

**Evaluation  
of the National Action Plan  
for Gender Equality**

Final Report  
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*By order of:*

**State of Luxembourg**

represented by the

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## **1. The National Action Plan for Gender Equality in Luxembourg**

### **1.1 The basic principles of the National Action Plan**

The National Action Plan for equal opportunities for women and men, with a term of just under three years (up to 31.12.2008), was adopted by the Luxembourg government in February 2006. In June 2006, the *Ministère de l'Égalité des chances* (Ministry for Equal Opportunities) of the Grand Duchy of Luxembourg commissioned Gitte Landgrebe S.à.r.l from Wasserbillig, Luxembourg, to evaluate the National Action Plan. This final report contains a summary of the findings of the external evaluation. The material volume that accompanies the final report holds the key evaluation documents with detailed findings and examples of "Good Practice" from various ministries.

#### ***Ties to international equality policy***

The National Action Plan for Gender Equality in the Grand Duchy of Luxembourg is tied to the strategies of international equality policy pursued by the United Nations and the European Union. These include:

- The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW),
- The 1997 Amsterdam Treaty of the European Union, and
- The international agreements in the final document of the UN's Fourth World Conference on Women in Beijing.

Equality between the sexes is also included as an objective in the national plans for innovation and full employment as well as for sustainable development formulated as part of the implementation of the Lisbon Strategy<sup>1</sup> and also in the national action plan to combat poverty and promote social inclusion. The European Commission reaffirmed the equality mandate in the 2006 European Pact for Gender Equality in the world of work and the Commission's "Roadmap for Equality between Women and Men" from 2006. Member States are also encouraged to consider the perspective of gender equality in their reports on the implementation of their national reform programmes. The national basis for the equality plan is rooted in the constitution (Article 11, 2006). This dictates that the government must actively promote equality between women and men and eliminate existing obstacles.

#### ***Bundling of all government undertakings related to equality policy***

With the issue of the National Action Plan, the Luxembourg government has bundled and strengthened its equality policies. The CEDAW Committee has taken a positive stance on the strategy with the implementation structure and measures of the individual ministries in its observations on the 5<sup>th</sup> report by the government of Luxembourg on the state of the elimination of discrimination against women in Luxembourg and has underlined the importance of the plan in respect of gender equality.

The plan's objectives are the continued enforcement of gender equality in Luxembourg and a reduction in discrimination against women in all areas of life. In its approach, the action plan is based on a dual strategy to realise equality between the sexes. The goal is to integrate equality with the strategy of gender mainstreaming into all political measures, including legislation. Here, the plan is committed to the top-down approach. This dictates that the senior politicians and specialists within the political system are in charge of arranging and implementing gender mainstreaming at all levels as part of their management responsibility. The government took due account of this principle by

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<sup>1</sup> Adopted in the year 2000.

including gender equality in the 2004 government statement as a political focal point for the new legislative period. What is more, targeted steps are being taken to reduce discrimination against women and promote their equality.

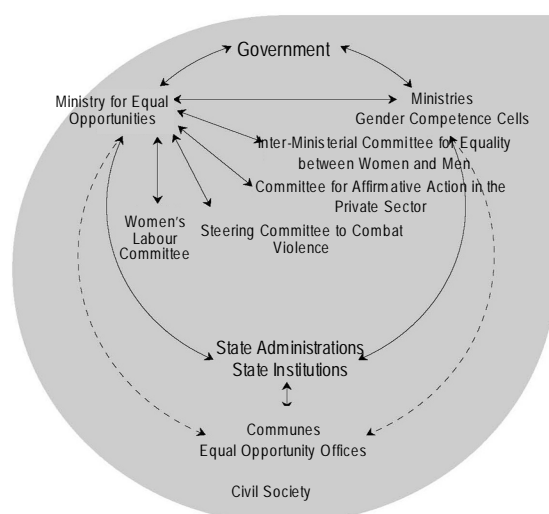
The measures in the action plan were pooled into 12 topics to be implemented on the basis of the Beijing Platform for Action. Relevant indicators were defined, interventions were planned and implemented, and their success has been measured.

## 1.2 Organisation and coordination of implementation of the National Action Plan<sup>2</sup>



MINISTÈRE DE L'ÉGALITÉ  
DES CHANCES

### Players



Responsibility for implementing the National Action Plan lies with the government as a whole. Inter-ministerial coordination and management was placed in the hands of the C.I., the *Comité interministériel de l'égalité entre femmes et hommes* (Inter-Ministerial Committee for Equality between Women and Men). The task of actually planning and implementing the measures defined in the action plan was given to the ministries with specialist responsibility for these areas. Within these ministries a *cellule de compétences en genre* (gender competence cell) was created.

Coordination of the activities of the action plan was overseen by the *Ministère de l'Égalité des chances*. This ministry was also responsible for managing the Inter-Ministerial Committee and collaborating with the external company commissioned to conduct the evaluation.

The target groups for the evaluation were therefore the Ministry for Equal Opportunities as well as the Inter-Ministerial Committee for Equality between Women and Men and the gender competence cells of the ministries with specialist responsibility for certain areas.

## 2. Focal points and methods of the external evaluation

### Focal points

There were two focal points for the evaluation of the implementation of the action plan:

- The annual assessment of the implementation status of the measures (Ch. 3), and
- An assessment of five pre-defined topics:
  - Opportunities, potentials and/or obstacles relating to the introduction of the strategy of gender mainstreaming into the political and specialist work of the government (Ch. 4),

<sup>2</sup> Chart taken from a PowerPoint presentation given by Ms Maddy Mulheims during a guest lecture at Humboldt University Berlin.

- Central decision areas for the integration of the gender dimension (Ch. 5),
- The most appropriate tools and methods (Ch. 6),
- Decision and implementation structures for the policy of gender equality (Ch. 7), and
- Best practices for transfer and/or generalisation (Ch. 8 and 9).

### ***Approaches and methods***

The evaluation was practical and responsive in design, enabling the results to be used promptly to manage the implementation of the National Action Plan.

The methods employed in the evaluation included:

- Participation in meetings held by the *Ministère de l'Égalité des chances*, the *Comité Interministériel* and, once a year, the Gender Competence Cell of the ministries,
- Development and use of evaluation methods to assess, control and manage the implementation of the National Action Plan, particularly the development and arrangement of sets of structure and process indicators,
- Discussions with experts, e.g. from the *Service central de la statistique et des études économiques* (Central Service for Statistics and Economic Studies – STATEC), the *Syndicat des villes et des communes luxembourgeoises* (Association of Luxembourg Towns and Municipalities – SYVICOL), the *Chambre de Commerce* (Chamber of Commerce) and the *Chambre des Métiers* (Chamber of Skilled Trades) or from the *Institut national d'administration publique* (National Institute of Public Administration – INAP),
- Documentation, evaluation and reporting in the form of two interim reports and one final report, and
- Analysis of the basic principles of gender mainstreaming, analysis of procedural conditions and organisation of effective, gender-related and equality-oriented administrative action, including international searches.

The evaluation plan and methods were discussed agreed with the *Ministère de l'Égalité des chances* and in the *Comité Interministériel*.

