



Development plan for gender mainstreaming



Malmö stad

Development plan for

gender mainstreaming

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Summary

Background

On 30 August 2007 the city council resolved that the City of Malmö should sign the CEMR's¹ The European Charter for Equality of Women and Men in Local Life. The municipality is thereby committed to systematically integrating the gender equality perspective into all activities.

Principal objective

The principal objective of gender mainstreaming in the City of Malmö is to ensure gender equality and non-discrimination in all our activities directed at the citizens and as well as in our workplaces.

Goals

By no later than 2013 the City of Malmö shall have ensured that all parts of the council work towards equality in activity, service and treatment, equal exercising of authority, equal distribution of resources and equal distribution of power and influence for all women and men, girls and boys irrespective of background and affiliation.

By no later than 2013 the City of Malmö shall have ensured that the municipality, as an employer, is working towards equality in employment and working conditions, equal distribution of women and men within different occupations and towards preventing unreasonable differences in wages in respect of all women and men, irrespective of background and affiliation.

Undertakings

Boards and Committees give undertakings on the basis of the development plan and the articles in the Charter.

¹ Council of European Municipalities and Regions (CEMR), the European Association of municipalities and regions' cooperation organisation.

As equality between women and men is created where ordinary decisions are taken, resources distributed and norms created, the gender equality perspective must be present in daily work. Gender mainstreaming as a strategy has been developed in order to prevent gender equality matters ending up in the background or being subordinated to other matters. The consequences of future measures for women and men, girls and boys, shall be analysed in order to bring the problem to light and to incorporate the gender equality perspective into all areas of activity and in all stages of decision-making, planning and delivery of activities.

Strategy

To start with, the points of departure for gender mainstreaming are presented.

The plan for gender mainstreaming in the City of Malmö is then presented in four parts.

- *Vision, goals and indicators*
- *The structure of the development work*
- *Responsibility and organisation*
- *Undertakings*



Points of departure for sustainable gender equality

The European Charter for Equality

The European Charter for Equality of Women and Men in Local Life urges Europe's municipalities and regions to adopt an official position that the principle of gender equality shall prevail between women and men. The charter is a strategy for working with gender mainstreaming. The City of Malmö has endorsed the principles in the charter by means of a resolution by the city council on 30 August 2007 (see appendix 1.)

Sweden's gender equality policy

The government bill 1993/94:147 regarding gender equality policy aimed towards equal rights, obligations and opportunities for men and – “Shared power, Shared responsibility”.

In the final committee report from the gender equality policy inquiry (SOU 2005:66), the new goals of the gender equality policy were described – “Power to shape society and one's own life”. In order that women and men should have the same power to shape society and their own lives, four sub-goals were set:

1. Equal division of power and influence. Women and men must have the same rights and opportunities to be active citizens and to shape the conditions for decision-making
2. Economic equality. Women and men must have the same opportunities and conditions as regards education and paid work which give economic independence throughout life.

3. Equal distribution of unpaid housework and provision of care. Women and men must have the same responsibility for housework and have the opportunity to give and receive care on equal terms.
4. Men's violence against women must stop. Women and men, girls and boys, must have the same right to, and possibility of, physical integrity.

The concept of gender equality only relates to gender and is concerned with women and men, girls and boys, having the same rights, obligations and opportunities within all areas of society.

Sweden's gender equality policy is aimed, on the one hand, at counteracting and altering the system that preserves the distribution of power and resources between the genders at a social level and, on the other hand, at creating conditions for women and men to have the same power and opportunity to influence their lives and life situation. The basic thinking is that, only when women and men share power and influence in all parts of society, can we achieve a fairer and more democratic society. Equality contributes towards economic growth by promoting the development of women's and men's skills and creativity. Each policy area and all services have a responsibility to work towards gender equality.

Several power structures such as gender, ethnicity, religion, sexual orientation, age, socio-economic background and functional disability, play a role in the determination of an individual's identity and its conditions. These power factors are interdependent and, with regard to gender equality work, there is a need for a consciousness to exist around how different power factors are intertwined and vary in correlation. But despite differences within genders there is the structural pattern in society that affords women and men different social positions and different conditions.

