other areas of gender policy, may give rise to obstacles. For although these methodologies are highly positive once they have been accepted and implemented, there are serious sensitivity deficits when it is necessary to draw on participation of other political or social agents, such as companies, trade

unions, other organisms and even municipal departments not working in the area of gender. In other words, a mainstreaming approach to the battle against gender inequality often faces obstacles due

to the low level of gender sensitivity both in society (apart from the women affected by the problem) and institutions (apart from those directly working in the area of gender).

Another important feature is the type of policy in question. In the case of actions seeking to achieve equal opportunities, whether through a mainstreaming approach or otherwise, the majority of practices considered as good practices were either care or awareness-raising programmes. Preventive and empowerment programmes were in the minority. From this, we may say that in gender policy, care and sensitivity raising are required preliminary steps for the implementation of other types of gender policies. However, the situation need not necessarily be like this, although care programmes are still good practice in certain areas. It must also be remembered that direct and personalised care will continue to play an important role until measures to counteract real gender inequality are taken. Such measures may comprise empowerment and qualification training, but also others.

Another point worth noting is that while many of the good practices presented here are small in scale, the majority of them form part of larger, more wide-ranging programmes or programmes with wider objectives.

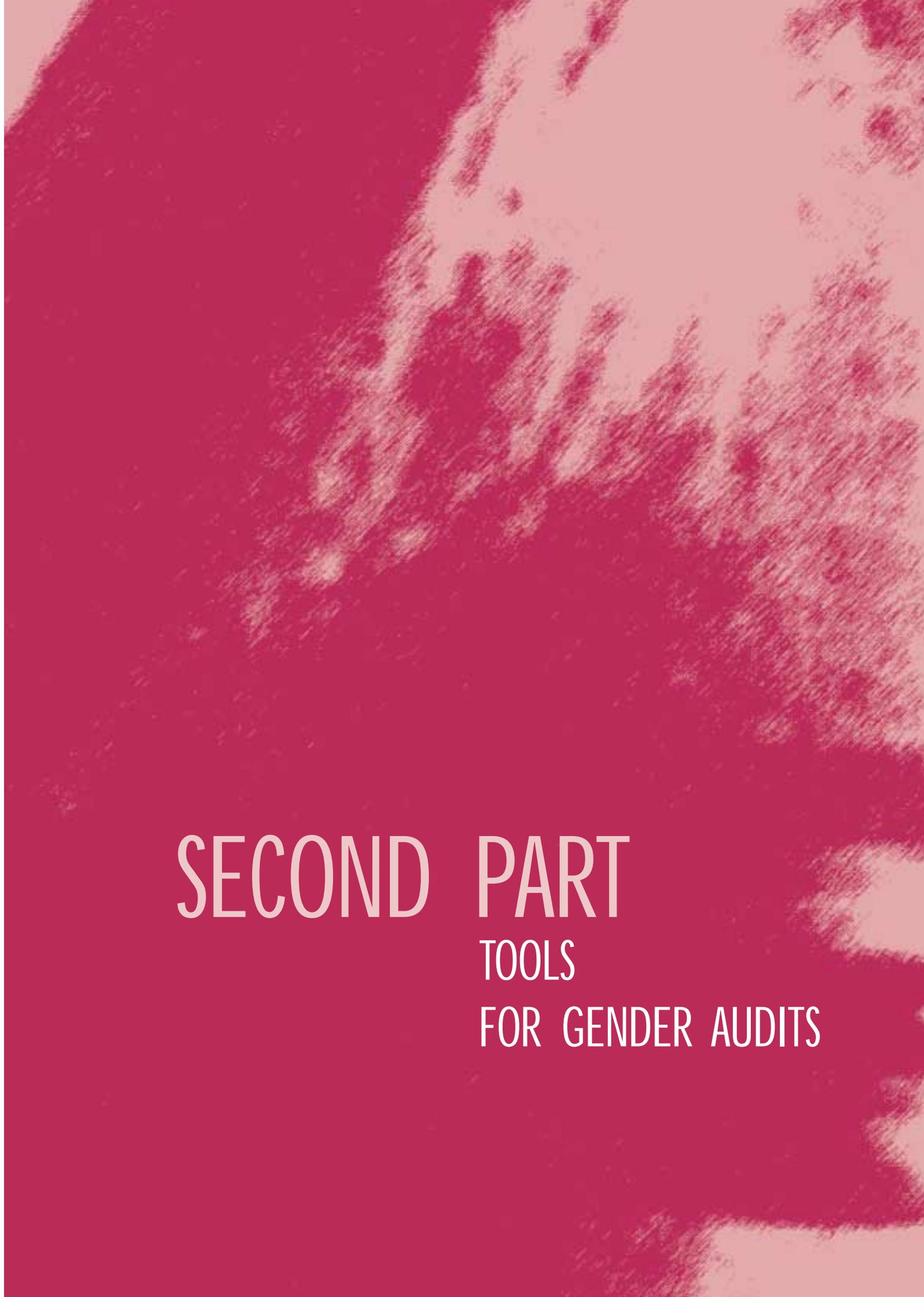
Finally, it is highly important to note the lack of good practices in public policy in the areas of follow-up and evaluation. While the absence of good practices in this field is in itself revealing, if we consider it in conjunction with the scarcity of evaluation or reflection on the good practices presented, it can be seen that one of the main difficulties of gender policy at

GENERAL CONCLUDING REMARKS

local level is precisely this lack of reflection, evaluation and monitoring. It is vital to work to make the administration sensitive to the need for effective and efficient policy-making and we would like to believe that projects such as this have the potential to stimulate development of this sensitivity. Evaluation, follow-up and reflection on the programmes implemented not only allow for substantial improvement, but also provide an added stimulus to the whole area of gender-focused action; in other words, it may improve the actual status of the field and of the organs which work in it in the eyes of the overall institutional context. Therefore, the application of methodologies enabling reflection and systematic improvement of actions will heighten the legitimacy, perceived relevance and effectiveness of these actions in the public and/or institutional view. In this way gender could become a premium field for application of new approaches, methodologies and public policy analysis.

Undoubtedly, the main finding to emerge from this work is the need to establish mechanisms or forums for evaluation and reflection with a view to improvement, and the design of new ways of confronting the old problem of inequality between men and women. This will probably involve a greater openness to creative approaches and an acceptance of evaluation, both positive and negative, as indispensable mechanisms in public policy.

Many other conclusions can also be drawn from the practices presented. Here there is only space to outline some of the potential areas which we feel could give rise to positive changes in the day-to-day application of public gender and equality policy. The real potential for progress is now in the hands of the readers and all those who have participated directly or indirectly in this pooling of good practices in gender policy.



SECOND PART
TOOLS
FOR GENDER AUDITS

Analysis and diagnosis of society from the gender perspective is the first step, and a decisively important one, in the design and implementation of policies seeking to achieve equality between men and women. It requires participation from the various agents working in the field and the application of both quantitative and qualitative methodologies for information gathering.

Bearing this in mind, the Equality Plan Technical Office of the Barcelona Provincial Council launched the Adagio project, which set out to design a tool for analysis and diagnosis of gender inequality. The analysis and diagnosis model (Adagio A/D model) is presented below as an example of a methodology which has already given rise to positive results. It was felt that it would also be of interest to present the views of the Olympia de Gouges project partners on the functions of an analysis and diagnosis methodology in the light of the Adagio project approach.

Below follows a description of the analysis and diagnosis methodology and the views of the Olympia de Gouges project partners.^[10]

I. ADAGIO A/D MODEL

1. Description of project

The Adagio project is a research-action programme for promotion of local gender and equal opportunity policy implemented by the Equality Plan Technical Office (OTPI) of Barcelona Provincial Council (May 2001 - May 2003). This project was designed bearing in mind the need for new support strategies for gender and equal opportunities programmes at local level in line with the mainstreaming approach recommended by the European Union.

In certain contexts, participation of a number of different agents is necessary to uncover problems which otherwise might remain unseen. One of the main objectives of the Adagio project was to create gender

ADAGIO PROJECT ANALYSIS AND DIAGNOSIS METHODOLOGY

perspective analysis and diagnosis methodologies for all areas of municipal activity. The Adagio methodology is a common product of all those who participated in the different phases of the project. In this sense, it provides a new view and a new way of seeing social reality, while also fostering participation and an increased sensitivity to gender issues.

2. Methodology

The tool which emerged was applied in 30 municipal councils and is known as the AD (analysis and diagnosis) methodology. This was evaluated by the partners. The methodology is based on three fundamental pillars:

1. The importance of qualitative information.
2. The different levels of analysis.
3. Selection of indicators.

In the first pillar, the aim to highlight gender inequality leads to a need to find new indicators and information which is not simply quantitative in nature. To ascertain the value assigned by participants to the situation of which they are a part and in particular to gender inequality, a qualitative approach is necessary. The methodology seeks to go beyond the situation in which experts gather information and later produce a unilateral diagnosis, and seeks to stimulate a participative and cooperative process of diagnosis.

[10] The Adagio analysis and diagnosis model and its indicators is included in the annex.

There are five analytical levels in the model:

1. Contextualisation of the setting.
2. Analysis by means of statistical data and publications and reports (descriptive level).
3. The demands and needs identified and registered by means of quantitative and qualitative information sources, reports, interviews, meetings (analytical level).
4. Responses from both municipal councils and other institutions, private initiative and associations.
5. Evaluation in terms of strong and weak points.

Finally, the indicators established by the Adagio methodology for analysis and diagnosis are set in six fundamental spheres:

The physical setting

The urban space is not neutral or objective. The way it is organised and its relation with the quality of life is fundamental for women. The following indicators were selected in this sphere: firstly geographical location, morphology, the size of the area and a brief historical overview of distribution and characteristics of the neighbourhoods. Secondly, zoning and areas for development, population mobility, local influences, links with other localities and districts, etc.

Municipal organisation

This concerns the position of responsibility occupied by women within the institution. The indicators in this case were: the organigram, organisation of the various services, relations with other institutions, etc.

Socio-demographic analysis

The programme aims to determine socio-demographic features such as people's life-cycle and family and residence patterns: family structure, diversity of family and cohabitation models, new migration patterns, social differences. The indicators are: population density, distribution by age, sex and area, growth: migrations, birth rates, fertility rates, mortality, ethnic groups, income, number of occupants per home, family typologies—single parent families, extended families, marital status, marriage rates, new homes, etc., social differentiation, stratification and sense of community, energy use, etc.

Education and training

Defined as a process which continues throughout life and which takes place in numerous settings, not only the formally defined institutional education or training. The indicators in this field are: vocational training by professional area, officially recognised and non-officially recognised training, adult education, literacy and education rates, educational qualifications, school absenteeism, school failure and remedial needs, specific gender subjects, co-education, etc.

Work and use of time

A distinction is made between productive work and reproductive work. This is in order to move beyond the concept of work as typically restricted to paid employment. The way of overcoming stereotypical gender role assignation is also considered, and the need that reconciliation of personal life, family life and professional life be seen not only as a women's problem but as a problem for men too. The indicators selected were: types of economy, personal income, GDP, CPI (consumer price index), existing resources and the extent to which they are exploited, project profitability, projected private or non-municipal public investments, etc.

In the area of productive work, the Adagio project collects data on economic sectors, types and size of company, the hidden economy, unemployment rates, total number of unemployed, duration of unemployment, education, qualifications, types of contract, professional categories, etc. The labour market by sectors, supply and demand and existing employment, irregular and precarious conditions, working hours, mobility. And finally, social welfare categories, characteristic features, number and type of beneficiaries.

In the area of reproductive work, the indicators were as follows: the characteristic features of the carers: distribution by sex, age, neighbourhood, level of training, income, mobility, autonomy, main types of work, time worked and distribution of time, compatibility or otherwise with productive work and leisure time and, finally, the possibility or otherwise of returning to productive work.

To complete this sphere of work and time use, a number of indicators on other time uses were also applied: leisure activities: types of leisure, partici-

pants, use of leisure time and leisure time in relation to working time.

Health

The difference between the morbidity rates for men and women was highlighted, along with the significant gender bias in health care statistics. Women's health was analysed in terms of the interaction between biological and psychological and cultural aspects, and between public demand and response received. The indicators were health centres, the health zone to which the area belongs, the number of doctors per inhabitant, the number of pharmacies per inhabitant, the presence of women in the labour market, general health, family planning, mental health, occupational health, the level and type of health culture with regard to personal hygiene, prophylaxis, prevention, and finally the consumption of medication by sex, life expectancy, morbidity rates, etc.

II. EVALUATION OF THE ADAGIO A/D METHODOLOGY

1. Views of the Olympia de Gouges project partners

The collaboration of the local Spanish partners of the Olympic de Gouges project was sought for critical reflection on the Adagio methodology. They were asked to complete a brief questionnaire focusing on the six ideal functions which a participative analysis and diagnosis methodology should perform. These were as follows:

Generate knowledge

The methodology should serve to obtain periodical data on important aspects of women's lives, their development and the main trends.

Create a knowledge base

It should permit collection of information enabling diagnosis of trends, situations, demands and needs to form the basis for programme design and policy decisions.

Facilitate monitoring and ongoing evaluation

It should permit evaluation of services, actions, programmes and policies addressed to women.