## **3. Implementation of the measures of the National Action Plan**

### **3.1 Allocation of measures to central decision areas**

The measures in the action plan were systematically allocated to the central decision areas for governmental action. These are:

- The **Internal Management** area – all measures to modernise and optimise internal organisational structures and workflows belong here. The target groups for the activities in this area are the employees themselves and their work conditions. Examples in the National Action Plan are the establishment of gender competence cells in all ministries or advanced training for employees,
- The **External Management** area with law-making tasks – the central means of external management is legislation, and the government's contribution to this is major. The enactment of *règlements grand-ducaux* (Grand-Ducal Regulations) also belongs

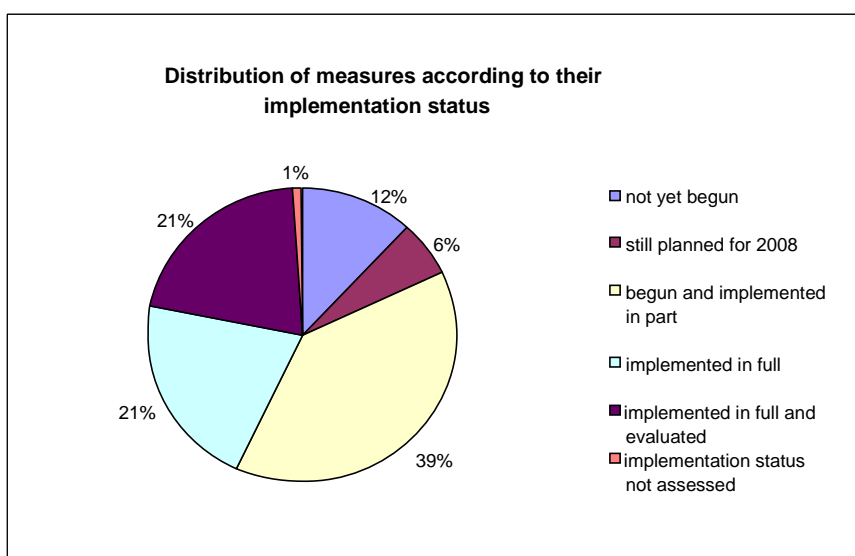
here. The activities in this area are aimed at parliamentary bodies as well as the general public. Examples in the National Action Plan are the embodying of equality in legal texts of general consequence in the “basic and advanced training” topic or the law to combat human trafficking in the “implementation of basic rights” topic, and

- The **Third-Party Activation** area with public relations work, development programmes and incentive mechanisms – all measures and activities that the state directs at third parties in the realisation of its political aims belong here. The state tools tend to be financial and sometimes intangible incentives. Measures in the area of third-party activation always target the involvement of social groups and non-governmental organisations. Examples in the National Action Plan are campaigns to raise awareness among different social target groups.

The activities of the ministries within the framework of the National Action Plan were evaluated with due regard for the various different goals and target groups for government action.

### 3.2 Implementation of the specialist measures

Upon the expiry of the term of the action plan, there are 97 measures remaining in the tabular list of the plan's specialist measures. A very detailed presentation, arranged according to ministries, can be found in the material volume. All the measures were also assessed on the basis of their implementation status:



According to the assessment, during the almost three-year term of the plan more than 80% of measures entered the implementation phase, having either begun and been implemented in part (39%) or been “implemented in full” (21%) or been “implemented in full and evaluated” already (21%). However, a total of 12% of measures have not yet begun. In more than half the ministries, an equal share of women and men have been involved in implementing the measures.

#### ***Implementation of measures in the three decision areas***

The implementation status was also assessed on the basis of the allocation of the measures to the three decision areas. This makes it possible to depict the differing complexity of the measures. For example, measures that target changes to administrative structures (Internal Management area) or the preparation of laws, e.g. to combat human trafficking, take far longer to implement than the promotion of advanced training for female candidates and politicians (Third-Party Activation area).

The action plan also included measures for which implementation is an ongoing process in the sense of work in progress, e.g. the introduction of gender mainstreaming into the national action plan to combat poverty and promote social inclusion. These were categorised in the evaluation as “begun and implemented in part”.

The highest processing and implementation quota, at 87%, concerns measures in the “Third-Party Activation” decision area, while the lowest implementation quota, at 70%, relates to measures in the “Internal Management” decision area. In respect of the 13 measures in “External Management”, a (political) decision was taken to cease pursuing one of them in this legislative period (“integration of all equality laws”; 6.6 in the “economy” topic). The measure “equality in health insurance – maternity” (3.5 in the “health” topic) was not evaluated by the competent *Ministère de la Santé* (Ministry of Health) in the final analysis. So, in fact, almost all the laws planned have actually got off the ground or are still undergoing administrative processing.

*Distribution of measures in the three decision areas according to their implementation status*

Implementation status	All measures		Internal Management area		External Management area		Third-Party Activation area	
	Number of measures		Number of measures		Number of measures		Number of measures	
	absolute	in %	absolute	in %	absolute	in %	absolute	in %
Not yet begun	12	12	8	27	2	16	2	4
Still planned for 2008	6	6	1	3	0	0	5	9
Begun and implemented in part	38	39	12	40	4	31	22	41
Implemented in full	20	21	5	17	3	23	12	22
Implemented in full, analysed for further undertakings and used	20	21	4	13	3	23	13	24
Implementation status not assessed	1	1	0	0	1	8	0	0
<b>Total</b>	<b>97</b>	<b>100</b>	<b>30</b>	<b>100</b>	<b>13</b>	<b>101*</b>	<b>54</b>	<b>100</b>

\* Works out at 101% due to rounding.

There are still plans to begin six measures in 2008. These include raising awareness among customers and the issue of a multilingual information tool for women (two measures as part of the campaigns against trafficking in women). These measures are to be based on the findings of the 2007 prostitution study. The advancement of female candidates and politicians for the next legislative elections in 2009 will begin at the end of 2008 (a measure in the “participation” topic).

The eight measures in the “Internal Management” decision area<sup>3</sup> for which implementation has not begun can be bundled into two groups:

- Measures for advanced employee training and organisational development. These include specific training measures to proactively raise awareness among members of the judiciary, police officers and prison staff as well as consideration for equality in redynamising and optimising labour administration, and
- Complex content-related measures, where equality between women and men should be integrated as early as the conception phase. These include a gender-specific

<sup>3</sup> This represents two thirds of measures that have not entered the implementation phase.



analysis of local public transport offers as well as the introduction of gender into both school development and the evaluation of school quality.

The differences that can be observed in the three decision areas are due to the various goals and target groups for the measures. For example, the modernisation of administrative procedures, which lies at the heart of the “Internal Management” decision area and to which the implementation of gender mainstreaming can make a sustainable contribution<sup>4</sup>, is regarded as lengthy and complex. It is not just a case of making changes to organisational structures and workflows. Employees also have to be integrated and involved in the process. On the other hand, “Third-Party Activation” measures are easier to realise because the relevant ministries responsible with an original specialist political mandate can take the initiative.

### **Summary**

All in all, the evaluation has found that processing of the specialist measures of the action plan has largely been a success, albeit that not all measures have been completed yet. One reason for this is the fact that the term of the action plan, at under three years, was limited, meaning that some 40% of measures that were begun could only be implemented in part. Their completion and evaluation will therefore be handled after the end of the action plan.

### **3.3 Implementation of the structural measures**

The action plan contains a series of structural measures for all ministries. The evaluation for this focal point was aimed at the impact of these measures internally, most notably on:

- The implementation of the top-down approach, i.e. the involvement of decision-makers and all senior officials,
- The introduction of binding organisational structures or clearly defined responsibilities. This includes the establishment of a gender competence cell, participation in the *Comité Interministériel* and the regulation of roles, tasks and decision-making powers in respect of the implementation of the action plan,
- The setup of a ministerial gender equality work plan extending over several years,
- The introduction of goal-oriented advanced training, and
- The provision of resources, such as time, money or external experts.

All ministries had also undertaken to develop gender-specific statistics for their area of responsibility.

In 2006, a set of structure and process indicators for measuring the implementation status were developed and agreed in the *Comité Interministériel*. These indicators were based on the guiding principle of “gender mainstreaming in four steps” agreed in the National Action Plan and on the top-down strategy. They were pooled into five topics, then differentiated further. This checklist was used to measure the implementation status of the structural measures in 2007 and 2008<sup>5</sup>.

