



FINAL EVALUATION REPORT

on the project

**Evaluation of the approaches of Czech and foreign development partnerships within
CIP EQUAL in the application of the horizontal topic of gender mainstreaming**

(22/9/2008)

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This project has been funded from the sources of ESF - CIP EQUAL - and from the Czech state budget

CONTENTS

<i>LIST OF ABBREVIATIONS</i>	3
<i>EVALUATING TEAM</i>	5
<i>SUMMARY</i>	6
1. INTRODUCTION	11
1.1. <i>Project implementation background</i>	11
1.2. <i>Objectives of evaluation</i>	11
1.3. <i>Community Initiative EQUAL</i>	12
1.4. <i>Support for the GeM principle in the programme period 2007 - 2013</i>	13
1.5. <i>Gender Mainstreaming</i>	14
1.6. <i>Methodology of application of gender mainstreaming</i>	15
2. METHODOLOGICAL APPROACH AND THE PROCESS OF PROJECT IMPLEMENTATION	17
2.1. <i>Basic phases of evaluation</i>	17
2.2. <i>Research and Evaluation Methods</i>	20
Initiative. Women. Start a Business.....	28
3. FINDINGS IN CONNECTION WITH DEFINED EVALUATION TOPICS	31
3.1. <i>Evaluation of work of Czech development partnerships</i>	31
3.2. <i>Evaluation of work of development partnerships of other EU Member States</i>	38
3.3. <i>Evaluation of the application of gender mainstreaming in projects belonging to the HRD area implemented within other programmes</i>	60
3.4. <i>Findings related to the implementation process, with a potential influence on the application of the GeM principle</i>	66
4. OVERALL CONCLUSIONS AND RECOMMENDATIONS	68
4.1. <i>Conclusions and recommendations arising from the expert panel</i>	68
4.2. <i>SWOT analysis of the application of the principle of gender mainstreaming in the CR</i>	71
4.3. <i>Overall conclusions</i>	73
4.4. <i>Set of recommendations for fulfilling this horizontal theme in the programme period of 2007 - 2013</i>	75

Attachments

Attachment 1 – Project schedule

Attachment 2 - List of information resources and references

Attachment 3 – Gender mainstreaming in the context of legislation at global, European and national levels

Attachment 4 - Methodology of the field investigation

LIST OF ABBREVIATIONS

CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CIP EQUAL	Community Initiative Programme EQUAL
CR	Czech Republic
CSO	Czech Statistical Office
DPA	Developmental Partnership Agreement
EC	European Commission
ECDB	EQUAL Common Database
ESF	European Social Fund
EU	European Union
GeM	Gender mainstreaming
GS	Grant system
ICT	Information and communication technologies
CI EQUAL	Community Initiative EQUAL
SPD 3	Single programming document for the objective 3, NUTS II Prague Region
JV	Southeast
JZ	Southwest
MfRD	Ministry for Regional Development
MoLSA	Ministry of Labour and Social Affairs
MS	Moravia-Silesia
NGO	Non-governmental non-profit organisation
NSS	National Support Structure
NTN	National Thematic Network
NTN E	National Thematic Network E - Equal opportunity for men and women
NTF	National Training Fund
OP	Operational Programme
OP HRE	Operational Programme Human Resources and Employment
OP HRD	Operational Programme Human Resources Development
UN	United Nations

WG	Working Group for Evaluations
PwC	PricewaterhouseCoopers
HRD	Human Resources Development
DP	Development Partnership
MA	Managing Authority
SČ	Central Bohemia
SF EU	Structural Funds of the European Union
SM	Central Moravia
SOP HR	Sectoral Operational Programme Human Resources
IS CAS	Institute of Sociology of the Czech Academy of Sciences
SR	Slovak Republic
FRG	Federal Republic of Germany
SV	Northeast
SWOT	Analysis of strengths, weaknesses, opportunities and threats
SZ	Northwest
TCA	Transnational co-operation agreement
UNDP RBEC	United Nations Development Programme - Regional Bureau for Europe and the CIS (Commonwealth of Independent States)
LO	Labour Office

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SUMMARY

The evaluating project “Evaluation of the approaches of Czech and foreign development partnerships within CIP EQUAL in the application of the horizontal topic of gender mainstreaming” contracted by the Ministry of Labour and Social Affairs of the CR was carried out in the period from April to October 2008.

Its aim was to assess the **degree of application and development of the principles of GeM** in various life stages of a partnership, to evaluate **the characteristics of the activities carried out** in terms of a gender impact assessment, **to identify the potential** of partnerships to solve problems in the priority areas set out in the Roadmap for equality between women and men (2006–2010), COM (2006) 92, especially for the areas of the labour market and the reconciliation of personal and professional life, **to find examples of good practice and improvement areas**, to provide a **summary of recommendations** for future implementation based on the learning process and **to synthesise the experience** of the evaluated partnerships.

The final evaluation report concerning the application of the principles of gender mainstreaming in CIP EQUAL contains information recorded during a **qualitative method based investigation**. In accordance with the contract documents, case studies of the application of the GeM principle in selected programme projects supported by the ESF were prepared. The sample included **30 projects of the CIP EQUAL CR** and was supplemented by foreign experience, i.e. **9 Slovak, 3 Austrian and 3 German** CIP EQUAL projects. The other grant headings were represented in the sample by **5 projects of the SPD 3 Prague, 5 projects of the OP HRD CR and 5 projects of the SOP HR SR**.¹ Apart from the case studies, the evaluation also utilised an **expert panel** and **SWOT analysis** of the application of the strategy of gender mainstreaming. Such information obtained in the form of comparable case studies and outcomes of expert panels was synthesised and transformed into conclusions and recommendations of general validity as well as the specific ones related to the respective programme.

