



MOVING AHEAD: Gender budgeting in Sweden



REGERINGSKANSLIET

INTRODUCTION

In Sweden, gender mainstreaming is the main strategy to achieve the national gender equality policy objectives. A number of decisions by the Swedish Government have given the Government Offices an explicit assignment to implement gender mainstreaming in its decision-making processes, the most central of which are the legislative and budget processes. The aim is to bring about change in regular processes, in accordance with the Council of Europe's definition of gender mainstreaming.

Gender mainstreaming of the budget process focuses on three different areas: performance and financial management of government agencies, the decision-making material on which economic policy is based, and statistics disaggregated by sex, which are an important tool in the work. The objective of this work is to engender the budget process in accordance with the Council of Europe's definition of "gender budgeting".

In recent years, work has mainly focused on highlighting the gender perspective in the performance and financial management of public agencies. This involves highlighting, from a gender perspective, the link between objectives and funding of government operations, and their results. In practice, this has involved wide-ranging analysis work, with 120 analyses having been carried out so far. These have resulted in gender equality objectives in numerous areas of policy. Today, about half of all government agencies have gender equality requirements.

This publication describes the work of gender-mainstreaming the budget process in Sweden. If this work is to succeed, the Government Offices must have the correct platform in place, which is why we begin by describing the development work implemented throughout the Government Offices.

Gender mainstreaming:

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

Gender budgeting:

Gender budgeting is an application of gender mainstreaming in the budgetary processes. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.

Council of Europe definition

New national objectives for gender equality in Sweden

Overall objective:

Women and men shall have equal power to shape society and their own lives.

Interim objectives:

An equal distribution of power and influence. Women and men shall have the same rights and opportunities to be active citizens and to shape the conditions of decision-making.

Economic equality between women and men. Women and men shall have the same opportunities and conditions with regards to education and paid work that provide life long economic independence.

An equal distribution of unpaid care and household work. Women and men shall take the same responsibility for household work and have the same opportunities to give and receive care on equal terms.

Men's violence against women shall come to and end. Women and men, girls and boys, shall have equal rights and opportunities to physical integrity.

Points of departure for gender equality policy in Sweden

The Government's gender equality policy has three important points of departure. These are 1) the national objectives for gender equality, 2) that gender mainstreaming is the strategy of choice to achieve these objectives, and 3) that the objectives are to contribute to breaking down the gender-based power structure that characterises modern society.

In May 2006, the Swedish parliament (Riksdag) adopted the new national gender equality objectives proposed by the Government in its Bill *Power to shape society and your life – towards new gender equality policy objectives* (Govt. Bill 2005/06:155). In the Bill, the Government also stipulates that gender mainstreaming is the strategy that is to be used to achieve the national gender equality objectives. Gender mainstreaming is today an internationally-established strategy for gender equality work which involves integrating a gender equality perspective into all stages of decision-making processes. The same actors that normally participate in the decision-making processes are responsible for ensuring that this happens.

Gender equality policy is based on the premise that there is an order, or social system, in society which maintains unequal power relationships between women and men. In this order, women as a social group are subordinate and men superior; and men are the norm. The objective of gender equality policy is to change this gender power structure and end the systematic subordination that results in the weaker social, economic and political position in society that women in general have compared to men.

The Swedish public sector

The Swedish public sector is divided into a number of levels. The Government runs the country, and government agencies implement the decisions of the Riksdag or Government. Much public sector activity is managed and operated by municipalities and county councils.

The Government

For the Government, gender mainstreaming means that each minister is responsible for ensuring that the gender equality objectives are achieved within his or her own policy area, and that one minister is responsible for pursuing, coordinating and following up gender equality policy. For the Government Offices, gender mainstreaming involves the inclusion of a gender equality perspective at every stage of the decision-making process in all policy areas, with responsibility for this lying with each policy area. If briefing material is prepared without a gender equality perspective, it will be harder to make decisions that promote gender equality in society. Gender mainstreaming requires the civil service organisation to highlight the gender equality perspective in briefing material produced as a basis for decisions.

Government agencies

Government agencies are responsible for carrying out the tasks that the Riksdag and Government have given them. The work of government agencies is regulated by various laws as well as the annual appropriation directions which include objectives for the agencies' activities. Gender mainstreaming the work of central government involves formulating

gender equality objectives in those operations where it is relevant and following up the result from a gender perspective.