Integrate the gender perspective

The gender dimension should exist in all services, actions and programmes.

Facilitate dissemination and transparency of information

Knowledge of the situation of women and the policies implemented should be available so as to permit the participation and commitment of the various social agents: councils, associations, professionals, the public and beneficiaries.

Foster the creation of social networks

It should foster the creation of social networks between the various social agents: policy and technical staff, experts, associations and the public.

Each partner was asked to evaluate, in terms of their own experience and institutional context, whether:

- The functions designed as ideal were relevant.
- The Adagio methodology fulfilled these functions.

Relevance

The partners were asked which of the six functions presented as ideal were most relevant to an analysis and diagnosis methodology in terms of their own institutional setting.

Despite, the different contextual and institutional settings, the answers were highly favourable. In general, the partners concluded that all six functions were highly relevant.

Fulfilment

The partners were also asked to what extent the A/D methodology proposed by the Adagio programme fulfilled each of the six ideal functions.

The partners' opinions were not unanimous in this respect.

- One group held that the Adagio methodology's fulfilment of each and every one of the six functions was optimum.

- One of the partners held that the Adagio methodology only reached a high level of fulfilment in the area of mainstreaming the gender perspective, while in the other functions its level of fulfilment was low or moderate.
- The remainder of the participants considered that the methodology's level of fulfilment of objectives was low in those functions concerning mainstreaming of the gender perspective, dissemination and transparency so as to foster participation and the creation of social networks.

2. Partners' observations and suggestions

The questionnaire distributed to the partners also provided for free expression of opinions, observations and suggestions regarding the practice. Several partners made comments of interest. These are summarised below:

1. In general, a number of new hypothetical functions were proposed for an analysis and diagnosis methodology.
 - Facility of application and efficiency within the local setting.

- Inclusion of items that could be studied at European level to facilitate cross-country comparative studies.
- Fostering the integration of men who would work alongside women for gender equality and participate in the social networks, both in the municipal councils and in the local associations and groups.

2. In relation to the Adagio methodology, the specific strong and weak points were:

- While the effort of conceptualisation demanded by the Adagio methodology is a strong point, it does not provide for mechanisms to generate periodic knowledge and information.
- Another weak point is that it does not explicitly set out the monitoring and evaluation mechanisms. While the methodology is capable of generating much information, it does not facilitate its reading or dissemination, which is a central consideration if participation is to be fostered.
- Finally, a third weak point was the fact that while in the area of participation and creation of social networks the methodology obtains information through interviews with qualified personnel, it does not incorporate a participative design.

Gender-sensitivity means the capacity of a person, institution, organisation, etc. to recognise and accept the presence of a gender dimension in all spheres of society. A knowledge of the level of gender-sensitivity is a good starting point for the design of strategies aiming to overcome gender inequality. Therefore, diagnosis of the level of gender-sensitivity is important. This section will describe the bases

for a tool to determine the gender-sensitivity of an institution and its members. The proposed tool is applicable both to institutions working specifically in the area of gender equality and other areas in general. In other words, it is a method designed to measure the level of sensitivity to gender of any organisation, association or institution, independently of its purpose or objectives.

Observation and knowledge of gender-sensitivity in a given context makes it possible to detect relevant conflicts and tensions and thus identify positive strategies for implementation of gender programmes. This includes, for example, detecting the impact of the gender dimension on decision making in any sphere of action and analysing the main values and representations of the institution in terms of gender. In addition, the tool provides a means of evaluating gender-related political and administrative processes in the institution.

The range of the tool can be extremely wide. Therefore, a preliminary step is to define the required range and this will require some adaptation of the theoretical model to the specific setting to which it is applied.

I. GENERAL FRAMEWORK FOR MEASURING SENSITIVITY

support for gender policies, we must distinguish between the various elements and factors which form part of it. These are outlined below:

DIAGNOSIS OF GENDER SENSITIVITY

1. People and the institution

Organisations and institutions are made up of people and organisational structures.

Individual people may have higher or lower degrees of autonomy with regard to decision-making.

Organisational structures are regulated by procedures for members' work and the organisation's functional rules.

Both aspects contribute to what is generally known as the institutional dynamic.

On the basis of these two elements, the analysis and observation area can be determined: in the members and in the action of the institution itself. The first is an individual characteristic, the second is more than the sum of all the individuals' gender sensitivity, and in this case what needs to be established are the institutional features enabling us to decide whether the institution is gender-sensitive or not.

Experience indicates that both aspects are equally important: both are positive factors in development of gender policy. However, sensitivity in itself is not an unequivocal indication that actions are taken to avoid discrimination. Other factors interact with sensitivity in application of equality programmes, and these include external social support, the importance accorded to gender equality in the municipal council's work programme, resources allocated, etc. These and other factors may lead to implementation of gender policies even in the absence of a pre-existing individual or organisational sensitivity.

This differentiation is important, since there are many organisations which carry out intense work in the area of gender sensitivity but whose members are not gender-sensitive, just as there are cases of organisations whose members are highly sensitive to gen-

der issues but the organisation's capacity to act is highly limited due to lack of resources or political power, etc.

Therefore, it is equally important to study the individuals and the organisation as a whole. At the same time, it should not be forgotten that public policy has an external effect and therefore the degree of external sensitivity must also be included in the analysis.

2. Spheres: structural and symbolic levels

The individual and institutional levels can be further broken down into another two levels:

The structural level

This concerns gender-sensitivity in the management process, i.e., in those areas which form part of the

institutional dynamic such as equal opportunities programmes that have been implemented, the organisational structure—with information disaggregated for sex, social relations within the institution, etc.

The symbolic level

At the symbolic level, gender-sensitivity concerns values and perceptions with regard to equal opportunities. For example, the opinions held on the equal opportunities programmes being applied, perceptions of gender equality in the professional and family relations of the members of the institution, representations of the criteria underlying organisation of work, etc.

The table below sets out the structure and interrelation between spheres and levels.

LEVELS	SPHERES	
	People, individuals	Institutions, organisations
Structural level	Management processes	
Symbolic level	Values and perceptions of members of the institution with regard to equal opportunities policies	

3. Keys to gender sensitivity: knowledge and consciousness

Achieving gender sensitivity, similar to sensitivity to any other policy issue, requires a process of information, understanding and learning on the part of participating agents. Through this process, it is aimed to achieve an awareness of the purpose and objectives of the policy being pursued.

The structural level, that is, the management process, can be broken down into the ways in which people become aware of and learn about gender policy and how these policies are applied—training, policy impact, ways of working, etc. The symbolic level is the expression of the opinion of the members of the institution with regard to the policies. There are two large key threads or sublevels running through the tool: knowledge and consciousness.

The knowledge sublevel

In the area of gender sensitivity, knowledge means understanding. For this to exist, there must be a previous process of learning and training. Therefore, this dimension refers to forms of socialisation—transmission and reproduction—of gender sensitivity.

The consciousness sublevel

This analysis enables us to see how the institutional norms and values influence perception of reality, how they perpetuate stereotypes and foster the mechanisms which produce and reproduce inequality.

The table below sets out the interaction postulated between levels and sublevels and spheres for an evaluation of gender sensitivity.

SPHERES	
People, individuals	Institutions, organisations
Structural level: Knowledge	Structural level: Knowledge
Symbolic level: Consciousness	Symbolic level: Consciousness

4. Dimensions of analysis

The previous sections have defined various axes of gender sensitivity in an organisation. On the basis of these, it is now possible to analyse gender sensitivity in different dimensions, depending on the nature of the organisation. Organisational factors of many types may be chosen, we have chosen those we felt to be most relevant to determine gender sensitivity in a given institutional context:

Openness to gender issues

The view of gender which exists in the institution.

Institutional context

The institution's general objectives, both explicit and implicit, in the area of equal opportunities and personnel policy with regard to gender.

Organisational culture

Forms of socialisation and to what extent they reproduce or break with the predominant organisation culture.

Public opinion

Values and perceptions with respect to equal opportunities policy of the internal public—institutional staff—and the external public—direct/indirect policy beneficiaries and other bodies working in the area of gender.

II. CONCEPTS AND INDICATORS

Now that dimensions and the three main strands for analysis have been established, conceptual elements and indicators can be proposed with a view to measuring gender sensitivity.

The proposal presented below is neither exhaustive nor exclusive. Firstly, each of the dimensions will be defined and its central elements described. Secondly, the type of indicators appropriate for their measurement will be indicated. These are concrete aspects on which data must be gathered.

1. Concepts

1.1. Openness to gender issues

In this dimension we seek to reveal the characteristics of the view of gender prevalent in the institution.

- Policy viewed from the gender perspective: strengths and weaknesses.
- Organisation and management of productive and reproductive work among institutional staff.
- Training in Equal Opportunities.
- Training in Equal Opportunities reflected in the institution's communication system.

1.2. Institutional context

In this dimension we seek to analyse the institution's personnel policy with respect to gender and its general objectives, both explicit and implicit, with respect to equal opportunities for members. The aim is to achieve a picture of the symmetry/asymmetry of the participation of each gender, in workplace positions and functions. It also aims to show the potential strengths and weaknesses of the organisation from the gender perspective.

- Analysis of institutional profile in which the tools are being applied: objectives, organisational chart, institutional track record in implementing gender policy.
- Analysis of the functional structure of the institution: activities, projects, programmes, budget provisions, staff characteristics and training programmes.
- Socio-demographic and professional characteristics of institutional staff: professional careers, personal characteristics, family characteristics, reconciliation needs.
- Personnel policy: staff selection, training, promotion systems, salary policy.
- Evaluation by personnel of the institution's objectives in the area of equal opportunities.

1.3. Organisational culture

In this dimension, the aim is to reflect the main features of the organisation's philosophy in the area of gender and the forms of socialisation which transmit these. Patterns of reproduction or breaking away from organisational culture must be analysed and also to what extent these patterns are reflected in

the institution's professional profiles and contextual factors.

- Representations of styles of work, management and ideal relations.
- Representations of exercise of authority and power relations.
- Types of demands in the area of equal opportunities, which enables us to detect problems of inequality, such as sexual harassment.
- Detection of explicit and implicit defence mechanisms.
- Formal/informal social relations among staff in and outside the organisation.

1.4. Public opinion

Due to the breadth and scope of this dimension, it would seem to be necessary to define specific internal and external groups. The internal public comprises organisation staff (hierarchical and non-hierarchical). The external public comprises direct and indirect beneficiaries of the programmes and policies, and secondly, associations and organisations (women's associations, NGOs, trade unions, etc.) with an interest in the institution's gender policies.

- Internal evaluation and perception of equal opportunities policies.
- External evaluation and perception of equal opportunities policies.
- Analysis of opinions and evaluations made by direct/indirect policy beneficiaries.
- Media contribution to dissemination of equal opportunities policies.

2. Indicators

The previous section presented a breakdown of the tool's four dimensions for measuring gender sensitivity and their constituent factors. However, these dimensions must be linked to the organisational sphere, to people and the institution and also to the structural and symbolic levels of analysis. From the combination of all these factors, a number of concrete indicators can be proposed.

The indicators can be of two types:

- Qualitative: providing information on changes occurring in terms of social relations, authority or

social status. For example, the opinion of the staff with regard to the staff selection methods.

- Quantitative: permitting us to measure changes in a given social situation, helping us to understand the social changes which have taken place. For example, the number of women who were promoted within the organisation.

2.1. Area indicators

We can now outline some of the indicators for the areas described above. For example, in the case of the spheres, a number of indicators of interest are:

Individual level

- Ability to hear the voice of women and recognise gender inequality.
- Gender-sensitive communication.
- Openness to gender issues.
- Commitment to gender mainstreaming.
- Acceptance of self-education in gender issues.
- Attendance of gender programme training.
- Assumption of responsibility for implementation of gender mainstreaming.
- Reflecting this attitude in conduct at work, person-to-person communication, in working teams, etc.
- Types of support for women—not protective actions which prevent them from solving their problems since these make them appear weak and lead to their replacement by men in cases of emergency or crisis.

Institutional level

- Existence of special gender units and equal opportunities offices and their importance within the institution.
- Women occupying senior positions in the institution.
- Type of "time culture" in the institution, whether there is a culture of long working hours or a more flexible approach, etc.
- Existence of a culture of cooperation and interest in people among employees.
- A communication system which is open to the excluded and external voices.
- A participative approach to processes of change rather than a "top-down" approach.
- Perception of the gender culture held by power in the institution.

- Detection of gender conflicts as such and appropriate manner of dealing with them.
- Awareness of male hegemony in management culture.
- Awareness of the interests of the user, recognising the complexity of personal life and the impact of gender on it.
- Programming of actions: decision to include gender equality in institutional policy; ongoing discussion on content of future policy.
- System for evaluation of inequality in society.
- Professional powers and delegation for effective work in organisations.

2.2. Indicators for the four dimensions

Indicators for each of the factors associated to the four dimensions can also be established. Among these, we could include:

Openness to gender issues

- Policy agenda from the gender perspective: strengths and weaknesses.
 - Types of equal opportunities policies in the institution.
 - Specific plans and programmes.
 - Mainstreaming strategies.
 - Networking with specific objectives in the field of equal opportunities.
- Organisation and management of productive and reproductive work among institution staff.
 - Use of people's time: amount of time allocated to a given task.
 - Time allocated to other activities in the family, community, etc. outside working hours.
 - Free time and how it is used.
- Training in equal opportunities.
 - Institutional needs for implementation of equal opportunities policies.
 - Training programmes in keeping with recipients' needs.
 - Recipients' opinion of the training programmes.
 - Training for needs detected at "grass-roots" level.
 - Innovative aspects of the training, new contextual requirements.