Service delivery and employer perspective

“The Signatory therefore commits itself to take into account the principle of gender equality of women and men as a fundamental dimension of all its planning, or development of strategies, for the sustainable development of its area.”²

Two different perspectives permeate both The Charter and this development plan.

From an service delivery perspective sustainable gender equality in the City of Malmö involves securing activities, service, treatment, the exercising of authority, fair distribution of resources and equal distribution of power and influence to all women and men, girls and boys irrespective of background and affiliation. This also means that all forms of discrimination shall be counteracted.

From an employer perspective sustainable gender equality means working towards increased gender equality with regard to all aspects of employment, including organisation and working conditions, the right of employees to combine working life with private life and to counteract all forms of discrimination.

The new Discrimination Act (SFS 2008:567) which came into effect on 1 January 2009 replaces the earlier gender equality law and discrimination laws. This law has the objective of counteracting discrimination and, in other ways, promoting equal rights and opportunities irrespective of gender, transgender identity or expressions, ethnic affiliation, religion or other faiths, functional disability, sexual orientation or age. The ban on discrimination under the new law applies in principle to all social spheres and to all grounds for discrimination. A fundamental principle in the European Charter for Equality is that if gender equality is to be able to be guaranteed then multiple discrimination and disadvantage must be addressed.

² Article 24 on Sustainable development in the European Charter for Equality.

Gender mainstreaming – a strategy for quality assurance of service delivery

Gender mainstreaming involves, according to the European Council's definition:

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

Gender mainstreaming has been the Swedish government's principal strategy for achieving the gender equality policy objectives since 1994. Gender mainstreaming is a strategy for bringing about an equal and long-term sustainable society.

As equality between women and men is created where ordinary decisions are made, resources distributed and standards created, the gender equality perspective must be a part of this everyday work. The strategy has emerged in order to counteract the tendency towards gender equality matters being overshadowed or subordinated to other political matters and activities. The consequences of future measures for women and men, girls and boys, shall be analysed in order to bring the problem to light and to incorporate the gender equality perspective into all areas of activity and in all stages of decision-making, planning and delivery of activities.

The principal objective of gender mainstreaming in the City of Malmö is to quality assure the service delivery to our citizens and to quality assure our workplaces so that they become gender equal and non-discriminatory.



Vision, goals and indicators

The City of Malmö has a key role in the gender quality work as the authority responsible for fundamental infrastructure such as education and care and in its capacity as a major employer, decision-maker and opinion-former. Two perspectives permeate the entire development plan – the service delivery perspective and the employer perspective. It is important to work on both parts so that the City of Malmö becomes an equal municipality from both an internal and external perspective.

Vision

By 2020 Malmö will be a city with gender equality in service delivery directed at all women and men, girls and boys irrespective of background and affiliation.

By 2020 all workplaces in the City of Malmö will be free of gender discriminating structures.

Direction objectives

By no later than 2013 the City of Malmö shall have ensured that all parts of the council work towards:

- equal activity, service and treatment
- equal exercising of authority
- equal distribution of resources
- equal distribution of power and influence

for all women and men, girls and boys irrespective of background and affiliation.

By no later than 2013 the City of Malmö shall have **ensured** that the municipality, as an employer, is working towards:

- equal employment conditions
- equal working conditions
- equal distribution of women and men in different occupational³
- preventing unreasonable differences in wages

for all women and men irrespective of background and affiliation.

Targets

All services within the administration shall:

- continuously break down all statistics based on individuals in terms of gender, as far as possible
- conduct gender equality analyses continuously as a part of the ordinary work
- review what the content of the overall development plan for gender mainstreaming means for each area of service delivery
- have specific measurable objectives and undertakings that increase gender equality. These objectives and undertakings are based on gender-divided statistics, equality analyses and prioritised articles
- have measurable objectives and undertakings that are continuously included in activity plans and budgets
- follow up objectives and undertakings continuously in interim reports and annual reports

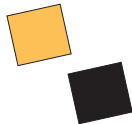
³ This shall take place within the framework of the City of Malmö's personnel policy. Positive discrimination may, according to the law, only be employed in order to recruit the under-represented gender in the event of otherwise equal merits (The Discrimination Act).