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<sup>4</sup> Cf. Kuhl, Mara: Umsetzungsbedingungen für eine europäische Gleichstellungsstrategie im postkommunistischen Kontext: Gender Mainstreaming in Estland. (The implementation of a European equal opportunities strategy in a post-communist context: gender mainstreaming in Estonia.) Potsdam 2007.

<sup>5</sup> The checklist for 2008 was a few items shorter; the up-to-date list and findings are in the material volume, chapters 6.2 and 6.3.

### ***Equality as a managerial task***

Gender equality in all political areas has yet to be accepted as a managerial task in all ministries. While authority and responsibility for the implementation of the National Action Plan has been organised in more than half the ministries, the decision-makers and senior officials themselves do not yet have sufficient strategic knowledge with regard to gender mainstreaming. What is more, only roughly half the decision-makers and senior officials regularly keep abreast of findings by the *Comité Interministériel*.

The binding involvement of decision-makers in the implementation of the National Action Plan was envisaged in the bill for the Grand-Ducal Regulation developed by the *Ministère de l'Égalité des chances* but rejected in the Council of Ministers (February 2006).

### ***Organisation and responsibility***

The gender competence cells were introduced into all ministries with the exception of the *Ministère de la Santé*. In some ministries, the tasks of the competence cell were assigned to the existing executive bodies. In others, gender competence cells were set up specially. In roughly half the ministries, female and male senior officials are also represented<sup>6</sup>. In some ministries, only the two members of the *Comité Interministériel* belonged to the gender competence cell.

Participation in the C.I. was assured in two thirds of the ministries, but to date could scarcely be guaranteed if at all in the remaining ministries.

### ***Personnel development***

In almost every ministry, the social commitments of employees (e.g. achieving a balance between family life and work, realising political mandates and caring for family members) have been taken into consideration in human resources management. However, gender mainstreaming has yet to be integrated into the ministries' advanced training plans. Consequently, gender competence is not yet a reality for all the employees of the ministries. Furthermore, only a few have analysed advanced training activities and communicated them internally. A systematic advanced training plan as a personnel development tool is therefore deemed by the ministries to be of rather minor importance.

### ***Method of 4 GM steps***

The 4 steps <sup>7</sup>	
Analysis	Perception and analysis of inequalities between the sexes
Goals	Formulation and stipulation of concrete and verifiable goals
Implementation	Definition of measures that should result in achievement of the goals
Evaluation	Evaluation of the results using predefined indicators

The method of 4 GM steps, which are consistent with the continuous improvement process of all quality management models, has not yet been applied in the majority of ministries for the implementation of measures. For one thing, during the term of the action plan only a few employees attended practical training in which concrete details of the 4-GM-steps method were imparted. For another, many feel that this extensive, systematic and methodical approach is scarcely feasible due to time constraints.

### ***Work plan and statistics***

A work plan for gender equality was only presented in three ministries, though the action plan itself with its measures is already effectively a work plan. Gender-specific statistics,

<sup>6</sup> For an analysis of the work of the gender competence cells, cf. chapter 7.

<sup>7</sup> GEM Toolbox, L&R Social Research Vienna, Austria.

although envisaged in the government statement of 4 August, are available in eight ministries and planned in two, while work on them has yet to begin in nine ministries. However, the gender-differentiated data collated is not always analysed systematically or action consequences derived.

### **Resources**

External experts have been called in by eight ministries so far to assist with the implementation of the action plan. Additional time resources have been scheduled in a third of the ministries<sup>8</sup>.

### **Sustainability and public relations work**

In the majority of ministries, care has been taken to ensure that forms of language and communication with the outside world are gender-sensitive. The implementation and application of results of measures has been organised in fewer than half the ministries to date. Only a small number of ministries have so far published these results. And they only feature in the annual reports of a few ministries. Roughly half the ministries have reported that gender mainstreaming is part of their public relations work.

### **Summary**

The evaluation has found that virtually every ministry has worked on implementing the structural measures agreed in the action plan and made binding by a government resolution. Nevertheless, the integration of gender mainstreaming in the ministries has yet to be comprehensively achieved. One key reason for this is the poor level of visible support from senior officials so far, i.e. inadequate implementation of the top-down principle set out in the action plan. Another reason can be found in the insufficient advanced training for employees. However, the ministries that have indeed participated in the action plan with specialist measures have also been more successful in some areas with structural measures too. Another impediment to the introduction of gender mainstreaming that was voiced time and again in the evaluation interviews is workload. In the description of challenges that may be seen as obstacles in the way of the implementation of the action plan, the finger was pointed mainly at structural aspects.

It is notable that the general public has relatively little concept of the work being done on the action plan. This means that civil society, at whom the government's equality policy is aimed, needs to be included much more in the implementation process and in discussions regarding resulting experiences. Poor communication of the political impact of the action plan has therefore also been adjudged a structural obstacle.

## **4. Opportunities and potentials for gender mainstreaming and obstacles in the way of implementation**

The modernisation of administrative procedures is an issue internationally, with forms of "good governance" in high demand. With "good governance" the emphasis is on target group-differentiated work and the tool of impact assessment for all measures. In this respect, the strategy of gender mainstreaming with a focus on more efficient, especially target group-differentiated and sustainable action is part of the modernisation of government action<sup>9</sup>. Two factors in particular contribute to this:

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<sup>8</sup> See analysis of structure indicators, chapter 6.3, P. 89.

<sup>9</sup> Cf. Baer, Susanne (2005): Gender Mainstreaming – ein wichtiger und effizienter Beitrag zur Verwaltungsmodernisierung. (Gender mainstreaming – an important and efficient contribution to the modernisation of administrative procedures.) Link: [http://baer.rewi.hu-berlin.de/w/files/lspbpdf/baer\\_gm\\_beitrag\\_zur\\_verwaltungsmodernisierung.pdf](http://baer.rewi.hu-berlin.de/w/files/lspbpdf/baer_gm_beitrag_zur_verwaltungsmodernisierung.pdf)

- The quality of state action is increased. This is achieved through gender-specific target group differentiation in the planning and implementation of measures. The needs and personal circumstances of women and men of different age groups, ethnic origin or educational background and in different situations in life are recorded more systematically and with greater precision.
- Rigid and unproductive work structures and cultures are overcome more quickly and effectively by breaking down gender-specific monocultures and establishing equal representation of women and men.
- International experience reveals additional advantages and effects:
  - Further systematisation of routines and workflows,
  - Greater awareness of the conditions for the impact of government action, even in respect of its indirect consequences and
  - Acquisition of knowledge concerning “gender” as an important structural component of society.
- According to international experience, a major obstacle in the way of the introduction of the equal opportunities strategy of gender mainstreaming is acceptance problems among employees in public service. These include:
  - Equating of “gender mainstreaming” with “policies for women” or the “advancement of women”. As a result, employees in the ministries do not recognise their responsibility to implement equality as part of their specialist work,
  - Fear of overtaxing in the face of insufficient support from people at the top as well as (suspected) gaps in knowledge, and
  - Stereotyping of gender roles, prejudices and poor reflection of gender ratios in society, including an unconscious systematic gender bias as a fundamental structure of perception.

### ***Findings of the evaluation***

The substance of the National Action Plan remained intact throughout its term. In a few ministries, individual measures were changed or dropped and responsibilities reorganised, e.g. in the *Ministère de l'Économie et du Commerce extérieur* (Ministry of the Economy and Foreign Trade), the *Ministère de l'Égalité des chances* and the *Ministère de l'Environnement* (Ministry of the Environment). In others, new measures were incorporated, e.g. in the *Ministère de l'Égalité des chances*. Almost every ministry has worked hard to implement the specialist measures of the action plan. Admittedly, the “equality” issue is not accorded the same degree of importance in all ministries. However, those employees who are committed to the aspects of their work that have to do with equality policy also play an active role in the implementation of measures. This can be seen as an opportunity and a potential for gender mainstreaming.

