

On the data tools

Gender Equality Act

Section 4. Public authorities shall within their respective areas of responsibility seek to promote gender equality and incorporate gender equality in all planning and administration.

The Gender Equality Act establishes that public authorities are required to incorporate gender equality in all planning and administration. The data tools are meant to make it easier for you to translate the requirements of the Act into specific activities in the municipality.

The tools will help you map out and analyse differences between men and women by means of gender-segregated data. The tools will also help you take the next step and take action on the basis of your data so that specific results will be achieved.

The tools are structured so that you obtain both basic insight into the field and specific guidance in using data and statistics. You will be introduced to the concept known as gender **mainstreaming**, and **why** it is relevant to mainstream data and statistics. You will also learn where you can access **data and statistics** that are relevant for your field of work. Lastly, there is much **good advice** in the municipalities on how to support effective and forward-looking work on gender equality in the municipality.

You will receive guidance on how to **collect data**. You will be given advice on how to **analyse your data** and the general differences between men and women, boys and girls which the material may have shown. Inspiration will also be provided for how you can **act** on your data so that the knowledge you have obtained about gender is used in practice. As you go along, you will find links with examples from Denmark and other countries that illustrate the procedures described.

What is gender mainstreaming

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Mainstreaming means that gender and gender equality are incorporated into core tasks – both the general special questions that arise on a day-to-day basis and the conclusive decisions in the municipality. This is in compliance with Section 4 of the Gender Equality Act. When the Gender Equality Act establishes that public authorities are required to mainstream, the goal is to achieve equality between women and men. It means equal opportunities and equal influence for women and men within all parts of society.

The objective of gender mainstreaming is to ensure equal opportunity and free choice for both men and women. That should be borne in mind when the individual activity, initiative or service is being planned.

Gender equality is not a matter of 50 per cent for both genders all the way through. Gender equality means that the individual, independently of gender, is given the opportunity to develop his or her interests, skills and talents. It sounds quite obvious. It is, and then again perhaps not. The reason is that often it is not visible how much we are affected by gender role patterns. We do not consider that often we could have a broader array of opportunities if there existed no habitual thinking regarding gender.

Just think of the labour market and the division there into male and female trades. The male social and health assistant and the female concreter meet with scepticism and prejudices that do not exist when the distribution of roles is more traditional.

In the municipalities, decisions are made that have a great impact on many people's everyday lives. Especially for that reason, it is so important that people are capable of thinking outside the box and creating the best framework for enabling both men and women to use their resources. Gender mainstreaming is not a matter of new administrative principles, but of differentiating services so that women and men are ensured equal access to and use of the benefits.

Many municipalities gender mainstream without thinking about it, quite simply because it makes sense in a given situation

A specific example is job centres where they are aware that both job seekers and enterprises are to be challenged on their ideas of female and male jobs. That provides the best guarantee for the right match between the employee and the enterprise.

Why mainstream data and statistics

Are citizens in the municipality treated equally? And do women and men, boys and girls have equal access to local government services? The immediate answer should be yes, but gender-segregated data and statistics often present a different picture of the benefits.

No public authorities wish to discriminate against women or against men. Unfortunately, there are many examples showing that the two genders are not treated equally in practice. Discrimination against women and men, boys and girls takes place even though the regulatory basis looks neutral. In this connection, the gender-segregated data and statistics may serve as an eye opener. Gender-segregated statistics will, as a matter of fact, make the inequalities visible that are easily hidden behind average figures.

There are three advantages related to gender-segregated data and statistics:

1. They make it possible to comply with the requirement of the Gender Equality Act that public authorities must incorporate gender equality in all planning. It is a requirement which the municipalities are accountable for, among other things, when they every second year are to submit a report to the Minister for Gender Equality.

2. They show and document equalities and inequalities between women and men, which makes it possible to arrive at a decision on whether there is a gender equality problem. This ensures that there is agreement between gender equality as a fundamental value and the manner in which the municipality acts.
3. They qualify the benefits because data and statistics often provide new knowledge about the initiatives and whether they reach the target in relation to women and men, boys and girls.