- provide an account in annual reports or equivalent, regarding efforts made and how the objective of gender equality has been met
- produce, in capacity of employer, an annual plan with goals and undertakings. The Discrimination Act and the charter form the point of departure for these separate plans. The goals and undertakings are written into the activity plan, budget, interim reports and annual reports. Measures taken since the preceding plan shall be reported in the plan

Indicators

The number of administrations and services that:

- break down statistics based on individuals according to gender on a continuous basis
- provide gender equality analyses in respect of the ordinary work on a continuous basis
- have specific measurable goals and undertakings that increase gender equality and that are continuously included in activity plans and budgets
- follow up goals and objectives continuously in interim reports and annual reports
- report in annual reports or equivalent about efforts and fulfilment of goals



Structure of the development work

Systematic and continuous efforts are required in order to be able to quality assure the activities aimed at citizens and our workplaces in order to achieve gender equality objectives. The point of departure is the following four strategic success factors for gender mainstreaming that are based on JämStöd's⁴ recommendations:

- Goals and guidance
- Training and development
- Methods and way of working
- Support and coordination

Goals and control

It is by means of the municipality's guidance system that sustainable gender equality in Malmö can be secured. Gender mainstreaming means that the entire organisation follows a strategy for incorporating a gender equality perspective in all decision processes and within all service deliver areas. Consistent evaluation is a prerequisite for the work to be successful.

Important methods and tools are goals and indicators, gender equality analysis and gender budgeting (see appendix 2).

Training and development

It is important that elected representatives possess knowledge about the Charter, the development plan, personnel policy and what equality means in order to be able ask for facts and measures in order to increase gender equality.

⁴ JämStöd Report about support for gender mainstreaming in the government SOU 2007:15

In addition, the City of Malmö's management and employees need to have fundamental knowledge of the gender theory and important equality matters within their own areas. There is a need for training and knowledge regarding how, for example, statistics and equality analyses are applied in the day-to-day work.

Working with researchers increases the opportunities to put theory into practice and make gender mainstreaming more specific to the business. The work can, to good effect, be conducted in the form of research circles for example, as they promote the common build-up of knowledge between employees and researchers.

Knowledge of users' experiences regarding gender equal services and exercising of authority can be gained by the council via personal meetings, user surveys and via social media. These methods can also be employed so that users have the opportunity to influence the gender equality work which, to the greatest extent, concerns them.

Prevailing culture and working conditions within organisations goes well together with the work directed at users and citizens. Without awareness and action within organisations, the current culture will be consolidated and recreated, and this is of importance for relations between employees and the ability to provide equal value service, treatment and services to users and citizens.



Methods and way of working

A systematic way of working is important in order to succeed with gender mainstreaming. This strategy has emerged in order to counteract gender equality matters being side-lined in relation to other political matters. The most important methods and ways of working are:

- to always report statistics broken down by gender so that the proportions and conditions are visible
- to complete gender equality analyses prior to decisions in order to analyse the consequences of our decisions from a gender equality perspective, and
- to analyse processes within service delivery from a gender equality perspective.

It is important for the methods to be adapted to different areas and for support to be given to the employees. These methods, together with training and development and time for reflection in the organisation, leads to systematic improvement where routines and processes are continuously improved.

Support and coordination

The City Office is responsible for the overall monitoring and evaluation and coordination efforts, for support, advice and information to the administrations and the administration managements, with regard to gender mainstreaming. By means of monitoring what goes on outside and cooperation with local and regional players as well as non-profit organisations and associations, joint methods and ways of working can be constantly improved and knowledge and experiences exchanged.

In order for the work to be effective there is a need for coordinated efforts within the municipality – both across the municipality as well as within and between the administrations.

All administrations and municipal companies are responsible for there being at least one contact person with the task of coordinating the work with gender mainstreaming within the administration and cooperating with other administrations as well as at the overall level. In his/her ordinary assignment the contact person has a central role in the administration management and is well versed in the work of the boards. For the administration, the contact person serves as a source of knowledge and method support.

A supportive organisation is necessary for the contact persons. By taking part in a municipality-wide networking, the conditions are created for an exchange of experience and knowledge. The City Office is the convening instance for the network which is responsible for supporting the contact persons in their assignments as coordinators. It is also important to coordinate with existing networks so that the equality work is integrated with the ordinary service delivery.