- Equal opportunities as reflected in the institution's communication system.
 - Equal opportunities concepts.
 - Values reproduced.
 - Treatment of gender issues.
 - Impact of the message.

Institutional context

- Analysis of the profile of the institution in which the tools are applied: objectives, organigram, track record in policy implementation.
 - Geographical scope of action: local, *comarca*, etc.
 - Objectives.
 - Organigram setting out divisions and functions.
 - Analysis of the institution's track record in gender policies: policy reports, programmes.
- Analysis of the institution's functional structure: activities, projects, budgetary provision and training programmes.
 - Activity of each department.
 - Projects organised.
 - Plans / actions implemented, evaluated, projected.
 - Budget for each department.
- Socio-demographic and professional characteristics of the staff: professional career, personal characteristics, characteristics of family groups, reconciliation needs.
 - Personal:
 - Sex, age, marital status, parental status.
 - Productive activity of members of family group.
 - Education.
 - Professional category:
 - Types of employment contracts and working hours.
 - Professional career in the institution, and previously.
 - Organisation and management of reproductive activity among members of the family:
 - Decision-making in the home.
 - Community: community work.
 - Political and social participation.

- Personnel policy: staff selection, training, promotion systems, salary policy.
 - Staff selection.
 - Functional areas.
 - Implications for staff mobility.
 - General and specific gender-issue training.
 - Staff promotion.
 - Salary, staff recruitment and promotion policies (explicit and implicit).
- Evaluation by personnel of institutional policy in the area of equal opportunities.
 - Perception by male employees of the work done by women in the organisation.
 - Perception by female employees of the work done by men in the organisation.
 - Staff perception of promotion policy.
 - Staff opinion of recruitment methods.
 - Perception of institutional objectives in equal opportunities.

Organisational culture

- Perception of work and management style and ideal forms of relations.
 - Workplace networks and cooperation.
 - Sense of teamwork and differences in procedures for females and males in the organisation.
 - Solidarity/cooperation strategies in working processes.
 - Ideal management styles and the values on which they are based.
 - Potential abilities according to gender.
 - Feminisation/masculinisation of work in the organisation.
- Perception of the exercise of authority and power relations.
 - Stimuli/obstacles to occupy decision making positions within the organisation.
 - Self-respect, physical and emotion health, and match/mismatch between the professional track record and reflective space allocated by the institution.
- Types of demand in the area of equal opportunities (permitting detection of inequality problems, such as sexual harassment).
 - The way gender discrimination is hidden or made visible.

- Detecting problems such as sexual harassment:
 - Physical harassment of a man or woman.
 - Overestimation of women's bodies for achievement of certain prestigious, or privileged positions.
- Role stereotypes in accordance with certain prejudices.
- **Detection of explicit or implicit defence mechanisms.**
 - Defence mechanisms:
 - Foreseen by the organisation (i.e., formal).
 - Foreseen by other related organisations (trade unions, women's associations).
 - Activation of informal mechanisms (policy voids, information blocks, delegitimisation of authority, etc.).
- **Formal/informal social relations among staff within and outside the organisation.**
 - Construction of friendship networks, who is in them and what are their underlying.
 - Reaction to stress, discrimination, prejudices, etc.
 - Sexist behaviours, reflected through comments, humour, nicknames, etc.
- Opinion on content.
- Opinion on results.
- **Contribution of the media to dissemination of equal opportunities policies.**
 - The institution's strategies for dissemination through the media.
 - How the media deal with institutional information.
 - Evaluation of sexism in the media.

3. Indicators of a combination of all these elements

A more structured proposal for the indicators is to establish them simultaneously for all the elements. The table below brings together all elements in the area of gender sensitivity and sets out some indicators as an example.

Public opinion

- **Internal evaluation and perception of equal opportunities policies.**
 - Staff opinion on the organisation's equal opportunities policies.
 - Staff opinion on personnel policy.
 - Staff opinion on policies on women in general.
 - Staff opinion on specific programmes.
- **External evaluation and perception of equal opportunities policies.**
 - Public opinion of equal opportunities in general.
 - Public opinion of the institution.
 - Associated groups and organisations' view of the institution's specific programmes.
- **Opinions and evaluation by direct/indirect beneficiaries of equal opportunities policies.**
 - Opinion on relevance of the equal opportunities policies.

GENDER SENSITIVITY						
PEOPLE SPHERE		INSTITUTIONAL SPHERE				
OPENNESS TO GENDER ISSUES	<p>Level: decision processes</p> <ul style="list-style-type: none"> · Innovative contribution from agents having received training in EOP. · Impact of EOP concepts on practice, which is then reproduced by institutional media. · Types and levels of EOP training of technical staff in all areas. 	<p>Level: values and perceptions</p> <ul style="list-style-type: none"> · Attitudes and views on training. · Interpersonal attitudes and behaviours within the institution. · Views on gender values reflected in institutional media. · Organisation and management of productive and reproductive work among all institutional staff. 	<p>Level: decision processes</p> <ul style="list-style-type: none"> · Policy agenda. · Types of policies. · Mainstreaming: who, since when?. · Training in EO: types, target audience. · Analysis of EO concepts reflected in the institutional media. · Networking: links and bodies. (NGOs, trade unions, transnational organisms, others). 	<p>Level: values and perceptions</p> <ul style="list-style-type: none"> · Willingness and explicit commitment to EOP. · Integration of EOP in institutional communication. · Training in EOP: content, results. · Movement within the organisation as a result of empowerment training. · EO values which are objectives of networking practices. 		
	INSTITUTIONAL CONTEXT	<ul style="list-style-type: none"> · Levels of staff training, per category, gender, age, etc. 	<ul style="list-style-type: none"> · Perception by male staff of work done by women in the organisation. · Staff perception of qualified staff recruitment methods. · Staff perceptions of promotion policy. · Staff perception of institutional objectives in equal opportunities. 	<ul style="list-style-type: none"> · Number of men and women on the staff per professional category. · Number and area of activity of men and women in decision making positions. · Material and human resources allocated to EOPs. 	<ul style="list-style-type: none"> · Recruitment methods for qualified staff. · Staff promotion policies. · Institutional objectives in equal opportunities. 	
		ORGANISATION CULTURE	<ul style="list-style-type: none"> · Formal social relations within the organisation: solidarity/cooperation strategies in work processes. 	<ul style="list-style-type: none"> · Informal relations within the organisation: friendship networks. · Informal relations outside the organisation: membership of groups, associations, etc. · Use of free time. Activities. · Perceptions of management styles and ideal forms of relations. 	<ul style="list-style-type: none"> · EOP defence mechanisms. (document analysis/interviews). · Identifying management problems in EOP - lack of training, health, others. (document analysis/interviews). 	<ul style="list-style-type: none"> · Staff demands in the area of equal opportunities policy.
			"PUBLIC OPINION"	<ul style="list-style-type: none"> · Organisation and management of productive and reproductive work among direct and indirect beneficiaries of EOPs. 	<ul style="list-style-type: none"> · Views and evaluations by direct beneficiaries of EOPs. · Views and evaluations by indirect beneficiaries of EOPs. 	<ul style="list-style-type: none"> · Contribution of the media to dissemination of EO policies.

III. APPLYING THE TOOL

As mentioned earlier, this tool for evaluation of gender sensitivity is highly complex. Application of each of the dimensions proposed will undoubtedly provide us with a comprehensive reading of the organisation in terms of its gender sensitivity. For this reason, it can also be used "a la carte", that is, either a number or the totality of the proposed measures can be applied. This decision will depend on each specific case, the needs of the organisation, the feasibility of carrying out the necessary studies and the immediate short-term and mid-term objectives.

1. Information gathering techniques

The analysis can be carried out by means of different data gathering techniques, the complexity of which will increase in line with the number of dimensions. The combined model will permit gathering of quantitative and qualitative information, i.e., both results which are quantifiable per indicator, and also reflections on the situation with regard to gender sensitivity. Given the tool's breadth and complexity, for implementation and analysis as set out above, the services of at least one expert in gender issues are required. The information may be obtained from various sources: pre-existing documentary sources; statistical sources; specially designed questionnaires which may be used once or repeatedly; and qualitative techniques such as interviews, discussion groups and others. The technique chosen will depend on the type of information available in the institution and the specific areas to be approached.

If the aim is to carry out a comprehensive analysis of all dimensions, the data collecting techniques are:

Analysis of statistical data

Data on institutional functioning, employees and training policies.

Document analysis

Documents on the profile and track record of the institution in the area of equal opportunities policy.

Questionnaire

An internal questionnaire on socio-demographic and professional characteristics.

Semi-structured interviews and discussion groups involving staff from all professional levels and spheres of the organisation.

These techniques will serve to obtain information on the levels, sublevels and dimensions described above. The following is an example:

1.1. Analysis of statistical data

- Institutional functioning
 - Activity of each department/area.
 - Projects implemented.
 - Plans / actions implemented, evaluated, projected, etc.
 - Budget of each department/area.
- Human Resources.
 - Distribution by sex and age (according to areas or departments).
 - Socio-demographic characteristics: marital status, children, etc.
 - Education.
- Training.
 - Number of persons who have received training.
 - Areas of activity.
 - Implications for staff mobility.

1.2. Document analysis

- Institutional profile.
 - Geographical area: local, *comarca*, etc.
 - Objectives / Function (depending on whether it is a private organisation or a public administration body).
 - Organisation chart showing divisions and functions.
- Institutional track record in public policy.
 - Policy reports.
 - Policy programmes.
- Personnel policy.
 - Staff recruitment and selection.
 - General and specific gender training.
 - Staff promotion.
 - Salary, recruitment and promotion policy.

- Policy agenda from a gender perspective: strengths and weaknesses.
 - Types of equal opportunities policy;
 - Specific plans and programmes.
 - Mainstreaming strategies: level of implementation and results.
 - Networking with specific objectives in the area of equal opportunities.
 - Description:
 - Objectives. Results.
 - Resources allocated.
 - Design process: participants and assignation of functions.
 - Implementation processes: participants and assignation of functions.
 - Evaluation processes: participants and assignation of functions.

1.3. Internal questionnaire

- Socio-demographic and professional characteristics.
 - Sex, age, marital status, children.
 - Productive activity of members of the family.
 - Education.
- Professional category.
 - Type of employment contract and working hours.
 - Professional career in the institution and previously.
- Organisation and management of reproductive activity among members of the family.
 - Decision-making in the home.
- Community
 - Voluntary work.
 - Political and social participation.
- Specific training in gender issues (within/outside the institution).
 - Opinion of the target audience on training and their needs.

1.4. Semi-structured interviews and discussion groups

- Staff evaluation of:
 - Working policies in relation to the institution's equal opportunities objectives.

- Personnel policy in relation to the institution's equal opportunities objectives.

- Staff perception of:

- The work done by members of the opposite sex in the organisation.
- Ideal management and relation styles.

- Staff perceptions with regard to:

- Institutional objectives in the field of equal opportunities.
- Staff promotions.

- Staff opinion with regard to:

- Staff selection methods.

- Formal social relations within the organisation.

- Solidarity/cooperation strategies in working processes.

- Informal relations.

- Within the organisation: friendship networks.
- Outside the organisation.

- Demands in Equal Opportunities.

- Frequency and type of demand.
- Who asks for what.
- Explicit or implicit defence mechanisms in the field of equal opportunities.

2. Gender sensitivity index

The tool permits us to diagnose gender sensitivity through analysis of the dimensions, spheres and sub-levels by means of the selected indicators. However, this in itself does not enable us to evaluate the level of gender sensitivity in the organisation. To do this, we must assign values to the different indicators. In this way, a general index can be constructed by assigning either quantitative values, for example, on a scale from 1 to 10, or qualitative values, such as "a lot", "a little" or "not at all".

Although certain general criteria may be of use, such an index needs to be constructed in accordance with each specific case. Institutions exist in specific social, political and cultural contexts which make it difficult to apply general evaluation systems. Application of dimensions and indicators may be as proposed here. However, it is more difficult to pre-specify the values

which should be assigned. This lack of common measures may hinder comparison, although it is possible to design comparable indexes even if the values assigned are not exactly identical for each situation.

Therefore, while the index of an organisation's gender sensitivity is a highly important component of the

tool, it must be specifically designed for each case. If a comparison of various institutions is sought, a decision must be taken on whether the same index can be applied for each of them or whether other forms of comparison accounting for the specific nature of each should be applied.

BASES FOR A PARTICIPATIVE METHODOLOGY IN LOCAL GENDER POLICY

I. PARTICIPATION IN GENDER POLICY

Every participative process involves a certain level of complexity in that it depends both on the will and objectives of the administration and of the people and the organisations to which they belong. Since the process must be flexible by nature, and with varying levels of formality / informality, and since public participation is vital, it is necessary for the administration design mechanisms to foster participation.