But it also brings to light a fundamental problem: the implementation of the action plan has largely been dependent on the commitment of individual employees. The “equality” issue has yet to be accepted by everyone as a compulsory public service task. This conclusion can be drawn from the results of the structure and process indicator analysis in particular. One key reason that can be given for this is the persistently poor level of support from senior officials. According to international experience, raising their awareness of gender issues is a crucial undertaking involving a high degree of difficulty. Likewise significant is the still inadequate advanced training for all employees and the lack of time resources. For example, workload was mentioned relatively frequently as a particular impediment to the introduction of gender mainstreaming or the processing of tasks in the action plan.

What is more, a systematic personnel development policy is currently being established, with initial pilot projects underway in the ministries, making it impossible as yet to integrate gender mainstreaming with personnel development tools during the course of the action plan.

Work on a ministerial gender equality work plan extending over several years has barely begun in the ministries. With support from senior officials, the experience acquired during the implementation of the specialist measures could be integrated successfully into the everyday actions of the employees. In addition, any new measures could be processed with the 4-steps method, in line with typical project management, supplemented each time with the strategy of gender mainstreaming.

### **Summary**

The importance of gender mainstreaming to the modernisation of administrative procedures is possibly underestimated to date, most notably in seemingly “equality-remote” topics, such as infrastructure policy or agricultural policy. In actual fact, however, “equality” could be raised as an issue with the strategy of gender mainstreaming via the cross-cutting issues of the Lisbon Strategy, such as “sustainability” or “impact assessment”. But for these areas especially the absence of research findings and data processed on a gender-differentiated basis as well as people with specialist expertise is proving to be a major obstacle<sup>10</sup>.

## **5. Critical decision areas**

According to the findings of the evaluation, the success of the action plan rests rather more on the implementation of the specialist measures. Of less significance to success, on the other hand, has been organisational development, the integration of the issue into strategy management or a systematic personnel development policy, particularly the development of specialist competence through advanced training for employees at all levels of the hierarchy. Nevertheless, those ministries that have participated in the action plan with specialist measures have already been more successful with the implementation of structural measures in some areas too. This suggests that synergy effects are at play here. Changing internal organisational structures and workflows within the context of modernising administrative procedures is considered a lengthy and complex process. Consequently, ministries working exclusively on this cannot be as quick to present recognisable results. The evaluation has revealed the following critical decision areas:

- Personnel development, and
- Advanced training for employees.

### **5.1 Personnel development**

Gender mainstreaming, as with all administrative actions, rests on the commitment and competence of the employees in the administration. Gender mainstreaming and personnel development are therefore closely connected.

Personnel development covers all measures geared towards public service tasks and requirements as well as the development potential of employees in the public sector:

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<sup>10</sup> Cf. Baer, Susanne (2005): Gender Mainstreaming – ein wichtiger und effizienter Beitrag zur Verwaltungsmodernisierung. (Gender mainstreaming – an important and efficient contribution to the modernisation of administrative procedures.) Link: [http://baer.rewi.hu-berlin.de/w/files/lsbpdf/baer\\_gm\\_beitrag\\_zur\\_verwaltungsmodernisierung.pdf](http://baer.rewi.hu-berlin.de/w/files/lsbpdf/baer_gm_beitrag_zur_verwaltungsmodernisierung.pdf)

- Recruitment of employees, their individual advancement, stimulation of their motivation, development of their potential and assessment of their performance (proficiency and performance appraisals),
- Development of management responsibility and a gender-oriented management culture,
- Improvement of internal communication, and
- Measures to balance work and family life.

Every ministry already takes into consideration the social commitments for all employees (e.g. achieving a balance between family life and work, realising political mandates and caring for family members). However, other personnel development tools and methods are only just being introduced and trialled in Luxembourg. This process started in 2007 with the publication of a manual for staff appraisals by the *Ministère de la Fonction publique et de la Réforme administrative* (Ministry for Public Service and Administrative Reform). This was trialled in various ministries in 2007. The trial phase was monitored by an external company. However, the “equality” perspective had yet to be integrated.

Personnel development tools, such as staff appraisals and agreements on targets, or tools for developing management responsibility are deemed particularly suitable for raising awareness of the equality issue among employees and integrating it into their everyday work (e.g. through agreements on targets). However, during the term of the action plan, these tools were only available in a few ministries. Given that the equality perspective was not considered during their development, they could not be included in the evaluation.

## 5.2 Advanced training

Advanced training is regarded as a central decision area in “Internal Management” for the introduction of gender mainstreaming into the administration. All employees in the administration have a mandate to be consistently mindful of the different interests and personal circumstances of women and men in their own work in order to achieve the goal of gender equality effectively. Through advanced training, it is possible to have a positive influence on the attitude of employees to the issue of equality between the sexes and, in so doing, to significantly change their specialist actions in the ministries as well. For this reason “*Formation en genre des acteurs/actrices*” (gender training for players) and “*Développement de compétences en genre*” (gender competence development) were included as tasks in the action plan.

Responsibility for advanced training courses for public service employees in Luxembourg lies with the *Institut national d'administration publique* (INAP), which comes under the jurisdiction of the *Ministère de la Fonction publique et de la Réforme administrative*. Its advanced training catalogue contains “*égalité des chances entre femmes et hommes*” (equal opportunities for women and men) as part of the “organisation” issue. Ten seminars were advertised there for 2008 (six for the *secteur étatique*, or central government, and four for the *secteur communal*, or local government), but only three of them have taken place.

The problems relating to advanced training for employees in the ministries were discussed in the 2<sup>nd</sup> interim report on the external evaluation (1/2008) of the action plan. All in all, only a few of the advanced training courses planned were actually held during the course of the action plan. Many had to be cancelled because of too little demand. This trend continued in 2008.

A summary assessment by INAP exists for the period 2005 – 2007. Given that advanced training events had been advertised in 2005 for action plan preparation purposes, this assessment is referred to here, supplemented with the data already available from 2008.

During the period 2005 – 2008, 18 advanced training events run by INAP which were centred around the issues of “equality” and “gender mainstreaming”<sup>11</sup> were attended by a total of 296 public sector employees (70% female and 30% male). Though, some of these attended several times, e.g. members of the competence cells or of the *Comité Interministériel*<sup>12</sup>. This means that the offers of advanced training mainly managed to reach those employees who were actively involved in the implementation of the action plan. Low demand indicates that efforts to appeal to other employees met with very little success.

### **Reasons for poor attendance**

One major reason cited is that the issue of “gender” is not a priority in specialist work. Another reason is the fact that the advanced training courses barely establish any identifiable link to practical situations or to the specific tasks facing public sector employees. What is more, the issues of “equality” and “gender mainstreaming” have yet to be integrated as cross-cutting issues into the standard basic and advanced training for civil servants. Employees who have already attended have found the advanced training to be an inspiring way of expanding their gender competence. However, not everyone has been able yet to transfer the knowledge imparted to everyday practice. Some, for example, have still found it very difficult to apply the 4 GM steps to the presentation of measures for their own ministry.

### **Prospects for advanced training plans**

In March 2008, on the basis of the findings documented in the 2<sup>nd</sup> interim report, the Council of Government decided to make advanced training on the topic of “equality” mandatory for all public sector employees. In view of this decision, the *Ministère de l'Intérieur, en charge des agents au service des communes* (Ministry of the Interior, responsible for the officials serving the communes), and the *Ministère de la Fonction publique et de la Réforme administrative* developed the project “*Intégration de la dimension du genre dans les politiques nationales*” (Integration of the gender dimension into national policies) together with the *Institut National d'Administration Publique* (INAP). This step was coordinated by the *Ministère de l'Égalité des chances*. The aim of the project is to integrate the issues of “equality” and “gender mainstreaming” methodically and thematically into the basic and advanced training for public sector employees. Work on the project, which is being funded within the European Union’s “Progress” programme for 12 months, began on 15.11.2008. The development of equality-oriented basic and advanced training was made a focal point which will continue to be pursued beyond the term of the action plan. For example, initial project results are to be incorporated into advanced training plans for as early as 2010. This development has been documented as an example of “Good Practice” in the appendix volume that accompanies the final report. And outside of the “Progress” project, the issue is already set to be included in the basic training for administrative careers from 2009.