An important coordination channel for the sharing of knowledge and support is malmo.se/jamstalldhet and the intranet Komin.



Responsibility and organisation

The city Council

The city council has the overall responsibility for taking decision regarding the Development plan for gender mainstreaming as well as the overall goals being integrated within the annual budgets. The development plan shall be reviewed at least once per term. Significant changes to the development plan shall be approved by the city council. If no revisions are deemed to be necessary the development plan shall be declared to be relevant by the city council

The City Executive Board

The City Executive Board has the responsibility of supporting, coordinating and following up the boards and committees' goals and undertakings with regard to gender mainstreaming. The city executive board published an annual equality report on the basis of the goals in this development plan. The equality report contains an account of indicators and analysis.



Boards and Committees

All boards and committees contribute towards fulfilling the national equality policy objectives. Boards and committees are responsible for all statistics based on individuals being continuously broken down according to gender, for equality analyses being continuously carried out and for the importance of the development plan for the own activities being reviewed. In addition, boards and committees are responsible for the formulation of activity-specific measurable goals and undertakings in order to increase equality. Goals and undertakings shall be included in activity plans and budgets and shall be followed up in interim reports and annual reports.

Administration and companies

The municipality's administration management team is, at an overall level, the management team for carrying out the development plan for gender mainstreaming.

All administrations and municipal companies are responsible for there being at least one contact person with the task of coordinating the work with gender mainstreaming within the administration. The contact person has, in his/her ordinary assignment, a central role in the administration management and is well versed with the work of the board.

The City Office is responsible for the overall development, monitoring and evaluation and coordination efforts surrounding the work with gender mainstreaming as well as outside monitoring of the equality area. The City Office has responsibility for providing support for all administrations. The City Office's management group is responsible for the departments coordinating joint municipality methods, support and information efforts.

All employees

Managers at all levels have an operational responsibility for gender mainstreaming.

Each employee has a separate responsibility for his/her involvement in gender mainstreaming.



Undertakings

Prioritised areas of development

The 30 articles in the Charter describe undertakings in 9 different areas. During the coming years selected articles will be prioritised. A prioritised article is understood to mean that the board concerned makes undertakings that form part of the activity plan and budget and are followed up in interim reports and annual reports. The City Office provides support by offering the opportunity of running through the development plans and the Charter as well as workshops regarding the matters.

All boards make undertakings during 2011 and future years with a point of departure being taken from the development plan. All article numbers refer to the articles in the CEMR charter.

Prioritised articles in the charter that apply to all:

<i>Article 1</i>	Democratic accountability
<i>Article 3</i>	Participation in political and civic life
<i>Article 6</i>	Countering stereotypes
<i>Article 7</i>	Good administration and consultation
<i>Article 8</i>	General commitment regarding equality and combating gender discrimination
<i>Article 10</i>	Multiple discrimination or disadvantage



Prioritised areas of development during the years 2011-2013:

- ***Childcare, article 16***

It becomes clear in article 16 regarding childcare that European countries have reached different levels. In Sweden we have well-developed childcare. The focus during following years will be to prioritise the work with gender pedagogy and to continue working on gender mainstreaming in the City of Malmö's nursery schools.

- ***Education and lifelong learning, article 13***

School is a part of society and the pedagogic activities thereby play a role in the maintaining of gender identity and gender relationships. During the coming years the work on gender pedagogy and gender mainstreaming in the City of Malmö's schools will be intensified

- ***Culture, sport and recreation, article 20***

The work on striving for girls and boys, women and men to have the same opportunities for a meaningful leisure time, to challenge gender-segregated activities (e.g. to offer activity to both girls and boys) and to counteract discrimination on the grounds of gender in organisational activities, shall be prioritised.

- ***Social care and services, article 15***

During the coming years the social care and services article will be prioritised in order to ensure gender equal service delivery for women and girls, men and boys, irrespective of background and affiliation. For example the work for increased awareness that there can be different presumptions for women and men in their encounters with social services shall continue. This involves emphasizing the preconceptions that the social workers themselves may have regarding men and women, which may lead to differential treatment.