These strategies must also take into account both the willingness to participate and the likely level of commitment of participating agents throughout the project. It is therefore important to set out from a positive base in terms of participating associations, i.e., there must be commitment and a good track record in participation. In addition, present-day lifestyles are marked by an increasing scarcity of free time. Bearing this in mind will help to improve design of strategies and participation channels. It must be remembered that voluntary associations will have less time than members of the local administration, who should ideally always be available during working hours.

In this present case—participation mechanisms for design and implementation phases of gender policies—we recognise the role played by women's associations over the last twenty years in generating and consolidating equal opportunities policies. We must also evaluate the history of relations between women's associations and the feminist movement in general, and in the administration, bearing in mind possibilities and limitations, and the fact that many needs and demands are never recorded or expressed.

1. Participation by women's associations

Participation by women's associations in different phases, levels and areas of gender policy is characterised by a number of features—largely common to European countries. The work of feminist groups led to gender equality becoming a fixed item in the public administration agenda and also contributed to its institutionalisation.

The increasing institutionalisation of the gender issue within the administration has led to the development of forums for debate, discussion and participation with the women's associations. These have reached a certain level of consolidation and continuity and the administration has also created a number of institutional mechanisms to foster participation. However, while the participation of the women's associations is important, there are also certain needs which cannot be recorded, represented and managed solely by the associations. Therefore, the administration recognises the need to renew the forms and dynamics of public participation in local gender policy. In other words, we must diversify the strategies and proposals directed at different social groups, especially those whose needs and concerns are not adequately catered for at present. This however, does not mean neglecting the work that has and is being done in conjunction with associations and the feminist movement in general.

The process of institutionalisation of gender policies has gone through a series of phases and in each of them the predominant role (in terms of participation) has been played by the feminist movement, women's associations and associations made up of both men and women.

- Introduction of the issue of gender equality as a fully-fledged item on the policy agenda. The feminist movement channels demands to the administration.
- Creation of the "women's units" with responsibility for gender policy. The women's associations joined the institutional mechanisms for participation.
- Gender mainstreaming throughout the administration. In addition to women's associations, the participation of other groups, also including men, is also necessary.

The participation of women's associations is necessary but not sufficient if we are to achieve mainstreaming of the issue of gender equality throughout society. Therefore, further steps must be taken to register the needs, demands and concerns of other groups affected by gender equality.

2. Widening the participative network

The public administration cannot and should not seek to approach the problem of gender inequality on its own. The associations play a central role in diagnosis, policy design and implementation. Therefore, it is crucial to be able to draw on the insights of the associations, institutions and other bodies that are active, directly or indirectly, in the field of gender equality.

The role of the associations is not only to present the needs and demands of the sector of society in which they are active, but they may also participate actively in policy design, implementation, monitoring and evaluation. Given their privileged knowledge of the setting, they have a wealth of experience and insight which is highly important for implementation of policies aiming to transcend traditional limitations.

Just as it has been recognised that no policy can be neutral in terms of gender (and therefore, gender mainstreaming is sought for all areas, policies and levels of authority within the administration), it is also clear that gender inequality runs throughout society in general. Again, this is why a gender mainstreaming approach is required, extending the gender perspective throughout the associations and society in general; this means that networking cannot be limited to the women's associations only. The

most recent studies show that there are needs and problems in the realm of gender inequality which never reach the stage of being formally expressed as a demand. This may be due to a lack of women's awareness of their own rights, or to organisational difficulties or other factors. It is therefore necessary to extend networking to include other associations which are not working exclusively or even principally in the area of gender issues but which are affected by gender inequality.

Thus,

- The first step is to identify the associations to be incorporated into the network.
- The second step is to identify the different dynamics, objectives and interests which motivate network members.
- The third step is to design strategies and methodologies for networking with the associations.

Below are some examples of groups that could be included in the extended network:

- School Parent's Associations are undoubtedly affected by the gender inequality problem. One clear area of this is in reconciliation of family life and work. These associations could provide solutions themselves or they could seek specific actions from the administration.
- Peace organisations could also play an important role by providing insights into the problem of gender violence. Just as it is important to struggle against violence and destruction between countries, nations and peoples, it is also vital to work against the violence perpetrated by men against women.
- Immigrants' associations could also provide an important insight into gender inequality. Here there is a problem of gender relations in the source country being reproduced in the host country. There is also much work to be done in the area of health and education, which has barely been approached yet.
- Other social groups which could play a role in mainstreaming the gender issue to all areas of society are the trade unions and employers' and shopkeeper's associations. Some of these groups are already active in this field, especially in the area of reconciliation of family life and work, and

equal opportunities (e.g., "women-friendly" companies).

Mainstreaming the gender issue throughout society and the participating associations is a major challenge which has yet to be met. If the challenge is not met, we run the risk of relegating gender policy to the concept of "policies by women for women", which has some potential but also limitations. Therefore, it is now time to listen to other voices, which up to now may have expressed other problems and needs but which could in the future serve in the area of gender inequality.

Finally, it must be remembered that the idea of extending gender mainstreaming to other organisations not working exclusively or principally in the area of gender issues, or made up exclusively of women, is important if we are to avoid the perception of gender inequality as a "women's problem" rather than what it is: a problem for society as a whole, i.e., the structures and social relations which perpetuate inequality and injustice in the area of gender.

II. BASES FOR A PARTICIPATIVE METHODOLOGY IN GENDER POLICY

Below we present features which could serve for development of participation methodologies. The first step in design of a participative methodology is to respond to the following three questions:

Why?

What are the objectives of this participation?

With whom?

Who will participate?

How?

What are the forms of participation?

Below we present features which could serve for development of participation methodologies.

1. Issues to focus on

Within each of these main areas there are specific issues to be dealt with:

1.1. Objectives of participation

The question here is "why do we need this participation"? The range of participation required should be defined for each specific case. The range of participation is defined by three main factors.

1. Presentation of problems and demands.
2. Joint preparation of action strategies by administration and association network.
3. Joint preparation of specific programmes.

The decision regarding at which level the participation is needed will depend on the social and institutional context and the specific requirements of the policy in question.

1.2. Interlocutors

Definition of the interlocutors allows us to say who is participating. A distinction must be drawn between the type of interlocutors participating and the most appropriate profile of interlocutor for each type of problem being addressed. Here, we define at least two types of interlocutor:

1. Interlocutor according to gender.
2. Interlocutor according to type of organisation.

1.3. Content of participation in the institutional phases of gender policy

Here the questions to be answered are "why?" and "with whom?" Depending on the stage of consolidation of the gender policy, we may or may not be able to provide a concrete answer to these questions. For example, if the policy is at the stage of placing the gender issue on the institutional agenda, the objective will probably be to become familiar with the problems, demands and needs, and the interlocutors are likely to be women's associations (either general or working in specific areas).

1.4. Creation and maintenance of organisations and/or formal participation networks

This section is in response to the question of "how?" to construct, maintain and consolidate participative

networks. Again, definition of "why?" and "for whom?" will be required.

The factors to be taken into account in each of the areas are:

1.5. Objectives of the participation

- Presentation of problems and demands.
- Joint (formal or informal) preparation of action strategies.
 - Equal opportunities, understood as access to the public sphere.
 - Equal opportunities and affirmative action to change the public sphere and enable real equality of access for men and women to all areas without exception.
- To undertake the necessary structural changes.
 - In the organisation of the public sphere.
 - In reorganisation of the family.
 - In the balance between public and private sphere.
- Joint (formal or informal) preparation of specific programmes.
 - Design of programmes for implementation.
 - Co-management of programmes between the administration and external organisations.
 - Agreements for delegation of programme responsibility.

1.6. Interlocutors

- Interlocutors by characteristics and gender.
 - Interlocutors in general:
 - Women only.
 - Women and men.
 - Interlocutors of specific social, cultural, economic or other characteristics.
 - Only women of specific characteristics.
 - Women and men of specific characteristics.
- Types of organisation.
 - Social movements or groups—occasional interlocutors.
 - Organised groups—occasional interlocutors.
 - Organised groups for formal interlocation via an organisation. Administration—specific organisation.

1.7. Institutional phases of participation

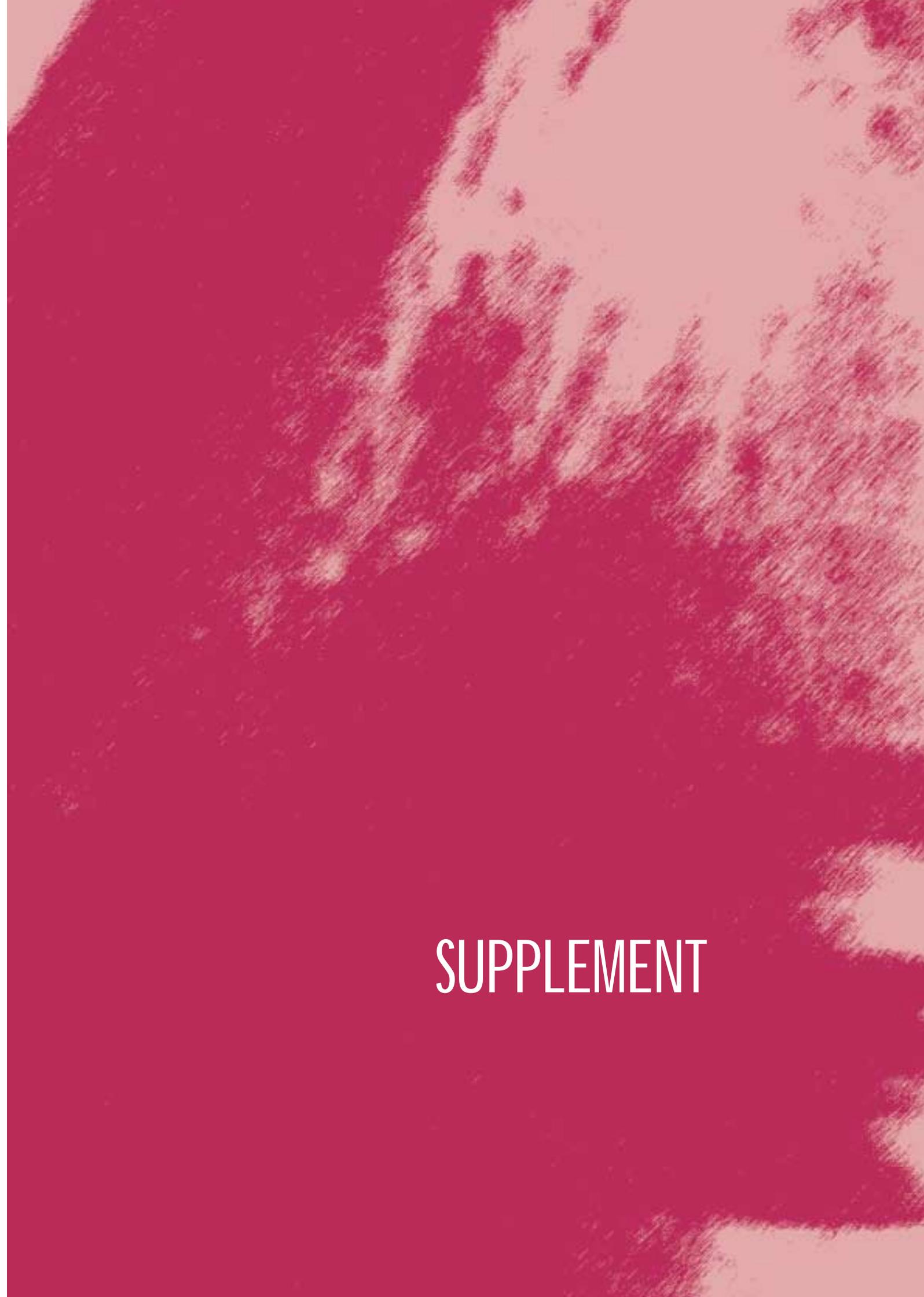
- Placing gender on the institutional agenda.
- Consolidation of a specific unit to promote gender policy.
- Gender mainstreaming within the institution.

1.8. Organisations or networks to enable participation

- Creating the networks/organisations
 - Whether the initiative comes from the administration or from the organisation.
 - Deciding which groups and organisations are appropriate for the gender policy in question.
 - Analysis of how representative the networks are. This will depend on how we define "representative".
- Organisation, management and maintenance of the participation networks/organisations.
 - Formal characteristics of network organisation: type and functions.
 - Real functioning: strengths and weaknesses.
- Dynamics: changes and continuity.