## **6. Tools and methods**

Tools are work aids that are created systematically to facilitate the integration of the equality perspective into the specialist work of the ministries. They are also important

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<sup>11</sup> A list of all advanced training events held can be found in the material volume, chapter 5.1.

<sup>12</sup> Cf. results of the analysis of the regular surveys involving the members of the C.I. and of the single survey involving the members of competence cells.

building blocks in the modernisation of administrative procedures. Work aids can assist the transfer of knowledge within the administration. For the action plan, the 4-steps method was agreed as the mandatory working method. The tools for the evaluation included a questionnaire to assess the work in the *Comité Interministériel*, a checklist to determine the implementation of structural measures with structure and process indicators and a *Fiche d'Impact* (standard form for assessing legal impact on a gender-differentiated basis). Each of the tools was designed by the evaluators and discussed and agreed in the *Comité Interministériel* or decided on by the Council of Government (*Fiche d'évaluation d'impact des mesures législatives et réglementaires sur l'égalité des femmes et des hommes* – impact assessment form for assessing the impact of legislative and regulatory measures on equality between women and men).

The action plan also called for all the ministries to create indicators for the purpose of evaluating the specialist measures in their area of responsibility. Gender-sensitive quantitative and qualitative data form the basis for the creation of indicators. These indicators are the observable parameters that should be used to determine the impact of the measures on equality between women and men.

## 6.1 Indicators

In 2006 – the first year of the implementation of the National Action Plan – the indicators for evaluating the impact of the action plan measures in the 12 topics were largely defined. Two different types of indicators were established:

- Indicators for working out the implementation status of a measure (**Outcome Indicators**). One example here is the indicator for the measure “implementation of the EU directive on equal treatment between men and women in the access to and supply of goods and services (Directive 2004/113/EC)” (6.5 in the “economy” topic). “Directive has been implemented” was set as the target. This indicator measures the conclusion of a complex legislative procedure. Calculation of the impact of the law itself on equality between women and men in Luxembourg requires a new measure, a technique for assessing legal impact, for which new indicators should also be defined as part of the 4-steps method.
- Indicators for measuring the material results achieved (**Output Indicators**). One example here are indicators for the measure “an increase in places of 66% in *maisons relais* (childcare centres) and 33.3% in *crèches*” (6.1.8 in the “economy” topic). The actual value for these particular indicators was the quantity of places (figure at the start of the measure in 2006 and at the end of the evaluation in 2008).

### **Opportunities and problems with indicators**

The ministries were given the task of presenting the indicators with the corresponding actual and target values in such a way that it would be possible to work out the result actually achieved at the end of the external evaluation. But as yet it has not been possible to present a systematic overview of the actual and target values of the entire collection of indicators for all the measures<sup>13</sup>. This is partly due to the fact that not enough progress has been made yet with the implementation of the measures, target values have not been defined or actual values are not available yet because data is missing. One example here is the measure “equality in the pension system” (1.5 in the “economy” topic).

Problems defining indicators also arise if measures have been designed such that they are complex and cover a greater period. An example of this is the integration of gender into the national action plan for sustainable development (11.1 in the “environment” topic). What is more, the process of calculating values for the indicators for individual measures

<sup>13</sup> Cf. the material volume that accompanies the final report, chapter 3.



has also been more protracted because of the necessary involvement of various different partners. One example here is the measure “promoting equality in local politics” (7.2 in the “participation” topic). By way of an illustration, the tabular overview of measures and indicators of the *Ministère de l'Égalité des chances* and the *Ministère de la Famille et de l'Intégration* (Ministry for Family and Integration) makes clear the opportunities of reviewing government action with the help of indicators, while the overview of the *Ministère de l'Environnement* highlights the problems of creating indicators, e.g. complexity of the measure, involvement of civil society or dependency on non-governmental organisations.

### Summary

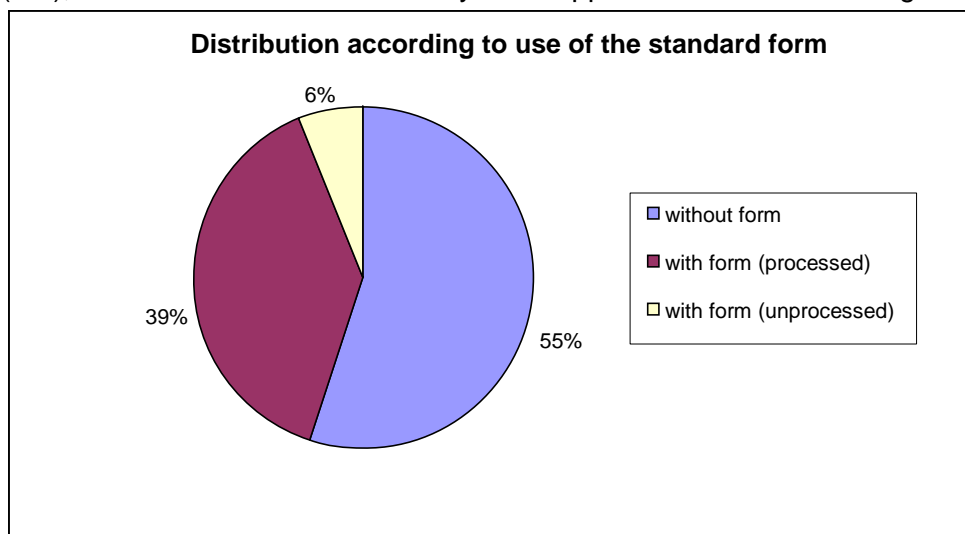
An overview of the current status of work on the indicators, structured according to ministry responsibility, can be found in the material volume that accompanies the final report. This overview reveals that some ministries, e.g. the *Ministère de l'Égalité des chances*, have already been very successful at evaluating outcome indicators but that work on the output indicators has been significantly more difficult. In light of this, STATEC has proposed that “gender” be firmly established as a focus of research at national level with the task of systematically collating and assessing gender-differentiated data. This could create the foundations for analysing and subsequently evaluating indicators.

## 6.2 *Fiche d'évaluation d'impact des mesures législatives et réglementaires sur l'égalité des femmes et des hommes*

The standard form for assessing legal impact on a gender-differentiated basis is an indicator for evaluating law-making measures. It was introduced by the Council of Government in 2006 and is binding on all ministries. The evaluation sheet should be completed and appended to every draft law or regulation forwarded to the Council of Government. It serves as proof that the impact of the law/ordinance on gender equality in the Grand Duchy of Luxembourg has been checked.

The Ministry for Equal Opportunities received law-making measures on a continuous basis. The documentation was analysed by the external evaluators. This revealed that a total of 630 measures were registered between 11/2006 and 7/2008. Of these, 201 were draft laws, 405 *règlements* (legal regulations) and 24 other projects, such as the ratification of international agreements or national plans.

346 bills, i.e. 55%, had been submitted without a standard form. In the case of 35 bills (6%), the standard form had actually been appended but without being completed.



### ***Involvement of the ministries***

The scale of the submission of bills in the ministries varied greatly. The overall picture reveals that more ministries on average frequently included the standard form. However, the ministries with the most bills in the period under review rarely used the check sheet. Three ministries with varying numbers of bills submitted more than 80% of them without a standard form. The results in relation to draft laws are roughly consistent with the overall picture<sup>14</sup>.