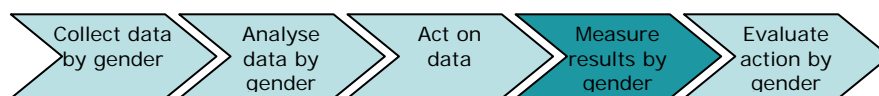
Gender-segregated data and statistics challenge habitual thinking regarding gender because facts replace ideas and expectations. Gender-segregated data and statistics may present surprises even in areas that are very well known. Below, you will find links to examples of this:

How to mainstream data and statistics

The process model illustrates how data and statistics can typically be used in the various planning stages. The model presents the mainstreaming process as a linear course. Naturally, reality looks somewhat different because we learn while working. It means, for instance, that knowledge may suddenly be provided that makes it necessary to start the process all over and, for example, collect new data.

It is important to bear in mind that the mainstreaming of data and statistics is a dynamic process that does not end. Gender-segregated data and statistics must be analysed and made use of. Nobody has expert knowledge from the outset, and that is why gender-segregated data and statistics are valuable in relation to analysing whether measures have an effect, and may be improved.

Mainstreamingsprocess



Please remember! The best way to eat an elephant: one bite at a time! It is the same way with gender mainstreaming. Start with the activities that seem most natural and use your experience in the further work on ensuring gender equality with regard to the municipality's citizen-orientated benefits.

Generally about access to data and statistics

In most municipalities it is a rather new task to address gender and gender equality in a systematic manner. It may mean that there are no immediate statistics for you to draw on, and that you will have to make a pioneering effort. If that is the case, make sure to involve your chief and others who may facilitate the work for you.

A good place to start is the statistics functions in your administration and for the municipality in general. Check for example the figures the municipality submits to Statistics Denmark, the Ministry of Social Affairs and other public authorities. Perhaps you will find information there that is relevant for your work and which may relatively easily be gender segregated. This may, for example, be the case with regard to all CPR-based (civil registration number-based) statistics. Another possibility is to contact other municipalities. They may be in possession of data that can provide you with knowledge in relation to the draft decision that you are working on.

In cooperation with Statistics Denmark, the Department of Gender Equality has set up a new website with a number of the most significant statistics regarding women and men. The information is to be found in an easily accessible database that is updated on an ongoing basis. Some of the general themes on the website are, for example, population, health, working and family life, crime and management. Please see www.dst.dk/ligestilling.

Gender-segregated data are also to be found in Statistics Denmark. Statistics Denmark has at its disposal a huge volume of person-related data, the bulk of which is gender segregated. Statistics Denmark's databank www.statistikbanken.dk is an important path to statistics free of charge. It requires, however, some practice to find data in the statistics database. Moreover, Statistics Denmark will, against a fee, produce statistics that are tailored to the needs of the customer.

University institutes are often in a position to contribute knowledge and data regarding their special areas. Furthermore, statistics and knowledge about women and men, girls and boys may be collected from the Danish Research and Documentation Centre on Gender Equality: www.celi.dk. Moreover, the Co-ordination for Gender Studies in Denmark also holds knowledge about gender, women and men. They will be able to tell you where to find specific data: www.sociology.ku.dk. Moreover, Kvininfo (Denmark's Centre for Information on Women and Gender) draws up reading lists of gender research within selected areas, and is therefore in a position to give you an idea of whether there exists accessible knowledge: www.kvininfo.dk

If it is not possible to obtain the relevant data from these places, you may try other Nordic countries to find inspiration for your work:

Sweden: www.scb.se

Norway: www.ssb.no

Finland: www.stat.fi

Another approach for you to find inspiration is to search the Internet in Danish and English. Searches on words like *køn*, *statistik*, *Kommune/gender*, *equality*, *local authority* and *statistics* may lead to relevant sites in the Nordic countries as well as the world at large. Many countries especially in Europe are engaged in work on gender equality at local government level so there is often new knowledge to be found in the

municipalities. Internet searches are naturally subject to some uncertainty. Therefore, always check the source and when the website was updated last. In general, most information will, however, be available on sites representing public authorities.