Limiting assessment factors:

- Recipients of support from the CIP EQUAL were overloaded at the time of implementation of the evaluation, since most of the projects were ending/going through the finishing procedure and the project teams had no additional capacity to cooperate with the evaluators.
- Impossibility to assess the medium or long-term effect of the application of the GeM principle, due to the fact that most of the CIP EQUAL projects ended/are ending in 2008.
- The project teams were overloaded due to the ongoing evaluation investigations for the needs of the MA

¹ Sectoral Operational Programme Human Resources, Slovak Republic

Main conclusions:

- There are many examples of good practice and motivated teams on the side of the support recipients, whose know-how should be used to improve the overall implementation of GeM in the future. The NTN E, or the specific recipients, who were involved in the preparation of activities may serve as an example of a working platform with vital know-how.
- Support recipients have coped with the requirement of the application of the gender mainstreaming principle very differently. This is true in spite of the fact that the initial level of understanding and implementation of the principles should correspond to unified standards (see the Manual of the Community Initiative Programme EQUAL Gender Mainstreaming referred to by the majority of the recipients).
- As regards activities related directly to the application of GeM, there are obvious differences between projects focusing directly on equal opportunity for women and men (within which the projects implemented within *Priority 4 Reducing the differences between the chances of men and women in the labour market* are qualitatively superior) and the projects that applied GeM “only” as a horizontal priority. The first case usually applies to organisations that have previously dealt with the issue of the equality of opportunities of women and men, having experience with projects funded by other EU funds, deepening and widening their scope of activities in the CIP EQUAL projects. In the case of many other projects we have to state that without a real interest in the issue of GeM, it has been mistakenly reduced to: monitoring of the representation of women and men; support for women providing care (especially those with small children).
- Women accounted for most of the clients of the projects. Although support for women and the equalization of their position undoubtedly is a part of the application of GeM and the CIP EQUAL as such, it is impossible to be satisfied with the fact that men are tolerated in most evaluated projects, but are not pro-actively encouraged to co-operate. DPs often state that just a few men were involved, without mentioning what they did to increase their representation and involvement in activities that can often be perceived as “traditionally female”.
- Quite a diverse group of recipients/partners from the private, non-governmental and public sectors engaged in activities. In many cases, the international co-operation supported a more successful application of the GeM principles, mainly due to the longer-term attention to the application of this principle in the original EU Member States.
- A large part of the activities carried out within the monitored projects focused on direct support to vulnerable groups in the labour market, less attention was paid to the awareness and practical activities related to changes of conditions in the labour market and to the development of new types of services.
- Comparison of the CIP EQUAL projects and other ESF programmes does not

confirm a direct correlation between the amount of the budget and the efficiency of the implementation of GeM. Smaller projects often show more effective application of the GeM principle.

- The overall variability of involved organisations represents an important point. From the point of view of GeM, institutions, e.g. labour offices, clearly stand out. First, they represent strong partners, yet as far as addressing target groups is concerned, they have a position allowing them to contribute to long-term structural changes in the area of employment.
- Non-profit organizations and educational institutions focused most intensely on the application of the GeM principle and they also hold the majority of the existing know-how in this field. Success is, however conditioned by intense and bilaterally motivated co-operation with other organisations and by linking individual themes so that the projects trying to eliminate a certain type of discrimination do not generate inequalities in other areas.
- The lack of sensitive differentiation of the needs of various groups of women (e.g. women of different ages, positions in society, education, ethnic origin, state of health, etc.) was a problem obvious in many projects. It can lead to the re-establishment of stereotypical ideas concerning a presumably homogenous group of women and men with seemingly common needs. Individual social categories can not be separated one from another, because in real life they always act mutually. The differentiation of these positions also enables application of the services provided within projects in a truly targeted manner.
- The understanding of GeM as isolated areas aimed primarily at women is another highly problematic aspect. We also lack the concept of GeM as an integrative strategy targeted toward both women and men, reasonably taking into account the differences between them but also between women or between men (the impact of age, ethnicity, health status and so on, combined with gender).
- The application of gender mainstreaming may require mixing activities focused only on women/men with those focused on both. In many projects, however, a view is emerging that the focus of activities on women only is a sign of equality – but it is a limiting concept.
- Gender mainstreaming is a strategy applied in constantly changing social conditions. Thus the projects do not necessarily have to reflect this aspect. On the part of the MA, there must be a willingness to discuss ongoing changes that may be required due to a change in situation. Likewise, it is necessary to reflect that the implemented measures may be significantly positive in a certain context, but also quite negative in another context, such as during a change in economic development, labour market situation or legislation. With regard to target groups, it is very important to support the increase of competences and the possibility of using alternative roles and solutions to respond to a wider range of changes in society.