### ***Classification of the bills***

Of the 256 law-setting bills accompanied by a completed check sheet, 91% (233) had been classified as gender-neutral. Only in the case of 15 bills was a positive impact on equality between women and men surmised. For some, this positive impact was attributed, in the reasoning, to the gender neutrality of the bills. One of these was the legal amendment of the Statute for Civil Servants for the purpose of introducing part-time training. Another was the ordinance for regulating fundamental employment, selection, training and career issues in respect of civil servants. Both were rated positively in terms of their impact on equality because they apply to all civil servants regardless of their gender. Another bill adjudged as having a positive impact for gender equality was the law firmly establishing the aspect of equality in the mandate for schools (*Les Missions de l'Ecole*, Art. 3, 12a/2007).

### ***Evaluation of the observations***

44 draft laws complete with comments explaining their neutrality with regard to gender equality were then assessed. However, given the very brief documentation for the bills, further in-depth analyses were not possible. Nevertheless, the data suggests that ministries whose tasks are more technical in nature, such as the *Ministère des Travaux publics* (Ministry of Public Works) or the *Ministère des Transports* (Ministry of Transport), tend to have a greater problem establishing a functional connection with gender equality for their bills than ministries whose tasks lie more in the social or educational domain. The advanced training course on “how gender comes into legislation”, which had been prepared to support this work in the period under review, took place as a one-day event in October, November and December 2008. Some 20 employees attended. The course will be repeated in 2009.

So, in 2009, there is the possibility of examining the extent to which the classification of the impact of laws on equality between the sexes has become more sophisticated and, at the same time, measuring the success of the training course.

### ***Summary***

The evaluation has found that application of the standard form for assessing legal impact on a gender-differentiated basis has already become very routine in some ministries, though there had been no advanced training courses in this up until the time of the analysis. The fact, however, that the majority of all law-setting bills are classified as neutral for gender equality indicates that employees need more help in applying the tool in the form of training programmes. So far, the ministries have struggled to find inspiration in tools from the international arena (Germany and Austria) that the Ministry for Equal Opportunities provided back in 2006 to support a gender-oriented legal impact assessment.

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<sup>14</sup> Cf. material volume, chapter 4.

## 7. Coordination and decision structures

The organisational units for coordinating and managing the implementation of the action plan were as follows:

- The *Ministère de l'Égalité des chances*. This is responsible for managing the *Comité Interministériel* and handling overarching activities, right through to the drafting and coordination of inter-ministerial bills for the Council of Government.
- The *Comité Interministériel* as an overarching working group. Cooperation here rests on the guiding principle of the implementation of gender mainstreaming into specialist policies as an independently organised procedure: every department is separately responsible, within its area, for the implementation of the agreed work steps. Within the *Comité*, the results from the ministries are pooled and the next steps and strategies are developed together.
- The gender competence cell in every ministry. These are responsible internally for implementing equality policy at the specialist level of the ministry concerned.

### 7.1 *Ministère de l'Égalité des chances*

The *Ministère de l'Égalité des chances* (MEGA) is in charge of national and international policy relating to equality between women and men as well as of reducing discrimination on gender grounds. Its responsibilities therefore extend to overall control of the action plan, including monitoring and coordination of its implementation. The ministry has performed these tasks despite a limited allocation of staff. Various factors contributed to this:

- A clear and unambiguous government mandate with sufficient expertise to address many different topics,
- Political legitimacy, administrative competence and authority, and a secure position within the government; the minister is a member of the Council of Government and involved in decision processes there,
- Own resources such as funding, personnel, advanced training and knowledge,
- Own measures within the action plan, setting an example in equality policy<sup>15</sup>, and
- Continuous cooperation with other ministries, communes, companies and non-governmental organisations.

The ministry also champions the equality policy of the government of the Grand Duchy of Luxembourg on the international stage. As a result, the Luxembourg action plan has been introduced into international debate and experiences from the international arena (EU, UN and Council of Europe) have been turned to practical use for the action plan.

Furthermore, those who run the ministry have seized on the findings of the external evaluation and used them to manage the process of implementing the action plan.

The *Ministère de l'Égalité des chances* has performed key tasks in the process of implementing the issues of “equality” and “gender mainstreaming” and has also communicated the results internationally, e.g. in reports to the Committee on the Elimination of Discrimination against Women (CEDAW Committee). However, the process has not yet been completed. So, the ministry will continue its work beyond the formal conclusion of the action plan and will have to carry on driving the process forward.

<sup>15</sup> Cf. Commonwealth Secretariat: Gender Management System Handbook, Kent 1999.

## 7.2 *Comité Interministériel*

The Inter-Ministerial Committee for Equality between Women and Men is the central working and coordinating body for the implementation of the action plan and for the integration of the strategy of gender mainstreaming into the government's political and administrative measures.

For the purposes of documenting the initial work situation of the *Comité*, the members were surveyed at the start of the evaluation (June 2006). The aim of the survey was to establish the mandate of the individual participants, their appraisal of the tasks and framework, their satisfaction with the cooperation and their personal experiences as well as the nature and intensity of communication of the work in the *Comité* within their own ministry or authority.

The members were also surveyed in the two years thereafter<sup>16</sup>. The survey was expanded from the previous year to include the topic area "assessment of the degree of task fulfilment". The relevant questions were derived from the 2006 work agreement arranged in the *Comité*<sup>17</sup>.

All in all, the results of the surveys give a positive impression of the cooperation in the *Comité Interministériel*. Particularly noteworthy was the high level of satisfaction with the tasks completed so far. Specific reasons cited for the generally positive assessment of the *Comité's* performance were the discussions on legislation, the member reports and the specialist information.

However, one negative aspect according to the members was the increasing time pressure associated with participation in the *Comité*. This became more and more of an issue as the action plan progressed.

Problems were revealed relating to internal coordination or the defining of tasks and also to do with clarifying roles for individual members of the *Comité* with their respective ministry or authority. More than half the members had not received a clear mandate for their involvement in the *Comité* by the end. Here too, a lack of commitment from senior officials and insufficient resources were the focus of the criticism.

There was room for improvement in the necessary feedback of findings from the *Comité* to the individual ministries in compliance with the mandate described in the action plan – "the *Comité Interministériel* is the platform for interaction between the individual ministries".

A cursory assessment of the minutes of meetings shows that members of the *Comité* from five of the ministries attended meetings regularly. The members from nine ministries turned up to meetings of the *Comité* less regularly, some rarely, while from three of the ministries absolutely nobody was present.

The *Comité Interministériel* will continue its work after the formal conclusion of the action plan, given that the work is regulated in general terms beyond the plan in the *règlement grand-ducal modifié du 31. mars 1996, article 4* (article 4 of the amended Grand-Ducal Regulation of 31 March 1996). For future work, according to the findings of the evaluation, the members will each need to clarify their mandate in their own ministry and the results of the *Comité's* work will have to be communicated continuously. The extent to which the binding force of decisions in the *Comité* can be strengthened should also be examined. The key task of the *Comité* will continue to be to make sure that the objectives of equality policy in Luxembourg are taken up and implemented in all areas of politics.

<sup>16</sup> The results of the final survey are documented in the material volume, chapter 7.2.

<sup>17</sup> See material volume, chapter 7.1.

### 7.3 *Cellule de compétences en genre*

In almost every ministry a *cellule de compétences en genre* (gender competence cell) was created. Pursuant to the *règlement grand-ducal* of 10.11.2005, this cell is responsible for:

- Taking stock of the measures already introduced in the ministry,
- Evaluating department-specific measures in terms of their positive or negative impact on equality by analysing and interpreting data collated according to gender, and
- Developing and formulating a work plan extending over several years (National Action Plan, P. 11).