If you are looking for data on international matters, the OECD, the EU and the UN have good statistics databases containing data and statistics that are accessible free of charge:

www.oecd.org

www.epp.eurostat.ec.europa.eu

www.unece.org

Good advice

Gender-segregated statistics are a tool not a result

In the same way as it is not the hammer that builds the house, it is not statistics that lead to gender equality. Statistics and data can give a solid indication of where there are gender equality issues. However, if no action is taken on the gender-segregated data, the necessary change will not be achieved, which means that the statistical work is of no gender equality significance.

It is your knowledge and experience that is to bring the statistics into play. It is your eyes that are to look at the administrative area and identify where it is at all relevant to collect gender-segregated data. It is also your responsibility to analyse the statistics and contribute to making them lead to change.

It is not possible to establish exact rules for how to assess whether a decision will promote or hamper equality between women and men. Statistics will give you an idea, but also with regard to statistics you should be cautious. An uneven distribution is not in itself a reflection of gender inequality. And an even distribution is not automatically a reflection of gender equality. The fact that there is an even distribution of women and men in your data does not imply that women and men in reality have the same opportunities within the area.

Start work on gender-segregating data and statistics at an early stage

The sooner the gender-segregation of data and statistics is conducted, the better the planning of the activities will be in relation to the target group.

Think along the lines of knowledge sharing

There is no reason why the municipality should waste resources on reinventing the wheel. Members of staff can learn from each other by sharing knowledge about the use of gender-segregated data and statistics. Knowledge sharing may, among other things, be supported by making the statistical material accessible through filing systems or the Intranet. It can also be achieved by appointing formal knowledge and contact persons in the individual divisions and the statistics function. It is a good idea to raise the question of the gender imbalances that exist in services and initiatives at meetings. It is also a good idea to discuss how to document gender imbalances, as well as use data and statistics to strengthen the citizen-orientated work.

Integrate gender-segregated data and statistics

Gender-segregated data should be a natural part of the general statistics work in the municipality. One way of ensuring this is to establish formal requirements so that all statistics for internal as well as external use are gender segregated.

Be professional

Gender mainstreaming resembles all other kinds of planning where the goal is to strengthen and improve an organisation's results. When data and statistics are gender mainstreamed, it means that gender equality is approached as a scientific problem.

Many people see gender in a very personal light and discuss gender equality on the basis of their own experience. Those who are involved in gender mainstreaming should abstain from that. When people work on mainstreaming, it means that they approach the subject in a professional manner.

Professional work on gender equality implies that there is expert knowledge about gender in all parts of an organisation, also at management level. It means that gender equality competence should be developed in field administrations as well as the mayor's secretariat, the city council and management secretariat, etc.

It is a matter of the final outcome

Gender mainstreaming is not a matter of 50 per cent for each gender all the way through. It is a matter of gaining factual knowledge about men's and women's needs **before** an activity is planned in order to obtain a higher degree of certainty that the final result will support equal opportunities and equality between men and women.

Planning of activities and initiatives**Why use gender-segregated data in the planning of activities and initiatives?**

High-quality and uniform service is a goal irrespective of whether the citizens are men or women, boys and girls. Nevertheless, there are many examples showing that both genders may be exposed to unintentional imbalances with regard to public services.

One example is elderly care. The goal is for both women and men to have access to a good and active life in old age. In practice, however, many services appeal more to elderly women. That leads to imbalances in relation to elderly men and their opportunities for leading a satisfactory life.

In practically all administrative areas, there are differences between the opportunities, conditions and needs of men and women, girls and boys. From smoking habits to choice of career – gender means something. For that reason, it is difficult to assess a proposal correctly if gender differences are not taken into consideration. The best way to ensure that activities achieve their objective within the entire target group and not only parts of it is to use gender-segregated data and statistics. In other words, documentation is the basis for quality.

How to use data in your work

Ask yourself the question "Who is the activity/initiative targeted at". The question is meant to clarify whether the target group is composed of an equal number of men and women, girls and boys, or whether it consists primarily of one of the genders.