Municipalities and county councils

Municipalities and county councils are a very important part of the public sector in Sweden. They have a great deal of autonomy, even if their work is governed by the laws passed by the Riksdag and Government and subject to supervision by government agencies. Municipalities are big employers, are responsible for the local environment and carry out many of the tasks that are most prominent in our everyday lives, such as health and social services, transport, schools and child care. This makes municipalities important actors in gender equality work, because they are well positioned to influence the functions that determine the terms of women's and men's everyday lives. There are also much interesting work being done with regards to gender mainstreaming and gender budgeting in municipalities and county councils all over the country.

Development of four central areas

Implementing gender mainstreaming involves extensive, long-term and sustained development work. Systematic work in the organisation is necessary if we are to achieve permanent change. Four areas are particularly important: management and control, training, methods and work organisation. Previous gender equality work concentrated on developing one area at a time. Experiences in Sweden, however, show

that it is the combined impetus of measures in all four areas at once that brings about permanent change. The different development areas are briefly described below.

Management and control

Ways of managing and controlling an activity are by formulating objectives, rules or guidelines, and carrying out various types of follow-up. Regardless of what type of control instruments are used in an organisation or a decision-making process, the demand that gender mainstreaming is to be applied must be made clear in the regular steering documents. In some cases, completely new steering documents must be created. It is also important to keep in mind that gender mainstreaming work must be given the necessary time and resources.

Methods and procedures

Method development is an important part of gender mainstreaming work, and involves finding methods and procedures for integrating the gender equality perspective. It might, for example, involve the development of analysis methods. One experience of method development work is that it is important that the methods are adapted to the specific circumstances and requirements of the operations – different decision-making processes require different methods and approaches. It is also important that the methods function in the everyday work, and do not become something that is done separately. This means that method development should take place in close consultation with the operation in which the methods are to be used.

Training

Gender mainstreaming requires know-how, so it is important to review the organisation's knowledge needs. There are a number of aspects to take into account here. The courses provided must meet basic knowledge requirements within the organisation. The methods to be used in the operations must be taught. The range of courses provided by the organisation may need to be supplemented with new parts added to existing courses and with new courses. Those who work with recruitment need to ensure that new employees have, or receive, the correct know-how.

Coordination

The organisation must be given resources for the work of implementing gender mainstreaming. This might require that the organisation undergo change and that resources are reallocated. It might mean that various functions in an organisation are given new tasks and new responsibilities, but it might also involve the creation of a special function to coordinate of the work of gender mainstreaming in the organisation or in a process.

The Government Offices consist of the Prime Minister's Office, nine ministries and an Office for Administrative Affairs. The Government Offices employ about 4,600 non-politically appointed civil servants and about 190 political appointees. The Government controls the public agencies, which means that the Government Offices function as a sort of "conductor" of central government administration.

GENDER MAINSTREAMING IN THE SWEDISH GOVERNMENT OFFICES

In 2004 an extensive work of change started in the Swedish Government Offices with the aim of implementing gender mainstreaming. The starting point for this change was the Government's demand that all policy areas are to take the gender equality perspective into account in their work. The overall aim has been to change regular structures and decision-making processes. Another aim has been to work systematically to develop control, methods, training and coordination in the Government Offices as an organisation, as well as in each individual part of the decision-making process.

Plan for the implementation of gender mainstreaming in the Government Offices

In the spring of 2004, the Government adopted a *Plan for Gender Mainstreaming in the Government Offices*. This forms a platform for long-term change. The plan covers six years (2004–2009) and is a common framework for implementing gender mainstreaming throughout the Government Offices. The plan aims to engender the two central decision-making processes in the Government Offices – the legislative process and the budget process – but puts particular focus on gender budgeting.

The entire Government Offices organisation is to contribute

The overarching plan sets out a number of objectives that are to have been achieved no later than 2009. The plan also stipulates that the entire Government Offices are to contribute to achieving the objectives. This means that all ministries, the Prime Minister's Office and the Office for Administrative Affairs are included. The objectives relate to the four areas of management and control, training, method development and coordination. Because the overarching plan does not contain any activities, the work is broken down into annual undertakings adopted by the

Government. These undertakings are then converted into activities by each ministry, the Prime Minister's Office and the Office for Administrative Affairs.