Finally, the table below sets out the concepts described above:

AXES OF PARTICIPATIVE METHODOLOGY			
OBJECTIVES	INTERLOCUTORS	PHASES	NETWORKS
<p>Identifying problems and needs</p>	<p>According to characteristics and gender</p> <ul style="list-style-type: none"> · Interlocutors in general (women only, and women and men). · Interlocutors of specific characteristics (women only, and women and men). 	<p>Placing gender on the agenda</p>	<p>Creation PHASES</p> <ul style="list-style-type: none"> · Initiative of the administration or of the organisation. · Deciding which groups are appropriate for the gender policy in question. · Analysis of how representative these groups are.
<p>Joint preparation of general action strategies</p> <ul style="list-style-type: none"> · Equal opportunities and access to the public sphere. · Equal opportunities and affirmative action. · Undertaking structural changes: in the organisation of the public sphere, in reorganisation of the family, in the balance between public sphere and private sphere. 	<p>Types of organisation</p> <ul style="list-style-type: none"> · Social movements or groups for occasional participation. · Organised groups for occasional participation. · Organised groups for formalised participation. 	<p>Consolidating a specific unit for women's affairs</p>	<p>Organisation, management and maintenance</p> <ul style="list-style-type: none"> · Formal network organisation: types and functions. · Actual network functioning: strengths and weaknesses.
<p>Joint preparation of specific programmes</p> <ul style="list-style-type: none"> · Designing programmes. · Co-management of programmes. · Delegating responsibility for programmes. 		<p>Mainstreaming</p>	<p>Dynamics: changes and continuity</p>



SUPPLEMENT

DELPHI QUESTIONNAIRE ON LOCAL GENDER POLICY

Expert identification form

M F

Field of work:

Position:

Institution:

1. Which aspects most need to be focused on in description of any given practice in local gender policy?

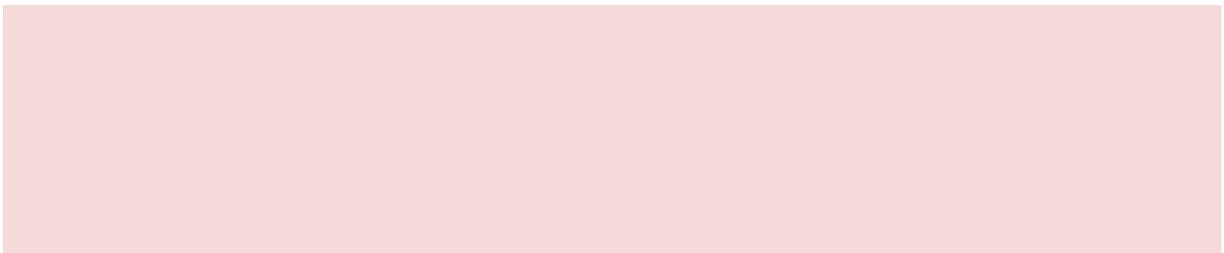
- The type of institution.
- Organisation, support, links and cooperation.
- Budget and human resources allocated to the practice.
- Training and awareness of the social and political actors involved.
- Development of the policy: definition of objectives and preliminary process.
- Policy content: how objectives are to be achieved.
- Instruments and mechanisms for implementation.
- Number and profile of policy beneficiaries.
- Results: what impact did the practice make?
- Others:

2. In the areas set out below, what criteria do you think should be applied to decide whether actions are good practices? Include a maximum of three criteria in each of the areas.

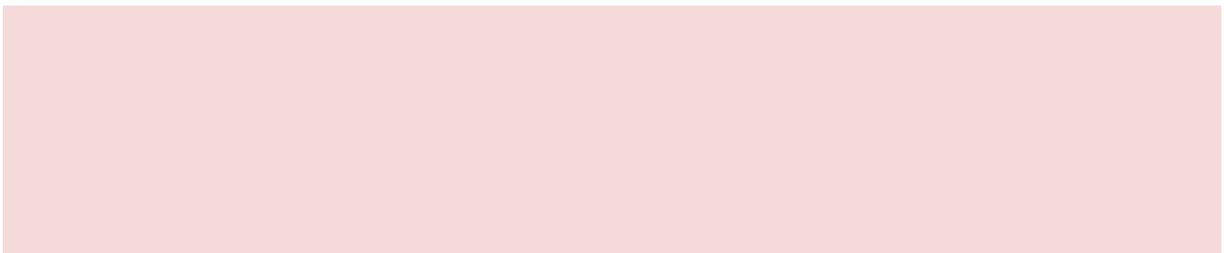
· Needs analysis for women in general/specific groups of women:

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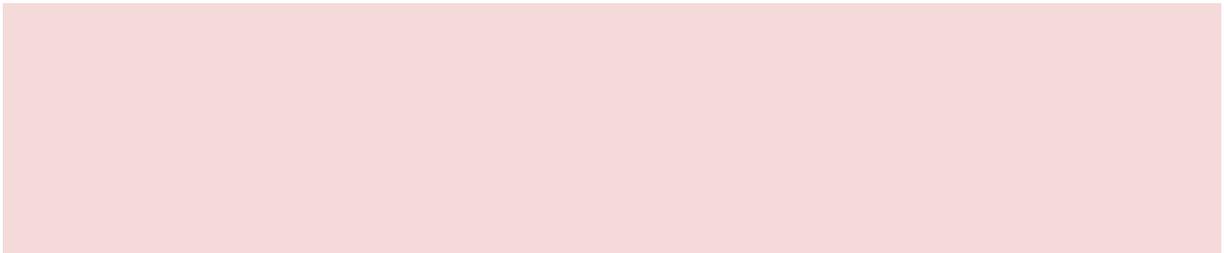
· Choice of strategies once objectives have been set:

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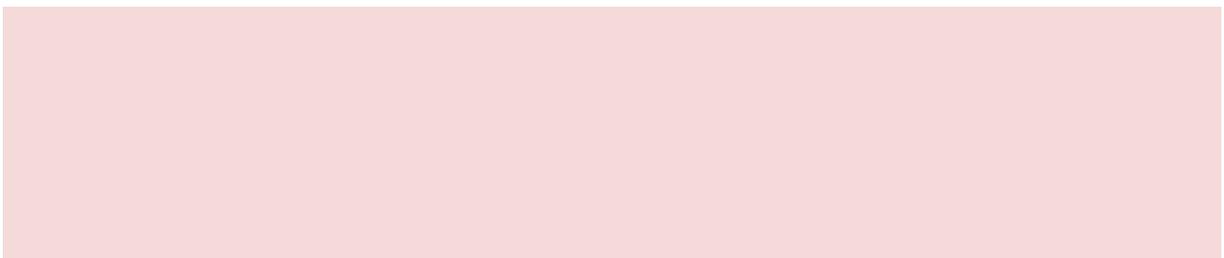
· Mainstreaming / institutional organisation:

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· Participation of women's organisations and networking:

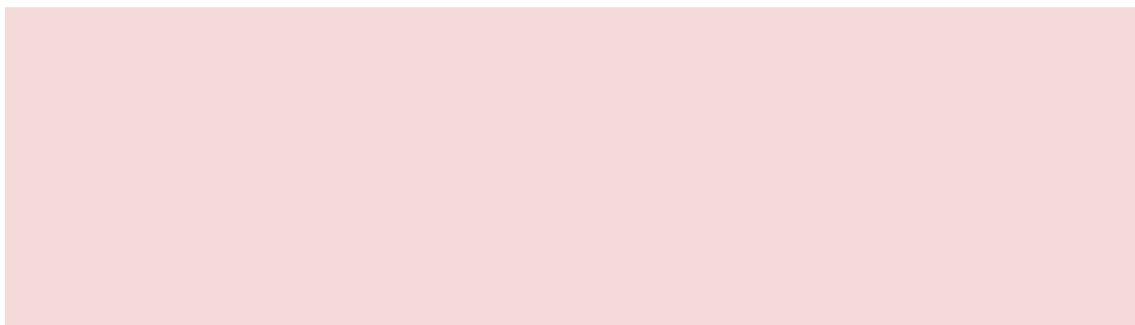
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· Others. (Please specify)

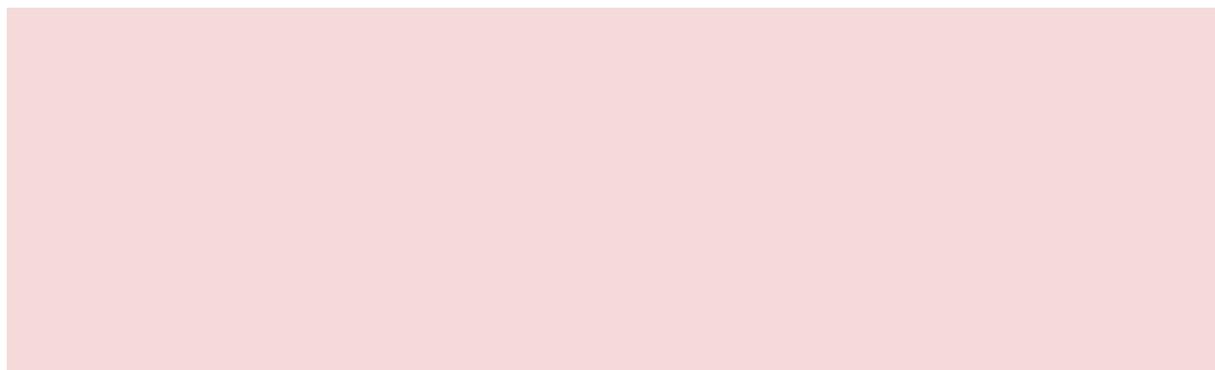
A large rectangular area that has been redacted with a solid light red color, covering the response to the fifth question.

3. What are the main obstacles faced in terms of design and policy implementation? Why?

- Lack of knowledge, lack of training among politicians, experts from other areas, etc.
- Lack of awareness / sensitivity / real political will.
- Lack of mainstreaming or effective mainstreaming. Organisation and management problems.
- Lack of networking with women's organisations and / or other groups.
- Lack of needs analysis or effective needs analysis.
- Others. (Please specify)



4. Additional observations or comments.



QUESTIONNAIRE ON GOOD PRACTICES IN GENDER EQUALITY POLICY

The aim of this questionnaire is to compile information on practices that the transnational and local partners consider to be good practices within their institutions. This will serve us for preparation of the Guide to Good Practices. We have developed a questionnaire with different levels for different phases of public policy. This enables each institution to select a good practice for one, several or all policy phases. You are free to decide the criteria by which you choose the good practices employed by your institution.

When choosing the practice, it is recommended that you consider the conceptual framework set out in the document "General Concepts on Good Practices", adopted at the first meeting of the Olympia de Gouges Project. This document states:

"The very notion of a good practice is that not all practices can be considered as good. This does not mean that actions which do not constitute good practices are automatically bad practices, but rather that there are certain practices that may serve as benchmarks or models for other actions. It is therefore necessary to start by establishing criteria for definition of a good practice. It is important to note that evaluation of a practice as good takes place in a given context."

The proposal is as follows: that practices chosen should be different or innovative in some respect. That is, they should stand out as different from other equality policies. There are numerous guides to good practices in existence today which set out the most commonly implemented practices. What we intend is to locate practices which are new or different.

The practices chosen may be: wide-ranging in scope; one aspect or section of such a programme; a specific action in a given area; or any other action deemed appropriate.

We also think that consideration of the obstacles faced in each phase provides information which may serve for design and development of future programmes and actions. Therefore, we would ask for special attention to this item.

Given that good practices may be found in any of the policy phases, we are interested in hearing about concrete experiences of your institution in each phase. The phases are as follows:

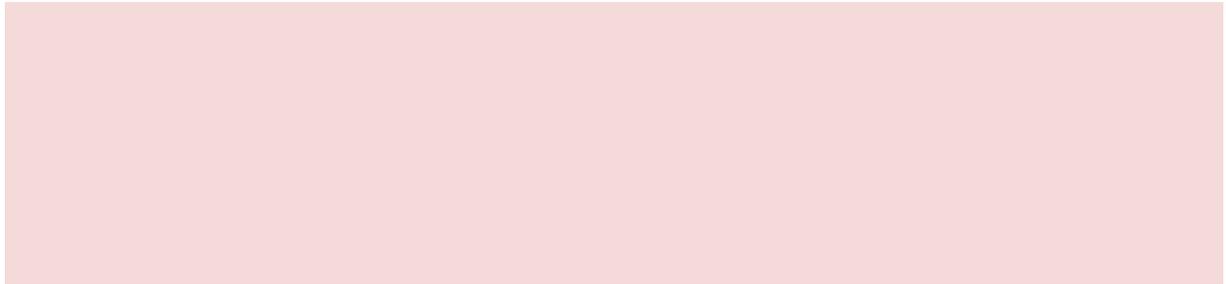
- Needs analysis and diagnosis: detecting needs and studying the regional and administrative context.
- Plan and programme design: definition of goals and objectives, intervention strategies, different evaluation methods.
- Implementation: execution of the policy, distribution of resources and responsibilities, time-scales, definition of monitoring mechanisms, evaluation in the process itself.
- Monitoring: reviewing the implementation process. How is the policy being applied, beneficiaries (how many, characteristics, etc.), what obstacles have been encountered and changes made?
- Evaluation: verification of whether aimed for objectives and results have been achieved.

The aim of this questionnaire is to construct an instrument which will serve for compilation of good practices, shared reflection and pooling of experience, thus improving the effectiveness of key agents. We hope this process will contribute to improving the impact and efficacy of gender policy.

I. Good practices

IMPORTANT: You may have already given us some of this information when completing the Delphi questionnaire. What is required here is more specific information. We appreciate your willingness to offer us this more specific information. You can fill in the boxes which are relevant to the practices you have chosen and leave the others blank.

1. Do you think that one or more of the programmes, actions or practices developed in your institution over recent years could be considered as a good practice in gender policy? Indicate one or two and why you consider them to be good practices bearing in mind the local and administrative context of your institution.