- ***Mobility and transport, article 26***

Gender equality is one of the points of departure in the initiative “Public transport of the future”. A gender equal transport system shall serve as a link between work, leisure and the home and shall be easily accessible and attractive for all citizens. In the continued work on developing public transport, consideration is given to both genders’ experiences in the planning work as well as increasing knowledge and awareness surrounding equality for the staff concerned.

- ***The employer role, article 11***

The City of Malmö, as employer, will develop the work in the years ahead whereby all workplaces shall have equal employment conditions and working conditions and be free of gender discriminating structures. There shall be an opportunity for working full-time or to the desired degree of working, to unite gainful employment and parenthood, for sexual harassment and other forms of harassment not to occur as well as non-discriminatory recruitment routines. In addition there shall be an open and clear system for career development. The present “Overall plan for gender equality work in the City of Malmö” (2001) constitutes a point of departure for the personnel policy work. In the longer term this plan will be revised and incorporated in the development plan for gender mainstreaming.

Prioritised areas of development during the years 2014-2016:

- ***Care of other dependants, article 17***

During the coming years priority is to be given to the care of other dependants within the gender equality work by improving the support for relations and working towards gender equal assessment of care requirements. Employees need to be actively aware of how the need for services is assessed and whether the assessment is different depending on who the dependant is – husband or wife.

- ***Social inclusion, article 18***
Integrate an equality perspective in the work of creating better conditions for all who are affected by, or who risk being affected by, social exclusion or poverty, having access to work, housing, education, culture, and information and communication technology as well as social and medical help.
- ***Housing, article 19***
During the years ahead the housing situation is to be prioritised for women and men, girls and boys in Malmö. A gender equality perspective shall, for example, be present in the work aimed at securing or promoting access for all to homes that are sufficiently big and of acceptable standard in a good environment with fundamental social services to hand.
- ***Urban and local planning, article 25***
When talking about people at the centre there needs to be gender awareness in the city planning. Women's and men's, girls' and boys' different experiences, priorities, needs and everyday lives need to be made visible, highlighted and taken into account.
- ***Safety and security, article 21***
In the work relating to each woman and man's, girl and boy's right to personal safety and freedom of movement, the causes of problems with insecurity and safety need to be analysed. The analyses need to be integrated in the municipality's preventive work regarding safety and security.



Prioritised areas of development during the years 2017-2019:

- ***Public procurement and contracts, article 12***

In connection with the procurement of goods and services and prior to each contract that the municipality intends to conclude, the equality aspects are considered as well as the lawful opportunities that exist for promoting equality.

- ***Health, article 14***

During the years ahead the work with an equality perspective in the work for women's and men's, girls' and boys' right to good mental and physical health, will be extended.

- ***Gender-based violence, article 22***

The City of Malmö is at the forefront of the work with women's security and protection. During the years ahead the work involving different efforts aimed at women and men, girls and boys, exposed to violence, will be extended.



Appendix 1 – The European Charter for Quality

The European Charter for Equality of Women and Men in Local Life is CEMR's⁵ charter which urges Europe's municipalities and regions to assume a public commitment regarding the principle that equality shall prevail between women and men and thereafter implement policies and concrete action in cooperation with institutions and organisations in their territories. The Charter is a strategy for working with equality and gender mainstreaming. The City of Malmö has endorsed the principles in the charter with a signing by the city council on 30 August 2007.

The Charter is divided into three parts where **part one** of the Charter introduces the six fundamental principles:

1. Equality of women and men constitutes a fundamental right
2. To ensure the equality of women and men, multiple discrimination and disadvantage must be addressed
3. The balanced participation of women and men in decision making is a pre-requisite of a democratic society
4. The elimination of gender stereotypes is fundamental to achieving equality of women and men
5. Integrating the gender perspective into all activities of local and regional government is necessary to advance equality of women and men
6. Properly resourced action plans and programmes are necessary tools to advance equality of women and men

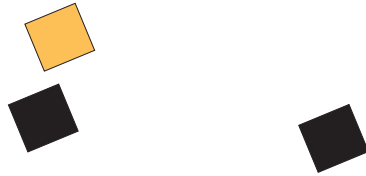
Part II describes the specific steps which should be carried out by the signatories in order to implement the provisions of the Charter.

⁵ Council of European Municipalities and Regions, the European Association of municipalities and regions' cooperation organisation.