The results of the work are followed up each year

The plan contains a number of key indicators that are followed up each year. Because the plan focuses particularly on the budget process, there are a number of indicators related to this particular process; for example, the extent to which statistics in the Budget Bill are disaggregated by sex, how many gender equality objectives have been identified in various policy areas, and how many gender equality analyses have been carried out.

New tasks for the Government Offices'

Division for Gender Equality

The Government Offices have a special division that assists the Minister for Gender Equality Affairs in pursuing, coordinating and following up the Government's gender equality policy. The Division's responsibilities with regard to the overarching plan for gender mainstreaming include the following:

- leading and coordinating the work of implementing the Government's plan at Government Offices level,
- acting as consultants to support the ministries, the Prime Minister's Office and the Office for Administrative Affairs in their work of implementing their undertakings in the plan,
- developing methods and training in gender mainstreaming,
- producing bases for Government decisions on annual action plans,
- following up the overall plan and reporting to the Minister for Gender Equality Affairs on an ongoing basis.

Gender equality coordinators appointed throughout the Government Offices

At the end of 2003, the ministries, the Prime Minister's Office and the Office for Administrative Affairs were instructed to appoint gender equality coordinators. Some ministries have chosen to appoint several coordinators, and there are today a total of 21 coordinators across the Government Offices. The task of the gender equality coordinators is to coordinate and plan the gender mainstreaming work within their ministries, and provide support and guidance in the work.

21 gender equality coordinators

The most important tasks for the coordinators are the production of annual action plans for the ministries, taking part in the inter-ministerial working group for gender mainstreaming, coordination of training and dissemination of support and information in their ministries. The coordinators are not, however, responsible for carrying out, examining or approving gender equality analyses, nor for work on the gender equality perspective in regular decision-making material. Responsibility for this lies with the civil servants who are producing the material.

The organisation of gender mainstreaming work

All ministries have built up an organisation around the coordination function and the gender mainstreaming work, consisting of about 150 people in contact groups or working groups with the task to disseminate information and support to their ministerial areas.

Development of activity-appropriate methods

The Government Offices now have a number of different methods and tools to support the gender mainstreaming of various types of briefing material. The methods and the tools are specifically adapted to each activity, so that they can be integrated into the regular work of producing decision-making material.

Methods now in use

For example, there is now one method for formulating gender equality objectives within a policy area, and another method provides guidance on how to integrate a gender equality perspective into committee terms of reference. There are also a number of tools in the shape of checklists, e.g. for engendering the budget bill and for assessing the results achieved by public agencies on the basis of established gender equality objectives.

Method development

In 2004, the Government Offices brought in three officials who worked to develop methods and provide training in the production of objectives and analyses. A special committee known as *JämStöd* (Gender Mainstreaming Support) was then appointed in early 2005 to test and develop new methods and training in gender mainstreaming in the Government Offices and government agencies.

JämStöd (Gender Mainstreaming Support)

– a committee working with training, methods and information on gender mainstreaming in the work of central government

To support the work of gender mainstreaming in the work of central government, the Government appointed a committee in January 2005 which is to:

- provide information about gender mainstreaming and the responsibility of government agencies for the implementation of gender equality policy,
- design training courses in gender mainstreaming,
- develop methods for gender mainstreaming, and
- create a forum for exchanges of experience between public agencies in gender mainstreaming issues.

Special training measures and supplementation of regular course programmes

The Office for Administrative Affairs provides support and service to the ministries in administrative issues, including skills development. Since 2004, the Office for Administrative Affairs has been responsible for providing courses in gender equality to Government Offices personnel.

Regular course programme

The regular course programme has been supplemented with different courses in gender equality, including gender theory and statistics disaggregated by sex. Except for this, different methodology seminars are provided within the framework of the regular course programme. For budget work, these deal with carrying out gender equality analyses within a policy area. The methodology seminars are adapted to the activities and teach methods as well as provide supervision. Apart from this, information about gender mainstreaming is also provided in courses for new

employees and heads of units at the Government Offices. Gender mainstreaming is also addressed in other relevant courses, for example related to budgetary work, provided by the Office for Administrative Affairs.

Special training measures

Apart from changes in the regular programme of courses, practically all ministers, political appointees and senior civil servants in the Government Offices have attended gender equality training. In 2004 and 2005, training in the shape of two special development programmes was also provided to the ministries' gender equality coordinators and officials at the Government Offices' Gender Equality Division. The development programmes focused on the consultative role of the gender equality coordinators and the Gender Equality Division in gender mainstreaming work.