The make-up of the gender competence cell, the appointment of its members and their tasks are set out in the *règlement grand-ducal*. On this basis, the ministers decide the size of the gender competence cell and appoint competent members for it. Certain framework conditions must be put in place for their work, e.g. advanced training courses, the option of assistance from gender experts and direct access to those who run the ministry. Their tasks include:

- Planning and coordination of the introduction of gender mainstreaming within the ministry,
- Elaboration of a work plan extending over several years for equality between women and men,
- Advice on legal undertakings in terms of anticipated impact on equality,
- Involvement in the preparation of an advanced training plan, including a timetable,
- Regular reporting on the introduction status of gender mainstreaming within the ministry, and
- Regular analysis of the work of the gender competence cell and its documentation.

#### ***The work of the gender competence cell***

At the end of the external evaluation of the implementation of the action plan, a written questionnaire was conducted to collate data relating to the framework, the performance of the tasks, the assessment of the results achieved and the prospects for the gender competence cell<sup>18</sup>. Of the 19 ministries, including the Department of Sports of the Ministry of Education, nine did not take part in the survey for various reasons. Therefore, the work of the gender competence cells was also evaluated in a meeting of the *Comité Interministériel* in October 2008.

The results of the questionnaire and analysis in the C.I. paint a very heterogeneous picture of the work of the competence cells. This is due in part to:

- The timeframe of their work and the experiences with the committee,
- The differing size of the gender competence cells – in many ministries, it is made up of just the two members who are also represented in the C.I.,
- The participation of decision-makers and senior officials, who are only rarely represented, and
- The frequency of meetings, ranging from once a month to once a year.

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<sup>18</sup> Both the questionnaire and the differentiated analysis are documented in chapter 8 of the material volume.

Obstacles perceived included the lack of any firm footing for the competence cell in the ministry – members sensed disinterest from decision-makers and senior officials as well as from colleagues. Many also had not been given sufficient or more practical advanced training. And the shortage of resources needed for the work was also noted as an obstacle. However, what determined whether or not work was a success was the extent to which the tasks could be clarified and a timetable developed in the constitution phase and how much results were logged.

In the analysis meeting of the C.I. it was explicitly noted that the *règlement grand-ducal* is the guideline for the work of the gender competence cell and that the cell is free to structure its work independently. The organisational structure of the gender competence cell (an autonomous committee or an existing committee to which tasks are transferred) should be geared towards the duties and organisational structures of the ministries. The involvement of senior officials serves to strengthen the gender competence cell's ability to take action. However, members should not just wait for positive signals from senior officials, but instead take the initiative themselves. A balance between stability and renewal was deemed constructive – new members enrich the work, departing members take the equality perspective with them into their area of responsibility.

The gender competence cells will continue their work after the conclusion of the action plan. If the tasks laid down in the *règlement grand-ducal* were to be performed continuously and systematically, the work of each gender competence cell could become more effective and successful. The members of the gender competence cells are keen to stress that the involvement of decision-makers and senior officials is imperative if the work of the gender competence cells in the ministries is to be effective.

## 8. Examples of “Good Practice” (“Best Practice”) in the implementation of the measures of the National Action Plan

In administrative science, “Best Practice” is a term used to describe exemplary procedures that result in outstanding performance and are worth imitating<sup>19</sup>. In practice, however, people work on the basis not so much of a “Best Practice” approach, but of a “Good Practice” approach, because this is more in line with its process nature. In the preparations for the action plan, the 4-steps method was introduced as “Best Practice” for an innovative method. The aim with this method is to optimise the implementation of the measures. Therefore, as examples of “Good Practice”, which are documented in the appendix volume that accompanies the final report, the ministries selected only those measures that were implemented according to the 4-steps method (analyse, plan, implement, evaluate). Six ministries processed in writing and documented a total of nine examples based on the 4-steps method.

The **Ministère de l'Égalité des chances** described four examples:

For the “economy” topic – national plan for innovation and full employment:

- Continuation of the programme for affirmative action in companies in the private sector and evaluation of the impact of the programme.

A further example was devised together with the *Ministère de l'Intérieur*, the *Ministère de la Culture, Enseignement supérieur et de la Recherche* (Ministry of Culture, Higher Education and Research) and the *Syndicat des Villes et Communes du Luxembourg* (Syvicol) for the area of decision-making:

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<sup>19</sup> Krems, Burkhardt (2008) Online: [http://www.olev.de/b.htm#best\\_practice](http://www.olev.de/b.htm#best_practice)

- Promotion of equality between women and men through municipal politics.

For the “violence” topic:

- Scientific impact analysis in relation to the Protection from Violence Act. Focal point: development of concepts to take care of perpetrators of domestic violence.
- Development of tools to take care of children as victims or witnesses of domestic violence.

The **Ministère de l’Environnement** documented an example for the “environment” topic in collaboration with the relevant ministries:

- *Intégration explicite de la dimension du genre dans le plan national de développement durable (PNDD) et respect de l’analyse et de la mise en oeuvre des mesures sous l’aspect du genre* (explicit integration of the gender dimension into the national plan for sustainable development (PNDD) and consideration for the analysis and implementation of the measures in relation to the aspect of gender).

The **Ministère de la Famille et de l’Intégration** chose an example for the “risk of poverty/measures against social exclusion” topic:

- *Révision du concept de prise en charge d’enfants scolarisés en dehors des heures de classes* (revision of the concept of care for children of school age outside school hours).

The **Ministère de la Fonction publique et de la Réforme administrative** provided documentation for a measure from the “mechanisms to promote equality” topic:

- *Développer les compétences en genre auprès du personnel de la Fonction publique par la formation – intégration de la dimension du genre dans les politiques nationales par la formation* (development of gender competence among public service personnel through training – integration of the gender dimension into national policies through training).

The **Ministère de l’Intérieur et de l’Aménagement du territoire** (Ministry of the Interior and Spatial Planning), in collaboration with the *Université du Luxembourg* (University of Luxembourg), the *Ministère de l’Économie*, the *Ministère de l’Égalité des chances*, the *Ministère du Logement* (Ministry of Housing), the *Ville de Luxembourg* (City of Luxembourg), the *Ville d’Esch-sur-Alzette* (City of Esch-sur-Alzette) and the northern municipalities, seized on an example from the “mechanisms to promote equality” topic which goes beyond the action plan:

- Promotion of gender equality through the establishment of a *Cellule d’Information nationale pour la politique urbaine* – CIPU (national information unit for urban policy).

In the **Ministère de la Sécurité sociale** (Ministry of Social Security), an example was chosen from the “poverty” topic:

- Equality in the pension system.

The documented examples also make good illustrations because with them the 4-steps method can be understood in a practically relevant way. They seem eminently suitable for presentation in the *Comité Interministériel*. They could also be used in the advanced specialist training given to employees – for example, the players who worked on the measures could be invited as experts.

## 9. Summary and prospects

Finally, the importance of the action plan to equality policy in the Grand Duchy of Luxembourg will be examined on the basis of the findings of the external evaluation.

This will enable the need for action for future equality policy to be determined at the same time. The following have been chosen as criteria for the analysis:

- Structural embedding of equality in law and in organisational structures,
- Involvement of gender mainstream players,
- Integration of the content of the equality perspective into specialist work,
- Overarching coordination,
- Realisation of equality as a managerial task<sup>20</sup>.

### ***Structural embedding of equality in law and in organisational structures***

The action plan was the start of the systematisation of equality policies in Luxembourg. The implementation of gender equality was made a task for all state bodies in the transposition of international agreements, with responsibility for this no longer confined to just one ministry. The creation of the action plan was ambitious in terms of content and method, particularly the evaluation on the basis of commonly agreed indicators.

Against this background, equality became rooted in the constitution as an active mandate for the state at the start of work on the action plan (2006). The legal framework for inter-ministerial and ministerial equality committees was established with the *règlement grand-ducal*. The action plan itself had been adopted by the Council of Government, creating a mandatory platform for all ministries. The action plan also included measures to structurally embed equality policy, with the strategy of gender mainstreaming, in the ministries.