Main recommendations:

	RECOMMENDATION	ADDRESSEE(S)
1.	To preserve the continuity of activities in the field of inequality in the labour market and to take advantage of the existing know-how (e.g. the working NTN E).	MA
2.	To prevent the risk of misunderstandings by structured education of the recipients at the beginning of the project and by continuous evaluation and updating of information materials on the GeM issue. The materials make use of existing practice (positive and negative) to demonstrate practical examples of application of the GeM principles, or to describe in detail problematic aspects related to the context.	MA, Government Council for Equal Opportunities, gender focal points, recipients
3.	To evaluate the quality of training in GeM and to adjust the content based on the daily work of the participants. The initial training should be compulsory, thus there should also be a platform for cooperation between experienced and less experienced organizations and persons. Further, it is not good to rely on single training sessions - continuous training offers are better.	MA
4.	To organise an information seminar for the support recipients in the initial stage of the implementation of projects, so that they have the opportunity for a mutual exchange of information on the activities and for establishing mutual contacts.	MA, NSS
5.	To promote systematically the process of mutual learning among developing partnerships (across the thematic areas).	MA, recipients
6.	To create diverse working groups/initiatives focused on setting quality standards for the area of GeM compliance and to use them to gather information and innovative practices in the area of GeM implementation.	MA, Government Council for Equal Opportunities, gender focal points, recipients
7.	Qualitative requirements regarding the content of the gender concepts must necessarily be determined by the Managing Authority, from the perspective of its responsibility.	MA
8.	To define clearly the coordinating role of the MA and its position in relation to maintaining the continuity of activities and setting indicators that should serve both for the internal evaluation of DPs/projects, and for the evaluation of complete ESF programmes.	MA, recipients
9.	To communicate clearly the logic and purpose of setting indicators for the support recipients. This shall help to increase their motivation for the accurate monitoring of indicators.	MA, NSS
10.	Indicators should be used primarily for evaluations, they should be comprehensible and usable for the project/programme. Monitoring reports must have a similar function – they cannot be used as a mere reporting (data archiving) document without any other objectives – they must be an	MA, NSS

	<p>instrument for self-management, they have to monitor the progress, reflect changes and provide input for the evaluation of the project. Indicators must be:</p> <ul style="list-style-type: none"> ⇒ Comparable over time (in a longitudinal axis), so that they can be used for monitoring the development; ⇒ Comparable with other regions, countries, target groups; ⇒ Measurable (quantification or categorization of indicators); ⇒ Precise (to minimise the impact of external variables); ⇒ Selective and representative (too many indicators cannot be monitored feasibly); <p>The number of indicators should not amount to dozens, it should actually remain under ten.</p>	
11.	To support the creation of partnerships in which public institutions are involved. This, however, must be reflected in the rules of the administrative processing of projects, as they have to be compatible with the rules governing the operation of such institutions.	MA
12.	To focus a significant part of activities on preventive measures. To distinguish purposefully between activities of this type and activities that have already responded to a certain problem, but do not prevent it. Projects should have a focus on innovative and pilot activities, not fund services that should normally be provided within the social sector.	MA, NSS
13.	To support smaller projects with smaller budgets, fewer participants and a clear targeting. Where appropriate, to allow greater variability with regard to the duration of the project, number of partners and the overall budget, in accordance with the previous experience of the applicant.	MA
14.	To ensure the flow of funding and the relationship of calls, which represent financial stability for the recipients and which are essential for the continuity and utilisation of the existing know-how.	MA
15.	To reduce the administrative burden for support recipients and to focus on the clarity and comprehensibility of the handbook for recipients to avoid potential ambiguous interpretation.	MA, NSS
16.	To take measures against fluctuations of staff of the MA and other support structures.	MA

1. INTRODUCTION

1.1. Project implementation background

The Ministry of Labour and Social Affairs of the CR (hereinafter only the “MoLSA”) was the contracting authority of the project titled “Evaluation of approaches of Czech and foreign development partnerships within CIP EQUAL in the application of the horizontal topic of gender mainstreaming”.

The project, which was selected on the basis of a tender² was implemented by the consortium of companies RegioPartner s.r.o. and IBS SLOVAKIA s.r.o. Part of the project was realised by a subcontractor - KMU FORSCHUNG AUSTRIA (The Austrian Institute for SME Research).

This evaluation project was one of sub-evaluations of the CIP EQUAL programme in the CR. Basically it followed up the “Third Phase of Ongoing Evaluation of the Community Initiative Programme EQUAL” which took place in the period from 11/2007 to 11/2008.

The aim of this evaluation project was to significantly deepen the results and findings of the ongoing evaluation in the area of gender mainstreaming (hereinafter only “GeM”) application, as the ongoing evaluation did not have sufficient space for detailed and specific evaluation of this principle.

The project titled “Evaluation of the principle of international co-operation in CIP EQUAL” was taking place simultaneously with the evaluation of the GeM principle.

The evaluation team has been working in close co-operation with expert teams of evaluations carried out simultaneously.

1.2. Objectives of evaluation

The assessment of the GeM principle followed up the aims of evaluation of the CIP EQUAL defined by the Commission in the “Communication from the Commission establishing the guidelines for the second round of the Community Initiative EQUAL” (COM (2003)840).

These general aims include:

- To support the due course of implementation and management of the CIP EQUAL;
- To assess the suitability of strategies selected, future options and initial influences of the CIP EQUAL;

² The work contract was signed on 29 April 2008.

- To identify and assess the value added by the CIP EQUAL to current tools and policies in the labour market;
- To contribute to the identification, verification and promotion of suitable practices in the application of inclusion policy and in fighting discrimination and inequality in the labour market;
- To assess the success rate of the CIP EQUAL in promoting its results in national policies and actions and in mainstream programmes of the European Social Fund;
- To facilitate the learning process among all national stakeholders;
- To contribute to the creation of expert capacities;
- To allow utilisation of the acquired findings in the next programme period.