The Ministry of Finance's gender mainstreaming work

The Ministry of Finance has a central role in coordinating the budget work of the Government Offices. This gives it a pivotal role in the Government's work of gender-mainstreaming the national budget. Apart from responsibility for coordinating the budget work, the Ministry has five policy areas of its own. The Ministry has appointed four gender equality coordinators who work within the various areas of responsibility at the Ministry. Some examples of the Finance Ministry's gender mainstreaming work are outlined below.

Briefing material as a basis for economic policy

The Finance Ministry's Economic Department is responsible for producing a special distribution policy appendix to the Spring Fiscal Policy Bill. This year's work on the distribution policy appendix has introduced changes to make gender visible throughout the appendix.

The Economic Division has also, together with the Government Offices' Gender Equality Division, worked to improve the appendix to the Budget Statement which reports the distribution of economic resources between women and men. These appendices are part of the decision-making material that forms economic policy. *(Read more about this work on page 14-15.)*

Work on objectives and analysis in five policy areas

In its 2004–2005 analysis work, the Ministry of Finance carried out around ten analyses within its five policy areas. It was found that several agencies that

report to the Ministry of Finance, such as the Administrative Development Agency, Statistics Sweden and the National Institute of Economic Research, are well positioned to promote gender equality in their assignments. The Administrative Development Agency, for example, has been given the task of reporting how it intends to take a gender equality perspective into account in the agency's development measures that are oriented towards central government administration.

Steering documents for the budget work

The Ministry of Finance's Budget Department has worked with the Government Offices' Gender Equality Division in drawing up the directions sent to all ministries regarding the forthcoming Budget Bill. The ambition has been to make the gender perspective clearer in these steering documents.

Gender perspective on tax reforms

The Finance Ministry's Tax Department is planning a development work to find methods for analysing tax legislation proposals from a gender equality perspective.

Briefing material for international negotiations

The Finance Ministry's International Department has begun work with the objective of introducing gender equality aspects into international negotiation work within bodies such as the EU, IMF and OECD. The point of departure here is economic efficiency from a gender equality perspective.

GENDER BUDGETING IN SWEDEN

Different countries produce their national budget in different ways. As in other countries, the budget process in Sweden is one of the most important tools in the control of central government operations. It is an extensive process that goes on throughout the year and consists of many different phases. The budget process includes everything from assessments of economic outlooks and the setting of economic frameworks for central government operations – economic policy, in other words – to the formulation of objectives for central government operations, allocation of resources and follow-up and analysis of operational results.

In brief, the budget process can be described as follows:

- The Ministry of Finance compiles and analyses various types of material to assess economic developments.
- Public agencies submit their annual reports.
- The Government Offices compile the information about results from the public agencies, and analyse/assess the results.
- The Government Offices engage in dialogue with the public agencies on objectives and results.
- The Government submits the Spring Fiscal Bill to the Riksdag. The Spring Fiscal Bill contains a Budget Statement which presents economic policy and the economic framework for the national budget.
- The Government submits the Budget Bill to the Riksdag. The Budget Bill contains the Budget Statement, operational objectives and economic frameworks for all policy areas, as well as an assessment of the results of the work of public agencies.
- The Government sets out more detailed operational objectives and resources for each agency in the annual appropriation directions.

The Budget Bill

The Budget Bill is an extensive document consisting of about 12 parts. For the 2005 fiscal year it ran to a total of about 2,900 pages. It contains:

- a Budget Statement with general guidelines for economic policy and assessments of the economic outlook
- proposals for budget policy objectives and
- an expenditure ceiling
- forecasts for the current and following year
- proposed changes in taxes
- accounts of operations and financing for each
- policy area
- a proposed national budget.

27 areas of expenditure, 48 areas of policy

For some time, the budget has been divided into 27 expenditure areas, which corresponds to the number of committees in the Riksdag. 2001 saw the introduction of a more detailed structure, consisting of 48 policy areas. One reason for dividing the national budget into policy areas was that with areas of expenditure alone, it proved difficult to formulate objectives that were specific enough to enable follow-up and assessment of whether objectives had been achieved. At policy area level, the objectives now usually express a situation in society which the Government and Riksdag wish to achieve. This allows a closer linkage between objectives, costs and results.

Gender budgeting – what does it mean?