During the course of the implementation of the action plan, the Council of Government also approved the introduction of a gender-specific legal impact assessment (*Fiche d'Impact*) (2006) and an advanced training obligation even for senior officials (2008).

So, favourable structural prerequisites were established for the implementation of the action plan. Though there is evidently still a lot of room for improvement in the use of this framework. The government has acted on the suggestion of the *Comité Interministériel* and incorporated recommendations from the CEDAW Committee (2007) in its decisions. This approach should be pursued further, given that the external evaluation has found, for example, that work has only just begun on the development of gender competence and gender knowledge through advanced training and gender-differentiated qualitative and quantitative data as standard. And while the legal impact assessment has been introduced, it has yet to be embedded sufficiently from a functional viewpoint.

### ***Involvement of gender mainstream players***

Some of the leading players in equality policy in Luxembourg belong to the *Ministère de l'Égalité des chances* (formerly the *Ministère de la promotion féminine* (Ministry for the Promotion of Women)). Others come from other ministries, municipalities, companies and non-governmental organisations and were involved in the implementation of the action plan through their participation in the "Committee for Affirmative Action in the Private Sector", the "Women's Labour Committee" and the "Steering Committee to Combat Violence"<sup>21</sup>.

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<sup>20</sup> Cf. Kuhl, Mara: Umsetzungsbedingungen für eine europäische Gleichstellungsstrategie im postkommunistischen Kontext: Gender Mainstreaming in Estland. (The implementation of a European equal opportunities strategy in a post-communist context: gender mainstreaming in Estonia.) Potsdam 2007. P. 211.

<sup>21</sup> See chart on page 4.



The *Ministère de l'Égalité des chances* oversaw the processing of the action plan. It was commissioned to coordinate its implementation and manage the meetings of the *Comité Interministériel*. The specialists and senior officials within this ministry have the specialist and methodological competence required for these tasks on the basis of their experience in national and international equality policy. They were supported by an external company whose employees are experienced in the evaluation of equality policies. In this respect, the conditions created here were also positive. What is more, the ministry contributed to the action plan with a raft of measures, fulfilling its specialist responsibility.

One disadvantage is that only relatively few senior officials in the ministries actually supported the action plan. The CEDAW Committee, in §14 of its recommendations, pointedly mentioned the need for senior officials in the ministries to be actively involved in the implementation of the action plan. Further action is therefore required in this area.

Another disadvantage is the fact that mainstream players from civil society were not systematically persuaded of the benefits of the action plan. There is evidently a need for further action here too because the administration is reliant on productive and critical debate with other social groups if its equality policy is to be a success. The consequences of its equality policy also have to be palatable to society. Therefore, attention is drawn to the recommendation from the CEDAW Committee in §12. This reiterates the need to, among other things, improve the publicising of activities related to equality policy and anti-discrimination policy in civil society.

### ***Integration of the content of the equality perspective into specialist work***

The integration of the content of the equality perspective into specialist work, however, has only succeeded in part. The *Ministère des Finances* (Ministry of Finance), the *Ministère de l'Intérieur*, the *Ministère de l'Agriculture, de la Viticulture et du Développement rural* (the Ministry of Agriculture, Viticulture and Rural Development), the *Ministère des Travaux publics* and the *Ministère des Transports*, as well as the *Département des Sports* (Department of Sports), have not formulated any specialist measures of their own for the action plan, while the *Ministère des Classes moyennes* (Ministry of Small Firms and Traders), now at the end of the third year, has not even begun yet to implement the measures. In the other ministries, the specialist measures have indeed been processed, but the difficulties in evaluating the indicators point to deficiencies. A further indication of this is the overwhelming prevalence of the classification neutral in respect of the impact of law-setting bills on gender equality. And, last but not least, all the surveys involving the players highlighted a lack of specialist knowledge and a desire for advanced training geared towards the practical reality of the ministries. The training that was on offer, by contrast, was not sufficiently popular. This deficiency could not be redressed satisfactorily during the term of the action plan. As a result, the cooperation project between MEGA and INAP, “*Intégration de la dimension du genre dans les politiques nationales*” (Integration of the gender dimension into national policies), in which practically relevant basic and advanced training courses are to be developed for specialist work, is now all the more important.

There is therefore much to be done to integrate the equality perspective into basic and advanced training even now that the term of the action plan has expired.

### ***Overarching coordination***

Cooperation across all departments was formally guaranteed by the *Ministère de l'Égalité des chances* and the *Comité Interministériel*. The ministry honoured its managerial responsibilities to the full. The members of the *Comité* were regularly invited to meetings. These meetings were documented. And the constant presence of external support also ensured that the findings of the evaluation were continuously fed back to the *Comité*. For each of the meetings, key topics were chosen where the progress of work on the action

plan could be illustrated using examples. Draft legislation was also debated at several of the meetings. And bills, e.g. for the Council of Government, were discussed and agreed.

However, the majority of the *Comité's* members from the ministries were rather irregular attendees. Presumably, therefore, only those who came more often and were able to keep up-to-date with discussion developments were satisfied with the work of the *Comité*. But even these people were rather critical of the framework of their involvement in the *Comité*, referring, for example, to a failure to integrate the results into the respective ministry and frequently inadequate support from superiors. Time constraints were also cited time and again as a reason for not participating regularly. It was also felt that it was mainly representatives from the ministries responsible for shaping social circumstances to do with family, work, health and education who had to be involved in the *Comité* on a continuous basis.

The lack of involvement of senior officials in the committee must be considered a major deficiency. There was virtually nobody with decision-making authority in the *Comité*. Feedback to the ministries was not guaranteed everywhere.

These findings would indicate that there is still a lot to be done for this area too. Here, senior officials in the ministries need to organise the roles and tasks laid down in the *règlement grand-ducal* for the *Comité* appropriately and to meet the requirements, in terms of personnel too.

### ***Realisation of equality as a managerial task***

According to the results of the analysis, equality was only accepted as a managerial task by senior officials in a few ministries. This rests on an individual decision by the respective senior official and depends on his or her personal commitment. This task has yet to be integrated systematically into the list of duties of all senior officials. There is also no obligation associated with assuming responsibility, as in other areas. In almost all the tools and interviews used for the purpose of the evaluation, a critical stance was adopted on this issue and attention was drawn to the fact that senior officials have made little use so far of advanced training. The findings of the external evaluation indicate that there is much to be done to progress gender equality in Luxembourg.

Despite a relatively favourable framework, the goals set in the action plan were not realised in full. In particular, little progress was made on the objective of embedding equality policies structurally. The action plan should therefore be continued for the next legislative period, concentrating on those areas for which the external evaluation has revealed a great need for action.

This applies particularly to the formal involvement of decision-makers and senior officials in the ministries as well as the strengthening of both the *Comité Interministériel* and the competence cells. Mandatory basic and advanced training for all public service employees is vital for the implementation of equality policy. And gender-differentiated quantitative and qualitative data must also be made available as a basis for both indicators and the legal impact assessment. In addition, the institutionalisation of equality policy in an independent ministry as a unit for coordinating all activities and measures and for representing equality policy in international committees remains hugely important.

In almost all the final interviews in the ministries and also in the discussions with experts, the consensus was that continuation of the action plan was necessary, particularly for the purpose of carrying on raising awareness of gender equality and providing fresh impetus. The issue of "equality" "must be incorporated into all areas of politics at both national and local level, making it clear that this will improve quality of life for everyone"<sup>22</sup>. Subordinate authorities and cooperation partners should be involved more heavily in the continuation

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<sup>22</sup> Comment made during the discussions with experts.

of the plan. Non-governmental organisations should also play a bigger role and participate more in the implementation process. Of great importance too will be continuous communication with civil society through equality-oriented public relations work for all specialised policy-related topics.