In line with the specified general aims of the evaluation of EQUAL programme as a whole, the following aims can be defined in relation to the evaluation of the GeM principle:

- ⇒ To assess the extent of inclusion and elaboration of GeM principles in individual stages of the lifecycle of development partnership (hereinafter only the “DP”);
- ⇒ To assess the characteristics of implemented activities from the point of view of gender impact assessment;³
- ⇒ To identify the potential of partnerships for solving problems in priority areas stipulated in the Roadmap for equality between women and men (2006–2010), COM(2006)92;
- ⇒ To find examples of good practice and improvement areas and to define a list of recommendations for future implementations based on the learning process;
- ⇒ To synthesise the experiences of evaluated partnerships.

1.3. Community Initiative EQUAL

The Community Initiative EQUAL represents one of four Community initiatives supported in the programme period of 2000–2006 from Structural Funds or from the European Social Fund. It also forms a tool for achieving the objectives of the European Employment Strategy.

Throughout the territory of the EU, this Initiative supported international co-operation in the development and promotion of new tools for fighting all forms of discrimination and inequality in the labour market. Thus the Initiative attempted at developing and promoting tools for the support of members of disadvantaged groups (the long-term unemployed, unqualified people, graduates, elderly people, people with disabilities, ethnic minorities, women, refugees etc.) who face discrimination or unequal treatment either at work or in looking for a job.

³ Gender impact assessment means comparing and assessing, according to gender relevant criteria, the current situation. Differences regarding the status of women and men in society are considered, such as participation (composition of the target population, representation of women/men in decision-making processes), resources (distribution of crucial resources such as time, space, information, money, education, work, medical care, leisure, etc.), standards and values (division of labour, expected gender roles), law (such as freedom from violence, access to legal assistance, etc.) (Guide to gender impact assessment EC, 1997).

Certain principles, the observation of which allowed the development, testing and particularly the enforcement of new tools in policy and practice, were essential for the implementation of the Community Initiative EQUAL. These principles were:

- Thematic approach,
- Transnationality,
- Partnership,
- Empowerment,
- Innovation,
- Mainstreaming,
- Gender mainstreaming.

Gender mainstreaming was supported in the CIP EQUAL in two forms.

1. Through two thematic areas implemented based on the CIP EQUAL priority 4, i.e.:

Thematic Field 7 – Reconciling Family and Professional Life, Developing More Flexible and Effective Forms of Work Organisation and Support Services;

Thematic Field 8 – Reducing Gender Gaps and Supporting Job Desegregation.

2. As one of the horizontal topics, underlining the importance of equality in the labour market in all stages of the supported projects, disregarding their factual topic.

Taking into account the focus on innovation, which allowed the development and testing of new approaches in the area of equal opportunity, the Community Initiative EQUAL was a key tool for the support of equal opportunity in the labour market. The importance of the support of equal opportunity for men and women in the labour market is stressed by Member States as well as by the Commission, which published various publications in this context that have been utilised by the evaluation team.

1.4. Support for the GeM principle in the programme period of 2007 - 2013

Support for the horizontal theme of GeM in the context of the CIP EQUAL represented an important source of experience regarding the application of this principle in projects funded by the European Social Fund (hereinafter only the “ESF”) in the new programme period as well.

During the programme period of 2007–2013, experience gathered in the EQUAL programme shall be reflected particularly in the operational programme of Human Resources and Employment (hereinafter only the “OP HRE”). This principle is therefore emphasised in the current programme period, as it is proved by the extent of its inclusion in the OP HRE. The GeM principle is, in the same way as previously, applied in two levels:

- (a) As a horizontal theme, through which the global and specific goals of the OP HRE are integrated throughout the entire spectrum of five vertical priority axes of the programme;

- (b) As a part of the Priority axis 3: *Social integration and equal opportunities* or the supported area: *Equal opportunities of women and men in the labour market and reconciliation of professional and family life.*

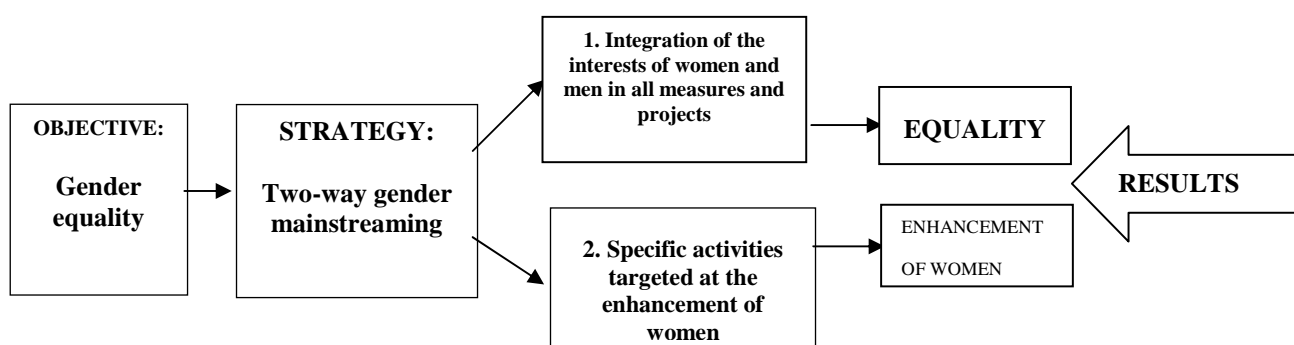
Findings acquired through evaluation and the respective recommendations should be therefore applicable particularly for the projects prepared within this OP.