The Swedish gender budgeting work focuses on three different areas: highlighting the gender equality perspective in the decision-making material that forms the basis of economic policy and in the economic management and control of public agencies, and statistics disaggregated by sex as an important tool in the work.

From project to mainstream

In 2002, the project *An Equal Share* was launched to work on gender mainstreaming of the central government budget process. The project worked in a number of areas, including method development and identification of training requirements. Important experience was gained about what the key factors are in gender mainstreaming of the budget work.

The project was wound up in 2004 when the work of gender mainstreaming the budget process entered a new phase. The Government's decision to adopt a plan for the implementation of gender mainstreaming, and its undertaking to implement gender equality analyses in all policy areas – and where possible formulate gender equality objectives – meant that the work of gender mainstreaming the budget process has become a part of the regular work.

Gender mainstreaming of the decision-making materials on which economic policy is based

Economic policy is based on compilations and analyses of briefing material such as reports, calculations and forecasts. These compilations are the briefing materials used by the Government in its work of establishing the orientation of economic policy. Gender mainstreaming of the material on which economic policy is based involves highlighting the gender equality perspective in this material. The objective is to enable the pursuit of economic policy that promotes a society where men and women live on fair and equal terms.

The first demands that the different conditions of women and men should be highlighted in the material on which economic policy is based were presented as early as the late 1980s. This might be analyses of distribution, long-term planning and specially-ordered material such as time-use studies which illuminate differences in paid and unpaid work.

Distribution policy report

The Finance Ministry's Economic Department is responsible for producing a special distribution policy appendix to the Spring Fiscal Policy Bill. This year's work on the distribution policy appendix has undergone change, to make gender more visible in the appendix.

Distribution of economic resources between women and men

In 1988, a special appendix was introduced into the Budget Bill that reports the distribution of economic

resources between the sexes. Since 2003, this appendix has been attached to the Budget Statement, to emphasise its overarching nature. In recent years, the Ministry of Finance and the Government Offices' Gender Equality Division have worked together to raise the level of ambition for the appendix.

The appendix shows how lack of equality between women and men is expressed in economic terms, but also how welfare systems contribute to reducing economic differences between the sexes. The appendix analyses the economic conditions of women and men. It reports on the distribution of household work, gainful employment and other occupations, as well as income from work and capital, and payments made under social insurance schemes. Finally, it describes disposable income for women and men by adding together various categories of income and subtracting taxes. The appendix also has a theme for each year.

Time-use studies

Another important basis with which to illuminate differences between women's and men's economic conditions is the distribution of unpaid work. Statistics Sweden has therefore been given the task of carrying out time-use studies every ten years. The first time-use study was carried out in 1990–91 and the second one in 2000–2001.

Long-term planning

The 1988 Bill on Equality Between Women and Men also stressed that Government commissions of inquiry,

such as the Finance Ministry's recurring Long-term Planning Commission, should be directed to increasingly analyse and report the effects of their proposals from a gender equality perspective. This also took place to a certain extent when the situation of women was particularly analysed in the Long-term Planning

Commissions of 1990 and 1992, and of 2003–2004. For example, one report from 2004 focus the unequal division of time, responsibility and money between the sexes, suggesting how greater gender equality could help meet the demographic challenges facing Sweden.



Appendix to the Budget Bill's Budget Statement: Distribution of economic resources between women and men

The 2005 Budget Bill showed, for an example household, how parental leave and part-time work due to small children affected the income and pension base of the woman and the man in the example household. In summary, it was found that parenthood costs women substantially more in economic terms than it costs men. In this example, the loss of income over a ten-year period was SEK 304,000 for the mother and SEK 10,000 for the father. This will be reflected in their future pensions. The main reason for the difference is that women to a large extent work part-time. In the 2006 Budget Bill, this was followed up with a theme on the extent of part-time work and its financial consequences for women and men.

Gender mainstreaming of economic control

Economic control is a blanket term in central government administration, encompassing performance as well as financial management. Performance management means steering events towards a desired result by setting up objectives for the activity, and then following up the results. Financial control is about how much resources are allocated to achieving the objectives. Objectives are formulated for central government activities within the framework of the budget process, and resources are allocated for the achievement of these objectives.

Allocation of objectives and resources to each policy area are presented in the Budget Bill. The Government sets out more detailed objectives, and resource allocation for each public agency, in the annual appropriation directions. A report of and an assessment of the agencies' results are presented in the Budget Bill, and form the basis of a new allocation of resources and possibly new or reformulated objectives.