2. Can you list a good practice employed by your institution in recent years for each of the following policy stages?

I. Needs Analysis and Diagnosis

Name of practice		
Description	<p>Content</p> <p>Description</p> <hr/> <p>General and specific objectives</p> <hr/> <p>Short, mid and long-term objectives</p>	
	<p>Total funding</p>	
	<p>Methodologies</p>	
	<p>Results</p> <p>Up to now</p>	
	<p>Internal/external bodies or staff who developed the practice</p>	
<p>Reflection:</p> <p>1. Why is it considered to be a good practice?</p> <p>2. What obstacles were encountered?</p>	<p>Internal impact</p> <p>For example: having placed gender on the institution's policy agenda, having raised gender sensitivity of public policy agents, etc.</p>	<p>Obstacles:</p>
	<p>External impact</p> <p>For example: having enabled identification of demands in the area of gender among all segments of the population, etc.</p>	<p>Obstacles:</p>
	<p>Resources allocated</p>	<p>Obstacles:</p>
	<p>Continuance of policy</p>	<p>Obstacles:</p>
	<p>Others</p>	<p>Obstacles:</p>

II. Plan and programme design

Name of practice		
Description	Content	Description
		General and specific objectives
		Short, mid and long-term objectives
	Budget	
	Methodologies	
	Results Up to now	
Evaluation and viability		
Reflection: 1. Why is it considered to be a good practice? 2. What obstacles were encountered?	Internal impact For example: providing for gender issue training for those implementing policy	Obstacles:
	External impact For example: through design of a single tool it is possible to solve several problems at once.	Obstacles:
	Resources allocated	Obstacles:
	Continuance of policy	Obstacles:
	Others	Obstacles:

III. Implementation

Name of practice		
Description	<p>Content</p> <p>Description</p> <hr/> <p>General and specific objectives</p> <hr/> <p>Short, mid and long-term objectives</p>	
	<p>Budget</p>	
	<p>Results</p> <p>Up to now</p>	
	<p>Human and material resources —internal and/or external</p>	
	<p>Dissemination —internal and external</p>	
<p>Reflection:</p> <p>1. Why is it considered to be a good practice?</p> <p>2. What obstacles were encountered?</p>	<p>Internal impact</p> <p>For example: having established awareness-raising strategies across departments and areas, having achieved political commitment, etc.</p>	<p>Obstacles:</p>
	<p>External impact</p> <p>For example: a single tool which has enabled us to solve a number of problems, which has achieved widespread participation from involved groups or the general public, etc.</p>	<p>Obstacles:</p>
	<p>Resources allocated</p>	<p>Obstacles:</p>
	<p>Continuance of policy</p>	<p>Obstacles:</p>
	<p>Others</p>	<p>Obstacles:</p>

IV. Monitoring

Name of practice		
Description	Content	Description
		General and specific objectives
		Short, mid and long-term objectives
	Budget	
	Results Up to now	
	Human and material resources —internal and/or external	
	Dissemination —internal and external	
Reflection: 1. Why is it considered to be a good practice? 2. What obstacles were encountered?	Internal impact For example: having created innovative mechanisms for external control and auditing which contribute to experience sharing among agents, having raised sensitivity among agents, etc.	Obstacles:
	External impact For example: having increased participation by involved groups, etc.	Obstacles:
	Resources allocated	Obstacles:
	Continuance of policy	Obstacles:
	Others	Obstacles:

V. Evaluation

Name of practice		
Description	Content	Description
		General and specific objectives
		Short, mid and long-term objectives
	Budget	
	Results Up to now	
	Human and material resources —internal and/or external	
	Dissemination —internal and external	
Reflection: 1. Why is it considered to be a good practice? 2. What obstacles were encountered?	Internal impact For example: having led to revision and fine-tuning of intervention strategies, or administrative organisation of the institution, etc.	Obstacles:
	External impact For example: having detected weak points of the policy and new demands, etc.	Obstacles:
	Resources allocated	Obstacles:
	Continuance of policy	Obstacles:
	Others	Obstacles:

II. Good practices in mainstreaming

3. Can you name a good practice in mainstreaming employed by your institution in recent years for each of the following policy stages?

I. Needs Analysis and Diagnosis		
Name of practice		
Description	Content (brief definition)	Description <hr/> General and specific objectives <hr/> Short, mid and long-term objectives
	Budget	
	Methodologies	
	Results Up to now	
	Internal or external bodies or staff who developed the practice	
	Reflection: 1. Why is it considered to be a good practice? 2. What obstacles were encountered?	Internal impact For example: having placed the gender issue on the institution's policy agenda; having raised gender sensitivity among public agents; etc.
External impact For example: having permitted identification of excluded groups; a single tool which has enabled us to solve several problems at once; etc.		Obstáculos:
Resources allocated		Obstáculos:
Continuance of policy		Obstáculos:
Others		Obstáculos:

II. Plan and programme design

Name of practice		
Description	<p>Content (brief definition)</p> <p>Description</p> <hr/> <p>General and specific objectives</p> <hr/> <p>Short, mid and long-term objectives</p>	
	<p>Budget</p>	
	<p>Results Up to now</p>	
	<p>Evaluation and viability</p>	
<p>Reflection:</p> <p>1. Why is it considered to be a good practice?</p> <p>2. What obstacles were encountered?</p>	<p>Internal impact For example: having involved internal agents from different areas of the institution and external agents in sensitivity raising for those implementing policy; etc..</p>	<p>Obstacles:</p>
	<p>External impact For example: objectives and strategies are formulated in response to needs of different groups</p>	<p>Obstacles:</p>
	<p>Resources allocated</p>	<p>Obstacles:</p>
	<p>Continuance of policy</p>	<p>Obstacles:</p>
	<p>Others</p>	<p>Obstacles:</p>

III. Implementation

Name of practice		
Description	<p>Content (brief definition)</p> <p>Description</p> <hr/> <p>General and specific objectives</p> <hr/> <p>Short, mid and long-term objectives</p>	
	<p>Budget</p>	
	<p>Results Up to now</p>	
	<p>Evaluation and viability</p>	
	<p>Reflection:</p> <p>1. Why is it considered to be a good practice?</p> <p>2. What obstacles were encountered?</p>	<p>Internal impact For example: having established strategies linking different departments and areas; having achieved gender sensitivity among public agents; having achieved political commitment; etc.</p>
<p>External impact For example: a single tool which has enabled us to solve several problems at once; has achieved widespread participation from involved groups or the general public; etc.</p>		<p>Obstacles:</p>
<p>Resources allocated</p>		<p>Obstacles:</p>
<p>Continuance of policy</p>		<p>Obstacles:</p>
<p>Others</p>		<p>Obstacles:</p>

IV. Monitoring

Name of practice		
Description	Content (brief definition)	Description <hr/> General and specific objectives <hr/> Short, mid and long-term objectives
	Budget	
	Results Up to now	
	Evaluation and viability	
Reflection: 1. Why is it considered to be a good practice? 2. What obstacles were encountered?	Internal impact For example: having created innovative mechanisms for external control and auditing which contribute to experience sharing among agents, having raised sensitivity among agents; etc.	Obstacles:
	External impact For example: having led to greater participation by involved groups; etc.	Obstacles:
	Resources allocated	Obstacles:
	Continuance of policy	Obstacles:
	Others	Obstacles:

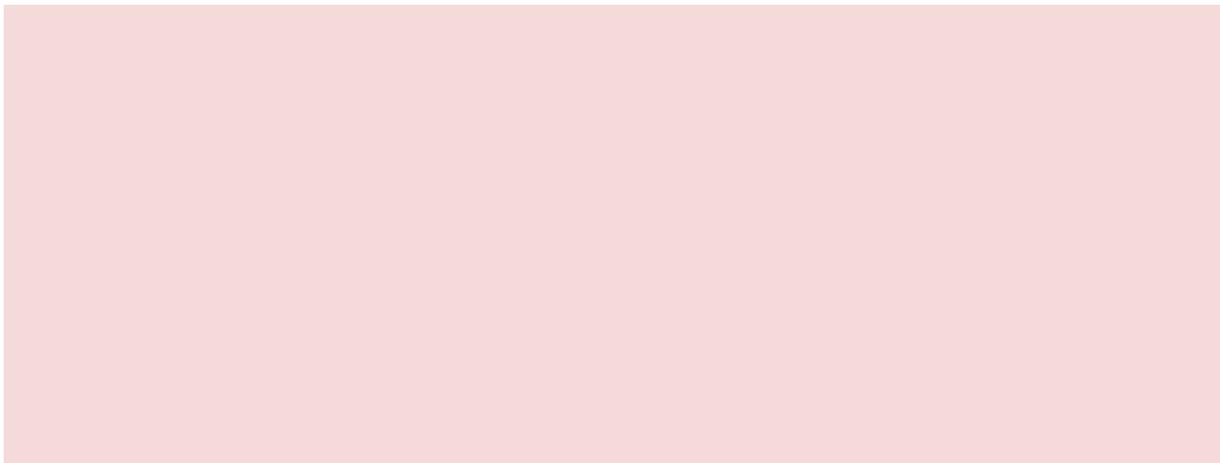
V. Evaluation

Name of practice		
Description	Content (brief definition)	Description <hr/> General and specific objectives <hr/> Short, mid and long-term objectives
	Budget	
	Human and material resources —internal and/or external	
	Time scale	
	Results Up to now	
	Dissemination —internal and external	
	Reflection: 1. Why is it considered to be a good practice? 2. What obstacles were encountered?	Internal impact For example: having created innovative mechanisms for external control and auditing which contribute to experience sharing among agents, having raised sensitivity among agents; etc.
External impact For example: having led to greater participation by involved groups; etc.		Obstacles:
Resources allocated		Obstacles:
Continuance of policy		Obstacles:
Others		Obstacles:

4. Could you please describe how implementation of mainstreaming has progressed in your institution over recent years?



5. In which areas or departments of your institution has mainstreaming been most successfully integrated? Why?



6. Could you please fill in details of the factors favouring and hindering implementation of mainstreaming in your institution in each of the areas indicated?

I. Implementation of gender mainstreaming		
Areas	Positive factors	Negative factors
In action strategies		
In political commitment		
In raising gender sensitivity among involved agents		
In representation of women in decision making		
In consultations with internal and external experts on equal opportunities		
In human and material resources		
Others (please specify)		

III. Good practices in networking

7. Does any programme or practice currently being implemented in your institution involve networking with external associations or groups?

I. Networking with organisations	
Name of the programme / practice	
General description	
Specific objectives	Short term <hr/> Mid term <hr/> Long term
Methodologies	
Resources	Human <hr/> Material
Results (Up to now)	
Name and profile of organisations*	
Obstacles encountered	

*Whether local, national or international; whether women's associations or others, etc.

8. Does your institution have any experience in networking with other institutions?

II. Networking with other institutions	
Name of the programme / practice	
General description	
Specific objectives	Short term <hr/> Mid term <hr/> Long term
Methodologies	
Resources	Human <hr/> Material <hr/> Financial (Budget)
Results (Up to now)	
Name and profile of organisations	
Obstacles encountered	

9. Could you indicate a good practice in networking employed by your institution in which information technologies played a role (Internet portals, forums, virtual networks, etc.?)

III. Networking: Good Practices in use of Information Technology	
Name of the programme / practice	
General description	
Specific objectives	Short term <hr/> Mid term <hr/> Long term
Profile of visitors and/or participants	
Resources	Human <hr/> Material <hr/> Financial (Budget)
Results	
Name and profile of organisations	
Obstacles encountered	

PARTICIPATIVE METHODOLOGY AND GOOD PRACTICES IN WOMEN'S ORGANISATIONS

Participative methodologies have occupied a central role in gender work. As a result, good practices in equal opportunities policy have succeeded in involving women's organisations, municipal councils, trade unions and other groups of civil society.

Participation, by women, but also by society in general, is vital if the necessary changes in the gender system are to be brought about.

Bearing in mind that the aim of mainstreaming is to "integrate equal opportunities for men and women into all Community policies and actions", according to the European Commission's 1996 definition (COM. (96) 67 final, (21.2.96), it is clear that it is not enough to merely apply positive measures affecting women, but rather we must seek to achieve equality in all general policies and measures. This calls for cooperation from all institutions and organisations, both public and private, in the drive to achieve equality in all areas.

This is why, it was decided to undertake networking with women's organisations in establishing and implementing gender policies. However, the process of networking needs to be further defined. The role of the women's organisations is to heighten awareness among women and mobilise them. This is part of the social dynamic and the women's organisations must perform it in this context. However, in terms of gender policy and the institutions responsible for implementing them, the main role of the women's organisations is to channel women's demands and evaluate the implementation of policy.

Bearing these general criteria in mind, we present the following open questionnaire for compilation of good practices in networking and in needs analysis and diagnosis methodologies in women's organisations.

Questionnaire for non-governmental associations and bodies on good practices in needs analysis and networking

Good practices in needs and demand analysis

1. What is the procedure followed to detect the needs of the beneficiaries of your policies, programmes and actions?

2. Is the procedure ongoing?

Yes

No

Why?

If your answer above was "no", what has replaced this procedure?