1.5. Gender Mainstreaming

Gender mainstreaming (hereinafter only “GeM”) appeared as one of the results of the learning process during several decades of the application of policies supporting women (Callenius, 2002, quoted according to Schmidt, 2005). It is a strategy aiming at removing all inequalities between men and women. Unlike in women's policies focused on equal treatment or affirmative actions, it includes both genders and the relationships between them. It is a proactive approach aiming at a change of structures creating or allowing discrimination (Schmidt, 2005). Special policies for the support of women are problematic in that they do not lead to a long-term change of structures, but they rather induce individual, partial and short-term transformation. To these targeted initiatives, which are in certain cases justifiable, gender mainstreaming adds an approach, which demands (re)organisation, improvement of quality, development and evaluation of conceptual processes, as all the involved parties apply the gender perspective in all levels and in all stages (Červinková, 2003).

The GeM strategy has been built on one core assumption, i.e. that the origin of gender inequality consists particularly in the gender hierarchy of society, the individual understanding between men and women plays a minor role in this regard. Perception of the links between private and public spheres and mutual re-construction of gender relations and inequalities represents an important part of GeM as well.

Gender mainstreaming strategy (adapted from Moser [2005])



1.6. Methodology of the application of gender mainstreaming

There is a number of various procedures and concepts of the practical implementation of GeM. In the project evaluation, we have applied the methodology prepared by the team of the United Nations Development Programme – Regional Bureau for Europe and the CIS (UNDP RBEC) - Gender Mainstreaming in Practice: A Toolkit (Niemanis et al, 2007). This practically conceived material elaborates 10 basic steps that should be applied when taking into account the gender perspective of any project. This is related to understanding GeM not as a state, but rather as a continuous process (Schmidt, 2005) of logically interrelated activities.

10 steps of GeM

<i>Step</i>	<i>Description of activities</i>
Mainstreaming approach to “investors”: Who makes the decisions?	Designing the project team; the diversity of persons involved is an important factor, as it brings the representation of a larger variety of problems and the involvement of persons with gender expertise.
Gender mainstreaming agendas: What is the problem?	Defining the problem and analysing the situation from the perspective of the influence on men/women
Progress towards gender equality: What is the goal?	Defining the goals related to the gender issue, differentiating between corrective goals (correction of inequalities) and trans-formative goals (leading to changes in society)
Situation mapping: What information do we have?	Identification of available information with regard to the defined problem (mapping outputs, policies, laws etc.
Problem clarification: Research and analysis	Supplementation of missing data, specification of gender aspects of the selected topic
Definition of the procedure or proposals for interventions from the gender perspective, budget planning	Review of specific measures and evaluation of their potential impact, as regards the gender issue

<i>Step</i>	<i>Description of activities</i>
Defence of gender matters!	Argumentation strategy for initiatives based on the gender mainstreaming
Monitoring: Gender sensitive monitoring of the issue	Gender sensitive qualitative and quantitative monitoring, how far the defined goals are achieved
Evaluation: How good have we been?	Evaluation with regard to specific procedures, partial and development goals
Communication	Cross-sectional activity implemented with regard to target groups and their needs

For the purpose of the evaluation of gender mainstreaming principles, the evaluation of the inclusion of individual steps was utilised as an indicator of successful implementation. For the purpose of extensions, we have utilised other materials as well, e.g. the Horizontal priorities in the programmes of structural funds (MMR, Kaufmann, M. et al, 2004); the Checklist to assess projects for their orientation towards gender mainstreaming; the Working document compiled by the transnational partnership EQ-MIND within the project ES Equal Gender Sensitive Regionalentwicklung, etc.

2. METHODOLOGICAL APPROACH AND THE PROCESS OF PROJECT IMPLEMENTATION

Project implementation followed the standard evaluation procedures and utilised standard evaluation techniques and tools.

2.1. Basic phases of evaluation

The whole evaluation process was divided into several phases. During the individual phases, tasks resulting from the contract documents were dealt with or the evaluation questions were answered and recommendations were proposed. The proposed methodology was selected so that it covers the entire problem width. With regard to the results formulated in the contract documents, evaluation was arranged in basic phases processing 4 tasks included in the contract documents. Individual project phases cannot, however, be strictly temporally and formally delimited; they have been overlapping during the project implementation. **The whole evaluation process was divided into four basic phases:**

1. Preparatory phase, i.e. determination of the extent and structure of evaluation work

This phase was completed when the contracting authority approved the inception report. In this initial phase, an expert team completed the list of basic evaluation questions listed in the text below, specified investigation methods in detail and prepared the strategy for evaluation investigations.

A standardised structure of a case study, utilised for the analysis of all selected development partnerships and projects was created during the preparatory phase. An initial analysis of current projects was prepared as well as a selection of projects to be processed in the form of case studies, based on criteria set out in advance. Lists of projects are included in the text below.

A detailed schedule of project implementation was also finalised, reflecting – after an agreement with the Contracting Authority – the shift in the beginning of project implementation. The schedule of the project's progress is attached in the Attachment 1 to the Final Evaluation Report.

During the preparatory phase the information sources were analysed too. A list of these is included in Attachment 2 to the final evaluation report.

2. Information acquisition and analysis

In this phase, initiated by the expert team simultaneously with the preparatory one, the necessary details, information, related documents, data, etc. were collected.