Objectives of economic control

– good governance

The objectives of economic control are to provide the Government with the material it needs to make decisions that promote good control over Government finances, resource allocation that is in accordance with political priorities, and a high level of productivity and efficiency in the use of central government resources. Gender mainstreaming can be seen as a part of the development and improvement

of economic control, and as such one that helps achieve the objectives of economic control.

Formulate gender equality objectives within all policy areas

Gender mainstreaming of economic control also involves clarifying the links between objectives, funds and results from a gender equality perspective. As a first step, all policy areas have begun the work of analysing how their operations can achieve greater gender equality and how they can contribute to achieving a more equal society. Gender equality objectives have been formulated on the basis of these analyses in relevant policy areas or sub-areas.

The work has above all been oriented towards developing control by use of objectives and results. It has only touched on actual financial control to a small extent. As the work of gender equality analyses is deepened and the knowledge base expands regarding resource allocation and results, it might in the long run also enable gender mainstreaming of financial control, where this is desirable and where it would contribute to achieving the national gender equality objectives.

Follow-up of gender equality objectives and reporting requirements

When agencies have reported results based on their gender equality objectives, the next step in performance management begins – follow-up. The gender equality objectives are followed up during the regular

annual follow-up, in which the agencies submit information in their annual reports and receive feedback on their operational results. The Government Offices are currently working to improve follow-up of the gender equality objectives and the reporting requirements in the agencies' appropriation directions.

A special checklist for result assessment has been drawn up and a training course designed in which the officials responsible for management and control of public agencies receive supervision in how to assess the results with reference to the stipulated gender equality objectives. The aim is that the course will become part of the regular course programme and that the checklists will become one of the regular steering documents.

Gender analyses part of the regular work

Gender analyses with the purpose to identify gender equality objectives are continuously to be carried

out by those officials who usually work to produce appropriation directions or texts for the Budget Bill within that policy area. A special method is used to support the analysis work, which is adapted the structure of the policy area, the various steps of the budget process and the work procedures of the Government Offices.

The regular programme of courses contains methodology seminars where training in methodology is sandwiched with supervision of analysis work. The work of carrying out gender equality analyses is coordinated by the gender equality coordinators at the ministries. The gender analysis- work has now come to the point where it is time to prioritise which policy areas, or sub-areas, are central to achieving the national gender equality objectives. In 2006, the ministries will decide what areas of activity are most relevant and are to have highest priority, after which analysis work will continue within the prioritised policy areas.

The result of two years of objective/analysis-based work

120 gender equality analyses carried out in all policy areas

In 2004 and 2005, widespread analysis work was carried out at the Government Offices with the objective of formulating gender equality objectives in all relevant policy areas. The Government's requirement was that at least one gender equality analysis was to be carried out within each policy area.

The work resulted in over 120 gender equality analyses in 48 policy areas, about 50 objectives, a number of indicators and instructions to public agencies to produce indicators within more policy areas, a further 20 or so assignments, and around 60 reporting requirements in the agencies' appropriation directions. Today, about half of the Government agencies have gender equality requirements, including in the form of gender equality objectives.

New and reformulated gender equality objectives

The objectives that the gender equality analyses have resulted in include completely new objectives which reflect the gender equality perspective in that policy area, as well as existing objectives whose gender equality perspective has been strengthened. In many cases, it has been more useful to formulate assignments to public agencies, rather than objectives. This applies above all to policy areas where gender equality issues have previously had a low profile and where there are extensive knowledge gaps in the form of e.g. lack of research and statistics.

Knowledge lift in all policy areas

During the analysis work, 400 people took part in training and supervision on how to carry out gender equality analyses and produce gender equality objectives in their policy area.

Example: the results of one analysis in the policy area “Labour market”

A gender equality analysis in the policy area “Labour market” shows, among other things, that men are over-represented in the most effective labour market programmes – those that are most similar to ordinary jobs and often lead to regular jobs. Women are instead over-represented in preparatory measures that less often lead to permanent jobs. The analysis also shows that men receive a larger share of the resources devoted to labour market policy measures. Looking at labour market training, the analysis shows that women are over-represented in training fields with low per-capita costs, while men are over-represented in those with high per-capita costs. One conclusion of this was that the Labour Market Administration must review the gender distribution of the various programmes and the cost of measures, to achieve a fairer allocation of resources and better-quality courses that to a greater extent lead to permanent jobs for women too.