3. Do you normally consult experts for the purpose of needs analysis? Why?

4. In your experience in your association, what is the best method of needs and demand detection?

- Spontaneous channelling of demands.
- Statistical study.
- Studies of programme progress.
- Meetings with policy beneficiaries.
- Others. (Please specify)

5. What procedures facilitate needs analysis and detection?

6. What procedures hinder needs analysis and detection?

7. Can you identify a good practice in needs analysis and detection carried out by your organisation?

Name of programme	
Objectives	
Results	
Methodology	
Resources	
Other elements	

Why do you feel this to be a good practice for needs analysis and diagnosis?

8. In your opinion, what would the best procedure be for needs analysis and diagnosis?

Networking

1. For how long has your organisation been engaged in networking? How has it developed?

2. What was your best experience of networking?

Name of programme	
Objectives	
Results	
Methodology	
Resources	
Other elements	

Why do you feel this was a good practice?

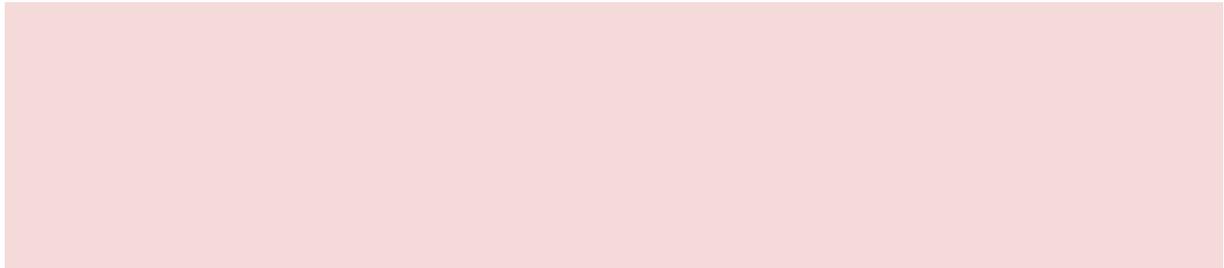
3. With what groups does your institution carry out ongoing networking? Why?

4. With what groups does your institution carry out networking non-continuously? Why?

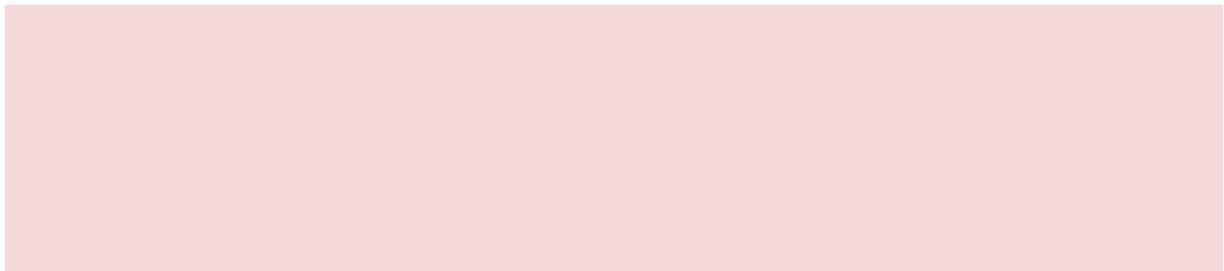
5. What contribution does networking make to the work of your organisation?

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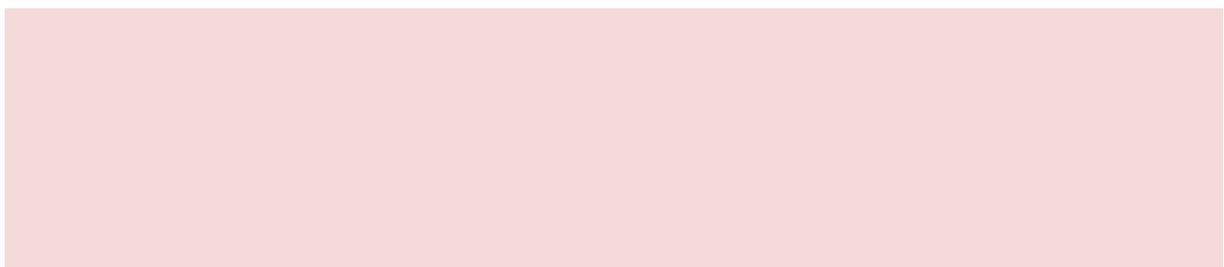
6. What, in your experience, are the most frequently encountered obstacles for networking?

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7. How have the methodologies used for networking developed in your immediate context?

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8. What is the best form of networking? Why?

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9. Do you think resources play an influential role in networking? Why? How?

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10. What is the most decisive requisite for successful networking? Why?

11. Do you think you have sufficient external support (advice, resources, support, etc.) to carry out networking?
What would the ideal situation be?

12. Do you feel the institutions with which you work in developing programmes are conscious of the importance of participative work? Why?

13. What has been your best experience of participative work (either networking or otherwise)?

Name of programme	
Objectives	
Results	
Methodology	
Resources	
Other elements	

MODEL FORM FOR PARTNERS' REGIONAL AND INSTITUTIONAL CONTEXT

I. Local context:

Brief description of municipality/county/region covered by institutional activity:

- History.
- Economy: Main activity.
- Per capital income.

Source:

· Surface area and population:

· Density:

· Demographic structure: Age-sex pyramid:
(Age pyramid)

Source:

Source:

Immigration

SEX	Age	Africa	Asia	Central and South America	ASIA (excluding Japan)
Male					
Female					

Occupations by sex

Sex	Active		Inactive
	Employed	Unemployed	
Male			
Female			

Education

Sex	Age	No education	Primary education	Secondary education	Vocational education	Third level education
Male						
Female						

II. Participation in civil society:

Women's organisations:

- Number.
- Type.
- Date established.
- Links to municipal council.

Other organisations, associations, social movements or groups:

- Number.
- Type.

(This information may be replaced by qualitative observations for the Guide to Good Practices).

III. The Institution:

Political party in power: (For municipal councils only)

Number of successive governing periods spent in power:

(If this is the first governing period, indicate which party was in power previously).

General organisational structure:

(Organigram)

Special women's section/area/secretariat?

Date established:

How long has the section head been in this position?

(or similar positions, please specify)

Position in council organigram:

Spatial location within the council headquarters

(Who does it share space with? Contextual information for selected good practices).

Resources: Human:

Material: Budget:

Infrastructure:

IV. Gender policy antecedents:

Track record in equal opportunities and gender mainstreaming policies:

Types of programme implemented:

Theme:

Methodology:

Orientation:

Networking antecedents:

Resources.

Types of programme.

Methodology.

Orientation.

ADAGIO PROTOCOL FOR DATA COLLECTING

1. THE GEOGRAPHICAL SETTING

1.1. GENERAL ASPECTS AND FEATURES

1.1.1. THE SETTING

Geographical location. Comarca (and zoning), municipal area, km², brief history, any distinguishing features, distribution and characteristics of neighbourhoods, areas in expansion, population movements, mobility, contextual influences (on employment, services, etc.) / relations with other localities and zones: dependence, cooperation, hostility, etc. Cartography: relief, soil, drainage, climate, other relevant characteristics, etc.

1.1.2. DEMANDS AND NEEDS

Contextual influences: lacks, dependence, etc., urban structure. Zoning, mobility, transport and communication.

1.1.3. RESPONSES PROVIDED OR IN EXISTENCE. PLANS, PROGRAMMES AND PROJECTS. AGREEMENTS (OR GENERAL POLICY LINES). RESOURCES AND FACILITIES

· Infrastructure.

Contextual influences: cooperation, services provided, etc., urban structure. Zoning, mobility, transport and communication.

· Shared spaces and mechanisms for socialisation and/or participation.

Formal and informal education, family, bars (may be a cause of school failure), discotheques, churches, plazas (squares), green areas, parks, factories, if relevant (related to reproductive work), leisure centres, extracurricular and cultural activities in general, media: what media and how relevant? audience, etc., festivals and celebrations. Political and social participation: level of participation and impediments to participation: informal associations and groups, political parties, trade unions (number of participants, history, alliance or dependence, purposes, activities, organisation, funding, area of influence, impact on the community, prospects...), significant social events.

The relation between the local administration and the community: level of activity, public awareness of administration functions, level of interest in municipal affairs, channels for participation in local politics, public confidence in the institution and institutional self-confidence...

1.1.4. STRONG POINTS AND WEAK POINTS. TRENDS

1.1.5. CONCLUSIONS FROM A GENDER PERSPECTIVE

2. THE MUNICIPAL COUNCIL

2.1. ORGANIGRAM

2.2. ORGANISATION OF SERVICES

Organigram, coordination system, structure of services, number of employees (men / women), working hours, etc.

2.3. RELATIONS WITH OTHER INSTITUTIONS, NATURAL RELATIONS

Degree of local representation at different levels, type of relation.

3. KNOWLEDGE OF THE MUNICIPALITY

3.1. SOCIODEMOGRAPHICS / POPULATION

3.1.1. THE SETTING

Population density, distribution by age, sex and zone, growth (characteristics): migration; natality... , ethnic groups, income, number of occupants per home, family typologies: single mothers, extended families, marital status / unmarried couples, number of marriages / new homes, fertility, morbidity, mortality, social differentiation, stratification and class/community consciousness, energy consumption, if relevant.

3.1.2. DEMANDS AND NEEDS

Xenophobia, domestic violence, child abuse, youth violence, delinquency, housing: ownership/renting, overcrowding, speculation, type, shanties, conditions-facilities, areas in expansion, road surfacing... , noise and air pollution (the environment in general), energy consumption, groups vulnerable to exclusion, forms of social control, predominant values.

3.1.3. RESPONSES PROVIDED OR IN EXISTENCE. PLANS, PROGRAMMES AND PROJECTS. AGREEMENTS (OR GENERAL POLICY LINES). RESOURCES AND FACILITIES

· Infrastructure.

Housing: facilities, areas in expansion, surfacing... , safety, social services, etc.

· Related spaces and mechanisms for socialisation and/or participation.

Formal and informal education, family, bars (may be a cause of school failure), discotheques, churches, plazas, green areas, parks, factories, if relevant (related to reproductive work), leisure centres, extracurricular and cultural activities in general, media: what media and how relevant? audience, etc., festivals and celebrations.

Political and social participation: level of participation and impediments to participation: informal associations and groups, political parties, trade unions (number of participants, history, alliance or dependence, purposes, activities, organisation, funding, area of influence, impact on the community, prospects...), significant social events.

The relation between the local administration and the community: level of activity, public awareness of administration functions, level of interest in municipal affairs, channels for participation in local politics, public confidence in the institution and institutional self-confidence...

3.1.4. STRONG POINTS AND WEAK POINTS. TRENDS

3.1.5. CONCLUSIONS FROM A GENDER PERSPECTIVE

3.2. EDUCATION

3.2.1. THE SETTING

Vocational and specialised training (in relation to employment), official and non-official training, schools for adults, literacy rates and education, school-going population, absenteeism, school failure rates, specific gender education and coeducation.

3.2.2. DEMANDS AND NEEDS

3.2.3. RESPONSES PROVIDED OR IN EXISTENCE. PLANS, PROGRAMMES AND PROJECTS. AGREEMENTS (OR GENERAL POLICY LINES). RESOURCES AND FACILITIES

· Infrastructure.

Number of schools / inhabitants: primary, secondary, infant, adults, continuing education, public / private, geographical distribution of schools... , libraries, etc.

- **Shared spaces and mechanisms for socialisation and/or participation.**

Formal and informal education, family, bars (may be a cause of school failure), discotheques, churches, plazas, green areas, parks, factories, if relevant (related to reproductive work), leisure centres, extracurricular and cultural activities in general, media: what media and how relevant? audience, etc., festivals and celebrations.

Political and social participation: level of participation and impediments to participation: informal associations and groups, political parties, trade unions (number of participants, history, alliance or dependence, purposes, activities, organisation, funding, area of influence, impact on the community, prospects...), significant social events.

The relation between the local administration and the community: level of activity, public awareness of administration functions, level of interest in municipal affairs, channels for participation in local politics, public confidence in the institution and institutional self-confidence...

3.2.4. STRONG POINTS AND WEAK POINTS. TRENDS

3.2.5. CONCLUSIONS FROM A GENDER PERSPECTIVE

3.3. ECONOMIC ACTIVITY AND TIME USE

3.3.1. PRODUCTIVE AND REPRODUCTIVE WORK

3.3.1.1. THE SETTING

General: Types of economy. Personal income. GDP, Consumer Price Index..., level of exploitation of resources (agriculture, industry, commercial, artistic and cultural–cuisine, crafts, etc.): existence, profitability..., projected non-municipal private or public projects or investments.

Productive: Economic sectors, types of company, volume of company (number of employees per company), hidden economy, the unemployed: unemployment rate, numbers, duration of unemployment, education, specialised training, neighbourhood, sectors..., the active population: activity rate, numbers..., the occupied population: rate, numbers, education, specialised training, type of work contract, professional category, economic sectors..., the labour market: by sectors, supply and demand, existing employment, irregular and precarious conditions, working hours, morbidity..., social welfare: type, characteristics, numbers, beneficiaries...

Reproductive: Carers: distribution by sex and age, neighbourhood, education, income, mobility, autonomy..., main types of work, if relevant, time worked and distribution of time, compatibility or otherwise with productive work and leisure: relation to features in 3.3.1 and 3.3.3 (shop opening hours, working hours and mobility to workplace, etc.), possibility or otherwise of re-entry or entry to productive work.