For the evaluation, data of both a quantitative and qualitative character were used. Taking into account the focus of the evaluation, the qualitative data were particularly

emphasised. Based on the data obtained, detailed analyses were then carried out, the conclusions of which are listed below in the subsequent chapters.

3. Evaluation and/or development of evaluation conclusions

The preparation of conclusions is an important evaluation activity. Based on the conclusions of the pre-prepared analyses, recommendations for individual aspects for the application of the GeM principle in practice have been formulated. These conclusions and recommendations have been reflected in the final report.

4. Presentation of reports, and communication of evaluation results

Communication of the evaluation results represents one of the main parts of the evaluation. The publication of the results is necessary for understanding the evaluation as a useful process.

The evaluator of these projects prepared an inception report, the first and second interim reports and a final evaluation report. The reports were compiled in such a way that they fulfil the basic principles of an evaluation report:

- The summary does not exceed ten pages;
- The reports shall be short and concise, other significant information shall be included in the attachments;
- The documents forming a basis for conclusions and recommendations shall be included in the report and shall be clearly marked;
- The style and language of the report shall be accessible to all readers;
- If technical terms and abbreviations are used, they will be defined in a glossary;
- The report shall include a short summary of the methods utilised as well as an explanation concerning their selection;
- If results of quantitative analyses are presented, they will be supplemented by charts and tables.

The realisation of tasks and activities was carried out under the scheme below:

OVERVIEW OF PROJECT TASKS AND ACTIVITIES

Task - Drawing Up the Inception Report	Activity 0 - Drawing Up the Inception Report
Task 1 - Evaluation of DP Approach in CR in CIP EQUAL projects	Activity 1A - Case Study Processing Activity 1B - Approach Analysis (eval. questions) Activity 1C - Evaluation (practical recommendations)
Task 2 - Evaluation of DP Approach in EU in CIP EQUAL projects 2.1 – Slovakia 2.2 – Austria 2.3 – Germany 2.4 – Summary	Activity 2A - Case Study Processing Activity 2B - Approach Analysis (eval. questions) Activity 2C - Evaluation (practical recommendations)
Task 3 - Assessment of Approach in HRD (ESF) projects in the CR and in 3.1 – OP HRD, UPD 3 in CR 3.2 – HRD in Slovakia 3.3 – Summary	Activity 3A - Case Study Processing Activity 3B - Approach Analysis (eval. questions) Activity 3C - Evaluation (practical recommendations)
Task 4 – Synthesis of findings, identification of factors and assumptions and development of recommendations	Activity 4A – Synthesis of findings Activity 4B - Analysis of factors (eval. questions) Activity 4C – Development of Recommendations
Task 5 – Preparation of the final report	Activity 5 – Preparation of the final report
Task 6 – Presentation of outputs	Activity 6A – Presentation of proposed outputs Activity 6B – Presentation of final outputs

2.2. Research and Evaluation Methods

The selection of suitable research and evaluation methods was based on the general and specific goals of the evaluation. At the same time, it took into account the current conditions and real possibilities of the evaluation team as well as of individual DPs subject to detailed analysis.

When considering the selection of suitable methods, the evaluator started with the following facts:

- The relatively short time to process the evaluation study as defined by the contract documents;
- The non-existence of current databases on DPs and projects (the ECDB database includes obsolete data, the information in the Monit database is sporadic);
- Only limited information on the activities of development partnerships and relatively rare internal documents on DPs is available to the EQUAL Managing Authority and the National Support Structure (PWC);
- During the performance of the evaluation, most DPs were in the final stage of their activities – the working load of the development partnership resulting from finalising projects and organising final conferences in May and June or July. This of course limited the amount of time that the development partnership could devote to evaluators during this period.

Due to the reasons stated above, the contractor has not implemented a standard questionnaire investigation, which is a frequent tool in the implementation of evaluation studies. The contractor has also taken into account that not all DPs are analysed – just their selection – and therefore there is no need for a tool to address a wide scope of recipients. We have also taken into account the disputable return and efficiency of a questionnaire investigation in a situation, when it is necessary to establish the quality of application of the GeM principle, i.e. not only to state whether the principle has been applied, or not.

The contractor – influenced by experience from previous evaluations – selected the method of separate numbered evaluation statements (findings or recommendations), which facilitates orientation in the text. This arrangement also contributes to their further usefulness, as it is possible to provide easy references to clearly delimited findings.

Using this approach, evaluation questions shall be considered as an auxiliary tool specifying in more detail the content and focus of the defined problem areas and the exact answer to an evaluation question is formally dissolved in one or more statements.

This approach is characterised by a higher value added by the evaluator, as each statement constructed in this way is unique and it may be verified in an easier way than a comprehensive answer to an evaluation question.

For the purpose of clarity, those statements, which have the character of recommendations, are distinguished in the text and marked by the letter D.

2.2.1. Desk research

“Desk research” is a technique for analysing available documents. This is an auxiliary method usable as input for the preparation of other evaluation methods.

The expert team carried out research of the underlying materials. It was their primary source of information on individual DPs as well as on the issue of gender mainstreaming and its understanding in the CR and in selected EU Member States.

In the initial stage of the project, team members with the help of a GeM expert gathered all the available materials (handbooks, guidelines, manuals) related to the GeM issue. The ESF forum, www.equalcr.cz, www.europa.eu and other sites belonged among significant sources of the documents included. The analysis of these documents was completed by a day-long internal workshop of the team, where the approach to GeM was discussed both generally and in relation to the evaluation process.