If the goal is to reach male and female citizens to an equal extent, it is important to analyse if that will be the case in reality. The aim may, for example, be to provide more services related to leisure for users of psychiatric services, and the specific initiative may be to set up a drop-in centre. In that connection, it is important to examine whether the drop-in centre will appeal to both men and women. It means that it is necessary to use statistics and data that provide a picture of what the composition of the users will be in practice. It could, for instance, be figures that show the gender distribution of the target group, or how men and women in general have made use of services. If there are no figures regarding the specific area, the gender distribution in relation to similar activities may provide an indication. When you have collected figures that present a picture of what the gender composition will look like in practice, you can compare with your target. If your target is to reach both men and women, but the initiative in reality appeals primarily to one gender, then there is an obvious need for change.

The goal may also be that an initiative is meant to benefit primarily one gender. For instance, because it is necessary to compensate for an unequal gender distribution in an area. Football teams for girls only are an example of how municipalities develop special services in order to achieve gender equality. In this case, it is a matter of ensuring that girls and boys have equal access to health, well-being and a network. A special effort for men or women, girls or boys may be necessary in order to ensure gender equality. At the same time, it is necessary to be aware of the danger of fixing people in special gender roles. Very often it is not a solution to divide up the genders to ensure gender equality. Therefore, it is important always to check if the activity that already exists could become more inclusive. The best alternative is the one that supports activities to promote equality between the genders.

It is your knowledge that is to bring the statistics into play. You must identify where it is at all relevant to collect gender-segregated data. It is also your responsibility to analyse the statistics and contribute to making them lead to change. The following presents a picture of the questions you should consider when you collect and analyse your data.

10 questions regarding the gender equality analysis of an initiative/activity or service

1. Who are the target group - men/boys, women/girls, both genders?
2. Who will benefit in practice - men/boys, women/girls, both genders?
3. Who will be excluded in practice - men/boys, women/girls, both genders?
4. Will the target group change when the initiative is implemented?
5. Will targets be fulfilled for both women/girls and men/boys?
6. How can the initiative/activity or service be developed so that targets are fulfilled to at greater extent for both women/girls and men/boys?
7. What needs for change are there in general to ensure that the overall targets in the area are fulfilled equally for women/girls and men/boys?
8. How is the municipality to act in the area in order to ensure the best and most equal solutions for women/girls and men/boys?
9. How is the municipality to measure progress with regard to better opportunities for men/boys, women/girls?
10. How is the municipality to follow up on the work?

Campaigns and information activity.

Why use gender-segregated data in connection with campaigns and information activity.

An advertising agency would not dream of launching an advertising campaign for a product without knowing who are supposed to buy it. There is a good reason for that. If you want to make sure to get the message across, you have to know the target group and you have to know how to get into contact with the target group.

Public authorities must provide equal opportunities – that is, support the individual in using his or her skills and talents, irrespective of gender. The same applies to campaign work. It is very easy to make the mistake of sending a message that fixes women and girls, boys and men in definite roles.

One example could be a campaign to protect babies against allergy-inducing substances. The immediate reaction among most people will probably be that it is the mother who has the responsibility for buying baby care products, and the message should therefore be directed at women. But also men want to and have responsibility for their children's health and happiness. Therefore, it is important that the campaign accommodates the information needs of both men and women. It is possible to ensure that, among other things, by means of gender-segregated data.

You can use data in your work in the following way

About the target group

The target group is the group of people who are to embrace the campaign message and act in another way. Targeted communication is decisive for successful communication activity. Therefore, you must know what your target group looks like. Gender-segregated statistics contribute to presenting a precise picture of the target group. Old, young, ethnic minorities, sick, healthy, urban dwellers, rural dwellers, etc. Everybody has a gender.

The communication

Be aware of the manner of communication and whether it is suited to the target group. There is, as a matter of fact, a difference in the way women and men, girls and boys understand, for instance, a written text or pictures.

At the same time, you need to consider what kinds of media will reach the target group. Are they advertisements in newspapers, a discussion forum on the Net, posters at the local library, or? Make sure to obtain data that show what media reach women and men, girls and boys, respectively, in the most effective manner.