Part III presents the 30 articles by areas of competences:

- Democratic accountability
- Political role
- General framework for equality
- The employer role
- Public procurement and contracts
- Service delivery role
- Planning and sustainable development
- Regulator Role
- Twinning and international co-operation

More information about the charter is to be found at www.ccre.org



Appendix 2 – Tools for goals and control

Gender budgeting

Gender budgeting is a method of determining whether the national gender equality policy, municipality-wide as well as specific gender equality objectives have been translated into budgetary decisions. It is a case of rendering women and men, girls and boys visible in different groups (for example, ethnic and social background) behind the figures in a budget.

The fundamental questions to pose in the gender budgeting work are:

- How are our resources distributed between women and men, girls and boys?
- How does it meet the needs of women and men, girls and boys?
- How have goals and monitoring for equal service, services and exercising of authority been formulated in our activity?
- What is the norm for the service and the services that we provide?
- Whose scope for action increases/decreases through the allocation of resources?
- Are both genders' interests, opportunities and wishes satisfied to an equally great extent?
- Do girls and boys, women and men encounter different requirements and expectations connected to stereotypical pictures of the genders?
- Does our activity influence the opportunity of women and men, girls and boys to be active social citizens?
- Does our activity influence the distribution of power and influence between women and men, girls and boys?

The objective is to prevent public funds being distributed in a manner that is unfair and discriminatory, in order, instead, to achieve a fairer distribution of resources. This is important since a budget can give the impression of being gender-neutral. In actual fact the budgets are not gender-neutral since they distribute resources in a manner that influences different groups of people and, thereby, also women and men, girls and boys.

Knowledge and awareness of the gender-related effects of a budget highlight whether the resources have to be redirected in order to create a more even and fairer distribution. The focus is thus placed on resource distribution and not on whether size of the budget needs to be altered.

Methods and Way of Working

Statistics split by gender

A prerequisite to being able to work with gender mainstreaming; to set objectives and to carry out changes, is access to fundamental facts about women's and men's, girls' and boys' situation in the relevant area. Statistics split by gender aim to illustrate women's and men's, girls' and boys' preconditions, life conditions and needs. All statistics that relate to individuals must be gathered, analysed and presented according to gender and gender shall constitute the main split in the statistics. All results, texts, tables and diagrams shall be consistently presented according to gender.

It is not enough to gather and split the statistics according to gender. It must also lead on to gender equality analyses, goals and measures in order to be meaningful.

Gender equality analysis

Gender equality analysis is a charting of the activity in the form of, e.g. gender-divided statistics that are analysed in relation to the gender equality policy objectives. In order to do a gender equality analysis there is a requirement of a basic knowledge about Swedish gender equality policy. An important part of the gender equality analyses, and in order to be able to quality assure the activities, is to become aware of the citizens and users' experiences through different types of user surveys.

An equality analysis will include:

- Reviews of current policy, routines, practices and models in order to assess whether these display examples of discrimination, whether they are characterised by stereotypical gender roles and whether they, to an adequate extent, take note of women's and men's, girls' and boys' special needs
- Review of the allocation of resources, both financial and otherwise, for the purposes stated above
- Priorities and, where appropriate, goals in order to deal with the questions that arise in connection with these overviews and thus bring about perceptible improvements with regard to the provision of services
- at an early stage, an impact assessment of all important proposals for change with regard to policy, routines and resource distribution, illuminating their potential consequences for women and men, girls and boys and taking final decisions against the background of this analysis
- consideration of the needs or interests of those who are exposed to multiple discrimination or disadvantage

Improvement work

Gender mainstreaming is about a systematic improvement work and is a part of the development of the business. In order to create motivation, commitment, to achieve impact and progress with regard to gender mainstreaming in the activity, the employees require training and development, knowledge and, above all, time for reflection. It is important to develop a culture that stimulates the sharing of knowledge and interaction where management provides the conditions for a process-orientated way of working. A creative process means that the employees can respond to how the gender equality perspective is to be integrated within their own area together. The management needs to work actively towards, in the first instance, integrating the equality perspective into existing methods, routines and processes which are continuously and improved. The activity is continuously improved on the basis of consistent monitoring and evaluation and analyses.

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