An analysis of the gender mainstreaming issue in the context of legislation at the global, European and national levels was also included in the initial stage. The results of this analysis form Attachment 3 to the final evaluation report.

In the next stage of the project, the expert team began to study the documentation of each DP.

Basic documents analysis for each DP included⁴:

- Partnerships agreements;
- Ongoing technical monitoring reports;
- Records of self-evaluations;
- Documentation for the validation of products;
- Other information about the activities and products of DPs obtained on websites;

The extent of the information acquired from the quoted resources determined the character and level of details of the interview organised during the evaluation visit.

2.2.2. Interviews (Evaluation visits)

The method of an interview is generally used in cases when it is necessary to identify specific information and to obtain a comprehensive view of a problem.

The evaluation visits were performed mainly during the first half of the project implementation, because they served as a source of data and information on individual analysed partnerships.

The evaluation visits focused on acquiring information on RP that could not be detected by analysing the available documentation.

Personal and telephone interviews and/or email communication were carried out with representatives of every DP nominated for the preparation of a case study.

It is necessary to note that in the case of some DPs, evaluators encountered a certain unwillingness to co-operate. As a reason, they stated that there is a large number of currently ongoing evaluation projects and/or necessity to co-operate with more evaluation teams, always requiring the same documentation and information from the DP.

Keeping this in mind, the evaluation team has decided to minimise the effort for individual development partnerships. The maximum amount of information and/or relevant

⁴ It concerns EQUAL projects, projects supported by the ESF, did not qualify for partnerships.

documentation of individual DPs have been obtained through the Managing Authority, mediating entity (NTF), National Supporting Structure (PriceWaterhouseCoopers), Monit database and the individual websites of partnerships and projects.

Evaluation visits focused solely on the acquisition of information on the fulfilment of the GeM principle during the project implementation and on the aspects immediately related thereto.

2.2.3. Expert panel

An expert panel generally consists of various independent experts who take part in the development of evaluation conclusions. Such a panel can answer a wide variety of questions – from the general approach to the application of GeM to specific procedures of its actual fulfilment. Representatives of MA, NSS, NTN E, DP and others were involved in the expert panel.

Conclusions and recommendations resulting from a discussion within the expert panel are included in Chapter 4.

2.2.4. SWOT analysis

The contractor used also the method of SWOT analysis, especially as a final analytical step for the final evaluation of results and for the classification of analytical results. Pursuant to the standard rules for these methods, weaknesses and strengths of the application of GeM in practice were identified, as well as the related opportunities and threats.

The SWOT analysis is a part of Chapter 4.

2.2.5. Case study

A case study is generally used for in-depth description of a phenomenon in its natural environment and analysis of it. The method is based on a systematic analysis of events, collection of data, information analysis and formulation of deliverables. To collect data, the evaluator used both qualitative and quantitative methods. The methodology for the development of case studies is elaborated in detail in Attachment 4 to the final evaluation report.

59 case studies were prepared within the project:

- 30 case studies analysing projects implemented within the CIP EQUAL CR
- 5 case studies analysing projects implemented within the OP HRD
- 5 case studies analysing projects implemented within the SPD 3
- 9 case studies analysing projects implemented within the CIP EQUAL Slovak Republic
- 4 case studies analysing projects implemented within the OP HR Slovak Republic
- 3 case studies analysing projects implemented within the CIP EQUAL Austria
- 3 case studies analysing projects implemented within the CIP EQUAL FRG

Processed case studies have a unified structure and layout. This allows easy orientation in the text of the study and therefore facilitates the comparison of the approaches of individual partnerships as well as projects applying GeM as a horizontal priority.

The main findings and lessons learned from the analysis of DP in the form of case studies are included in Chapter 3. The case studies themselves form a separate document.

2.3. Analysed DPs and projects

2.3.1. Czech Republic

a) CIP EQUAL Czech Republic projects

Case studies	Project name/registration number/ recipient	Theme	Impact area (NUTS 2)
1	Mikrobus ("Microbus") Drom, Roma Centre	CIP EQUAL CR / 1A	JV, MS, SM, SV, SZ
2	REHABILITACE - AKTIVACE – PRÁCE ("REHABILITATION – ACTIVATION – EMPLOYMENT") Vzdělávací společnost EDOST, s.r.o.	CIP EQUAL CR / 1A	JZ, MS, SV, SZ
3	Šance (Chance) Sdružení pro probaci a mediaci v justici ("Association for Probation and Mediation in Justice")	CIP EQUAL CR / 1A	SČ, SZ
4	Maminky po "dovolené" ("Easy return from maternity leave to work") Labour Office in Semily	CIP EQUAL CR / 1A	SV
5	PIN - Podpora inkluze ("PIN – support of inclusion") Člověk v tísni, o.p.s.	CIP EQUAL CR / 1A	JZ, SČ, SZ
6	Projekt KARAVANA ("KARAVANA - computer graphics education for deaf individuals") TROAS s.r.o.	CIP EQUAL CR / 1A	Prague
7	Polis - Tvorba a podpora nediskriminační sociální, vzdělávací a zaměstnanostní politiky ("Development and Support for non-discriminatory social, educational and employment policies") Člověk v tísni - společnost při ČT, o.p.s.	CIP EQUAL CR / 1B	JZ, SZ
8	Podnikání bez překážek ("Business without boundaries")	CIP EQUAL CR / 2C	JZ