Methods for formulating gender equality objectives in a policy area

The method can be summarised in the following steps:

- Decide whether gender equality is relevant in the policy area.
- Produce data/statistics showing gender patterns in the area, primarily with respect to representation and resource allocation.
- Draw conclusions on whether the work needs to change to boost gender equality, and in that case how.
- Propose new or reformulated objectives/new or reformulated reporting requirements or reforms that would boost gender equality in the policy area.
- The result of the analysis work is worked into texts in the Budget Bill, appropriation directions to public agencies etc.

Special focus on statistics disaggregated by sex

Gender equality statistics are statistics that describe social and economic developments from a gender equality perspective. Women's and men's circumstances in the community, the labour market and the family are to be highlighted and taken into account in all decision-making in all policy areas. This requires that all statistics about individuals are disaggregated by sex and reflect gender equality issues in society.

Official statistics related to individuals are to be disaggregated by sex

Since 1994, the Ordinance on Official Statistics has had a special section saying that official statistics related to individuals are to be disaggregated by sex. This means that all public agencies that produce statistics are obliged to present statistics that relate to individuals disaggregated by sex. There is now an extensive body of statistics that can be used to illuminate gender differences in various types of briefing material.

The ordinance on Official statistics

"Official statistics related to individuals should be disaggregated by sex, unless there are special reasons for not doing so." (2001:100)

The public agency Statistics Sweden has had a special gender equality statistics unit since 1982. Their work includes developing, compiling and publishing gender equality statistics. One of their publications is *Women and men in Sweden. Facts and Figures*, which has been published at regular intervals since 1984. The book highlights gender equality trends in Sweden using statistics about women and men in a number of different areas.

The Swedish requirement for statistics disaggregated by sex finds its equivalent in the undertakings made by various countries of the world at the 1995 World Conference on Women in Beijing. For Sweden, this entails continuing to work actively to improve statistics from a gender equality point of view.

Statistics disaggregated by sex – a prerequisite for gender mainstreaming

Access to statistics disaggregated by sex is pivotal in the work of implementing gender mainstreaming, not least in the various parts of the budget process. Statistics disaggregated by sex show the differing circumstances, needs and conditions of women and men. It is also important that the results and resource allocations of various operations are reported by sex. Failure to use statistics disaggregated by sex in the materials on which decisions are based allows significant differences between women and men in society to be concealed.

In gender budgeting work, statistics disaggregated by sex must be required in a number of different contexts. In control of results, for example, annual appropriation directions to the public agencies may have to formulate the requirement that the agencies' reporting is to be disaggregated by sex. With reference to material on which economic policy is based, it might be a case of ensuring that the statistics used are disaggregated by sex, and that the analyses take into account the differing conditions and circumstances of women and men.

Course and handbook for work with statistics disaggregated by sex

In 2004, Statistics Sweden was given the assignment of producing advice and guidelines for work with statistics disaggregated by sex. This resulted in a handbook directed towards a broad target group that included officials in central government administration without in-depth knowledge as well as public agencies that produce statistics. One group for whom the book was written was officials at the Government Offices whose job it is to produce, use or order statis-

tics disaggregated by sex. The handbook is also used in courses in statistics disaggregated by sex, which are part of the regular programme of courses for Government Offices personnel.

Statistics disaggregated by sex in the Budget Bill

The Budget Bill is one of the Government's most wide-ranging and central bases for decision-making. A follow-up in spring 2006 found that the base of statistics disaggregated by sex could be improved. In the 2006 Budget Bill, half of the tables and graphs related to individuals were presented by sex. The Government has stipulated the objective that in the next Budget Bill, all individual-related tables and graphs are to be presented, commented and analysed by sex, unless there are special reasons for not doing so. To achieve the Government's objective, the ministries are examining why not all individual-related tables and graphs in the Budget Bill are disaggregated by sex. In this work, the Government Offices Gender Equality Division is providing training for officials who work on the Budget Bill.

Read more about gender equality policy in Sweden

The Government Offices website contains information and publications on gender equality. Some of the publications can be ordered as a printed version via the website.

Direct link to websites about gender equality:
<http://www.sweden.gov.se/sb/d/4096>

Ordering material via the website
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S-103 33 Stockholm