It is, typically, a good idea to collect statistics and data showing:

The problem:

What is the campaign about in relation to boys/men and girls/women? If the subject is food habits, it is a good idea to collect data showing what men and women eat.

The target group and the share of boys/men and girls/women. If the target group is young people aged 14-20, then find data showing whether the distribution of young women and men is equal. If the goal is to get young people to eat more fruit and vegetables, gender-segregated statistics may show whether the need for dietary advice among young men or women is the same, or whether the need is the same.

Information needs among boys/men and girls/women in the target group. It will, for example, mean that it is necessary to examine if the two genders have the same knowledge about the subject. In relation to food habits, it can be useful to find out what men and women really know about healthy food. If data have shown major differences between men's and women's knowledge about the subject, it may be necessary to gender-segregate the campaign work to ensure that both genders are advised in the right way.

The message, how will the campaign impact on boys/men and girls/women? It is very easy to make the mistake of communicating gender stereotype messages in campaigns. A healthy food campaign, for instance, is not supposed to communicate the message that it is the responsibility of young women that their boyfriends eat healthy food.

Media, how is the campaign to reach boys/men and girls/women in the target group? It will be expedient to obtain data showing what media the young women and men use, whether there are differences or similarities.

Overall assessment

Make an overall assessment of the campaign in which you consider the mutual interaction between target group, the problem, information needs, etc. The final result must be that you are sure that the campaign addresses girls and women, boys and men in a manner which shows that both genders are equally valuable.

Analyses of budgets/resources.

Why use gender-segregated data in analyses of budgets

The gender-segregated budget analysis provides an overview of resource needs and the resource framework for female and male citizens in the municipality. It means that the budget analysis makes it possible to follow the flow of money. The reason is that it gives a very good idea of economic equality between female and male citizens.

Experience shows that gender-segregated budgets make the imbalances visible which exist in the distribution of resources between men and women in an area. Experience shows also that in many areas there exists an unequal distribution of resources between men and women and that this distribution is not intentional.

Gender-segregated budgets make it possible to give a well-documented and factual answer to the question "Do we have a reasonable and fair distribution of resources between men and women in this municipality?"

You can use data in your work in the following way

Work on analysing budgets in relation to men and women may both take place when the budget is being drawn up and after the budget has been adopted. In general, the budget analysis may have the following elements:

- An analysis of operating expenses/the trend in expenses by gender.
- An analysis of the results/effects of specific initiatives and projects by gender
- An analysis of the potential for greater efficiency in relation to gender
- Recommendations of methods/initiatives to ensure gender equality

The budget is being drawn up

It is important to think along the lines of gender and gender equality already when planning a budget. It means that there is still time to make changes if unfair imbalances in the distribution of resources suddenly become visible. Therefore, gender-segregated data should be obtained at an early stage. It is necessary to be able to assess how women and men, girls and boys will be affected by the budget

The budget has been adopted

Of course it is too late to change anything if you wait to analyse the budget until it has been adopted. But there is still something to be learnt for next time. When an already adopted budget is analysed, it is necessary to use data showing the actual distribution of resources. It means that it is necessary to divide the group of recipients by gender. That will present a realistic picture of the consequences that the budget has had for women and men, girls and boys.

A budget analysis could for example be a 24-hour service for children and young people. A typical goal for the area is that children and young people with special needs should have a good childhood and youth and receive the same development opportunities as their peers. One line in the budget is expenses for foster families and youth residences for children and young people. The expenses could be specified so that the resources spent on children and young people were calculated by gender. The budget would then show whether the municipality has spent or, alternatively, expects to spend the same volume of resources regarding a 24-hour service on boys and girls. If the gender-segregated budget reveals considerable imbalances in resource consumption, the municipality must take the next step and analyse whether vulnerable girls and boys, in reality, have the same opportunities for a good childhood and youth.

Please remember! The budget analysis is a tool and not a result. Visible imbalances in the resource distribution between men and women must be addressed. It means that the municipality must **act** on the basis of the budget analysis in order to promote equal opportunities between the genders.