3.3.1.2. DEMAND AND NEEDS

3.3.1.3. RESPONSES PROVIDED OR IN EXISTENCE. PLANS, PROGRAMMES AND PROJECTS. AGREEMENTS (OR GENERAL POLICY LINES). RESOURCES AND FACILITIES

- **Infrastructure.**

- **Shared spaces and mechanisms for socialisation and/or participation.**

Formal and informal education, family, bars (may be a cause of school failure), discotheques, churches, plazas, green areas, parks, factories, if relevant (related to reproductive work), leisure centres, extracurricular and cultural activities in general, media: what media and how relevant? audience, etc., festivals and celebrations.

Political and social participation: level of participation and impediments to participation: informal associations and groups, political parties, trade unions (number of participants, history, alliance or dependence, purposes, activities, organisation, funding, area of influence, impact on the community, prospects...), significant social events.

The relation between the local administration and the community: level of activity, public awareness of administration functions, level of interest in municipal affairs, channels for participation in local politics, public confidence in the institution and institutional self-confidence...

3.3.1.4. STRONG POINTS AND WEAK POINTS. TRENDS

3.3.1.5. CONCLUSIONS FROM A GENDER PERSPECTIVE

3.3.2. OTHER TIME USES

3.3.2.1. THE SETTING

Leisure activities: type, participating population... , uses of leisure time, leisure time versus working time. Youth, leisure, culture, sport... , although they are mainstreamed issues like participation.

3.3.2.2. DEMANDS AND NEEDS

3.3.2.3. RESPONSES PROVIDED OR IN EXISTENCE. PLANS, PROGRAMMES AND PROJECTS. AGREEMENTS (OR GENERAL POLICY LINES). RESOURCES AND FACILITIES

· Infrastructure.

Leisure areas, natural and architectural heritage, tourist attraction areas, cinemas, theatres: uses, conditions and capacity... , areas for public use, sports facilities, etc.

· Common areas and mechanisms for socialisation and/or participation.

Formal and informal education, family, bars (may be a cause of school failure), discotheques, churches, plazas, green areas, parks, factories, if relevant (related to reproductive work), leisure centres, extracurricular and cultural activities in general, media: what media and how relevant? audience, etc., festivals and celebrations.

Political and social participation: level of participation and impediments to participation: informal associations and groups, political parties, trade unions (number of participants, history, alliance or dependence, purposes, activities, organisation, funding, area of influence, impact on the community, prospects...), significant social events.

The relation between the local administration and the community: level of activity, public awareness of administration functions, level of interest in municipal affairs, channels for participation in local politics, public confidence in the institution and institutional self-confidence...

3.3.2.4. STRONG POINTS AND WEAK POINTS. TRENDS

3.3.2.5. CONCLUSIONS FROM A GENDER PERSPECTIVE

3.4. HEALTH

3.4.1. THE SETTING

Health centres: number, specialisations covered, emergencies, administrative health zone: characteristics, number of doctors per inhabitant, number of pharmacies per inhabitant, presence of women in the labour market, general health, family planning, mental health, health at work, patients: characteristics, by areas, reason for visit, health consciousness: personal hygiene, prophylactic use, prevention... , different drug consumption patterns per sex, life expectancy, morbidity...

3.4.2. DEMANDS AND NEEDS

Drug dependency, unavailability of specialised treatment, social reasons, illnesses, etc.

3.4.3. DEMANDS AND NEEDS

3.4.3.2. RESPONSES PROVIDED OR IN EXISTENCE. PLANS, PROGRAMMES AND PROJECTS. AGREEMENTS (OR GENERAL POLICY LINES). RESOURCES AND FACILITIES

· Infrastructure.

Sports facilities, health centres, etc.

· Shared areas and mechanisms for socialisation and/or participation.

Formal and informal education, family, bars (may be a cause of school failure), discotheques, churches, plazas, green areas, parks, factories, if relevant (related to reproductive work), leisure centres, extracurricular and cultural activities in general, media: what media and how relevant? audience, etc., festivals and celebrations.

Political and social participation: level of participation and impediments to participation: informal associations and groups, political parties, trade unions (number of participants, history, alliance or dependence, purposes, activities, organisation, funding, area of influence, impact on the community, prospects...), significant social events.

The relation between the local administration and the community: level of activity, public awareness of administration functions, level of interest in municipal affairs, channels for participation in local politics, public confidence in the institution and institutional self-confidence...

3.4.4. STRONG POINTS AND WEAK POINTS. TRENDS

3.4.5. CONCLUSIONS FROM A GENDER PERSPECTIVE

REFLECTION ON THE ADAGIO ANALYSIS AND DIAGNOSIS MODEL

This questionnaire concerns the ADAGIO methodology which was sent to you as part of the Olympia de Gouges Project.

Experience indicates that a good needs analysis and diagnosis model should:

- a. Generate periodic knowledge of certain aspects of the situation of women in the city, including how it has changed and the main trends.
- b. Create a potent information base enabling us to diagnose trends, situations, demands and needs so as to underpin programme design and decision making.
- c. Facilitate ongoing monitoring and evaluation of services, actions, programmes and policies aimed at women.
- d. Integrate the gender perspective into all services, actions and programmes.
- e. Facilitate dissemination and transparency of information and knowledge of the social situation of women and relevant policies so as to foster participation and involvement of the different social agents (participative committees, bodies, associations, professionals, private citizens and policy beneficiaries) in public policy.
- f. Facilitate the creation of social networks permitting links between the different social agents: political and technical staff, experts, associations and bodies and the public in general.

1. Please indicate whether you consider these functions relevant or not for a needs analysis and diagnosis model applied to your institution? Indicate whether you would add other functions and/or remove any of those presented and please explain why.

If you answer "yes", please note that this response has three possible degrees of relevance "highly", "rather" and "slightly".

The relevance of the Analysis and Diagnosis model functions					
Functions	Relevance				Observation
	Yes			No	
	Highly	Rather	Slightly		
· Generate periodic knowledge of certain aspects of the situation of women in the city, its development and main tendencies.					
· Create a potent information base enabling us to diagnose tendencies, situations, demands and needs so as to underpin programme design and decision making.					
· Facilitate ongoing monitoring and evaluation of services, actions, programmes and policies aimed at women.					
· Integrate the gender perspective into all services, actions and programmes.					
· Facilitate dissemination and transparency of information and knowledge of the social situation of women and relevant policies so as to foster participation and involvement of the different social agents (participative committees, bodies, associations, professionals, private citizens and policy beneficiaries) in public policy.					
· Facilitate the creation of social networks permitting links between the different social agents: political and technical staff, experts, associations and bodies and the public in general.					
Additional					
Additional					
Additional					

2. In your opinion, to what extent does the ADAGIO analysis and diagnosis model achieve these functions and what are its strong points and weak points?

If you answer “yes”, please note that this response has three possible degrees of achievement: “very well”, “moderately” and “slightly”.

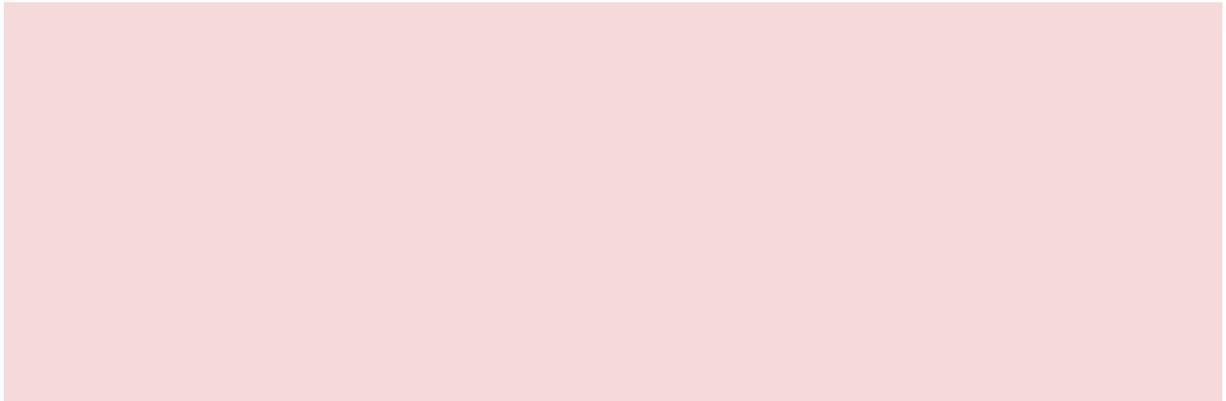
Does the Analysis and Diagnosis model achieve these functions?						
Functions	Relevance			No	Strong points	Weak points
	Rather	Moderately	Slightly			
· Generate periodic knowledge of certain aspects of the situation of women in the city, its development and main tendencies.						
· Create a potent information base enabling us to diagnose tendencies, situations, demands and needs so as to underpin programme design and decision making.						
· Facilitate ongoing monitoring and evaluation of services, actions, programmes and policies aimed at women.						
· Integrate the gender perspective into all services, actions and programmes.						
· Facilitate dissemination and transparency of information and knowledge of the social situation of women and relevant policies so as to foster participation and involvement of the different social agents (participative committees, bodies, associations, professionals, private citizens and policy beneficiaries) in public policy.						
· Facilitate the creation of social networks permitting links between the different social agents: political and technical staff, experts, associations and bodies and the public in general.						
Additional						
Additional						
Additional						

3. Did you know about the ADAGIO model prior to this project?

Yes

No

4. If the answer to no. 3 above was "yes", had you used the ADAGIO model in your municipal council?



AFFIRMATIVE ACTION (POSITIVE ACTION)

Temporary legal and policy actions designed to foster genuine equal opportunities by compensating for disadvantages affecting women, especially in the realm of employment.

Affirmative action recognises that existing law is insufficient to ensure equal opportunities for men and women.

GLOSSARY**ANALYSIS AND DIAGNOSIS (NEEDS ANALYSIS)**

Information and data on an area and its inhabitants which should be available and up-to-date, providing knowledge on the social needs to which policy will respond.

GOOD PRACTICES

The term "good practices" refers to programmes or actions whose results have been good and which, therefore, can be taken as models for future actions. A practice is deemed to be good by reference to a predetermined set of criteria and its contextual setting (i.e., the initial potential and obstacles faced).

DELPHI QUESTIONNAIRE

The Delphi questionnaire is one of the qualitative techniques employed in social research. Firstly, the questionnaire is distributed to an expert panel. The questions address specific items or, more often, problems which are intentionally presented in vague terms. The information received is synthesised and returned to the experts who then revise their contributions and return it to the researchers. Finally, a new questionnaire is prepared and sent to the experts. The process continues until fully coherent responses have been achieved. The usefulness of this method is that it permits the researcher to take into account a number of factors which were not sufficiently considered in the pre-design phase and enables improved research strategy.

SOCIAL INEQUALITY

The sex-gender system produces an unequal power relation between men and women, entailing unequal distribution of knowledge, property and income, responsibilities and rights; in this light, the sex-gender system can be seen as a dimension of social

inequality. Analysing the system in terms of social inequality means seeing gender inequality not as a women's problem, but as a problem of unequal power relations between men and women. Gender

inequality is structural in that society is structured in terms of two genders, one which produces and reproduces human life, and another which produces and administers wealth.

EVALUATION

Evaluation in the sphere of public policy comprises a process of reflection and analysis of the extent to which the objectives of a programme or plan have (or have not) been achieved. There are different modalities of evaluation. Ex-ante evaluation, simultaneous evaluation and ex-post evaluation, evaluation of processes and evaluation of results.

GENDER

A principle of social organisation comprising the social roles and identities of men and women. These are social and cultural constructs and change in accordance with the historical context. Gender is not neutral, it is intrinsically linked to the hierarchy principle.

IMPACTS

The positive and negative changes caused directly or indirectly by achievement of an objective or objectives of a given project or programme.

INDICATOR

An indicator defines the quantitative and/or qualitative degree of change required for an objective to be achieved. The indicator serves to show to what extent an objective has been achieved.

GENDER PERSPECTIVE

Taking a gender perspective means systematically accounting for the different conditions, situations and needs of men and women respectively.

GENDER SENSITIVITY

Being gender sensitive means, firstly, possessing information and knowledge on the existence of the gender dimension in the way contemporary societies are organised and, secondly, consciousness of the injustice of gender inequality and the consequent need to struggle against this form of social inequality. Both the intellectual and ideological dimensions are important, but a "willingness to act" is also necessary.

NETWORKING

1. Networking between social associations and organisations: networks established by women working in organisations aiming to achieve greater equality between men and women and end discrimination, domination and violence against women (for example: Federations of Women's Associations).
2. Inter-institutional networking: networks formed by various public organisms to work together

in a given area, implementing projects in different geographical zones or social spheres (for example, networking between municipal councils, between women's institutes, etc.).

3. Networking by means of the new communication technologies: Internet networks enabling cooperation between groups and individuals from different and even distant geographical areas.

MAINSTREAMING

A strategy based on the insight that all policies have different impacts and results for men and women and that gender issues must therefore be approached from all areas and in all phases of policy design and implementation. This does not mean, however, that the organisms working specifically in the area of gender should be done away with, but rather that their efforts should be reinforced through mainstreaming.

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