	Economic Chamber of South Bohemia		
9	Europodnikatelka 21. století ("Eurobusinesswoman of the 21st century") Asociace podnikatelek a manažerek ČR, o.s. ("Association of businesswomen and managers in the CR")	CIP EQUAL CR / 2C	SZ
10	Podpora vzniku a rozvoje sociálních družstev (podniků) v regionech NUTS II Moravskoslezský region, Jihovýchod a Střední Morava ("Support for establishment and development of social cooperatives [businesses] in the NUTS II regions: Moravian-Silesian region, Southeast and Central Moravia") Svaz českých a moravských výrobních družstev ("Association of Czech and Moravian Production Cooperatives")	CIP EQUAL CR / 2C	MS, JV, SM
11	Podpora stabilizace a re-integrace aktivních seniorů ("Active seniors support") CONEO, s.r.o.	CIP EQUAL CR / 2C	JV, SM
12	Ženský Element - Inovativní řešení podpory podnikání žen a jejich mentoring prostřednictvím šíření dobrých praxí ESF a Phare projektů ("Female element – Innovative solution to address support for women entrepreneurs and their mentoring through dissemination of good practices of ESF and Phare projects"). AG Synerko, s.r.o.	CIP EQUAL CR / 2C	JV, MS, SM
13	Rozvoj sociálních služeb a reintegrace žen do trhu práce v malých sídlech venkovských oblastí ("Development of social service and re-integration of women on the labour market in rural areas") Charity Starý Knín	CIP EQUAL CR / 2D	JZ, SČ, SV, SZ
14	Pracovně-vzdělávací program pro klienty Domu na půli cesty ve Velkém Dvoře u Pohořelic ("Together for integration of Half-Way House clients into the labour market") Sdružení pěstounských rodin („Foster Families Association“)	CIP EQUAL CR / 2D	JV
15	Umírat doma je normální ("It is normal to die at home") Hospice civic association “Cesta domů”	CIP EQUAL CR / 2D	JV, JZ, MS, SČ, SM, SV, SZ

16	Rozvoj sociální firmy ("Social firm development") Fokus Praha, o.s.	CIP EQUAL CR / 2D	Prague
17	Vývoj a zavedení systému celoživotního vzdělávání osob s postižením sluchu, včetně vzdělávání zdravých osob, které s handicapovanými osobami přicházejí do kontaktu ("Development and implementation of life-long learning system for aurally handicapped people, including education of non-handicapped people who are in contact with the aurally handicapped") Centrum vizualizace a interaktivity vzdělávání s.r.o.	CIP EQUAL CR / 3E	JV, JZ, MS, SČ, SM, SV, SZ
18	Modulární systém celoživotního vzdělávání v Euroregionu Nisa umožňující odstranění informační negramotnosti a zaměstnání osob ze znevýhodněných a diskriminovaných skupin na trhu práce. ("Modular system of lifelong learning in the Nisa Euroregion allowing the elimination of information illiteracy and the employment of persons from groups that are disadvantaged and discriminated against in the labour market") Labour Office in Semily	CIP EQUAL CR / 3E	SV
19	Podpora celoživotního učení a rovných příležitostí na trhu práce pro pracující nad 50 let ("Support of lifelong study and equal opportunities on the labour market for workforce over the age of 50") EXPERTIS PRAHA, spol. s r.o.	CIP EQUAL CR / 3E	SČ
20	IQ servis - Systém pro úspěšné uplatnění Romů na trhu práce ("IQ Service – System for success of the Roma population in the labour market") Civil Association IQ Roma servis	CIP EQUAL CR / 3E	JV
21	Nové přístupy sledující zvyšování vzdělanosti a uplatnění na trhu práce dětí vyrůstajících v ústavní péči/ "Najdi svůj směr" ("New attitudes on the increase of the education level and success in the labour market for children growing up in social-care facilities / "Find your way") Nadace Terezy Maxové ("Tereza Maxová Foundation")	CIP EQUAL CR / 3E	JZ, MS, SČ, SV, SZ

22	Pilotáž nízkoprahových kursů ČJ pro cizince ve vybraných regionech ČR ("Pilot scheme of low-threshold Czech language courses for foreigners in selected regions of the Czech Republic") Centre for Integration of Foreigners	CIP EQUAL CR / 3E	JZ, SZ
23	JOB POINTS Commercial and Economic Chamber	CIP EQUAL CR / 3F	JV, SM, SV
24	Teleworking - podpora práce z domova s využitím informačních technologií ("Teleworking and teleworking centres") LANGMaster Group, s.r.o.	CIP EQUAL CR / 3F	JZ

25	Modelový program podpory sladování profesního a rodinného života-kraj Vysočina ("Support program to balance professional and family life in Vysočina region") Czech Women's Union	CIP EQUAL CR / 4G	JV
26	NÁVRAT DO BUDOUCNOSTI ("BACK TO THE FUTURE") Secondary school of technologies	CIP EQUAL CR / 4G	SZ
27	SUPPORT Regional Development Agency of the Ústí Region	CIP EQUAL CR / 4G	SZ
28	Proломit vlny - Zrovnoprávnění mužů a žen na trhu práce ("Breaking the waves – Equality of men and women in the labour market") Otevřená společnost o.p.s.	CIP EQUAL CR / 4H	JV, JZ, MS, SČ, SM, SV, SZ
29	Role rovných příležitostí pro ženy a muže v prosperitě společnosti ("The role of equal opportunity for women and men in societal prosperity") Gender Studies, o.p.s.	CIP EQUAL CR / 4H	JV, SV
30	Vytvoření a pilotní ověření modelu pro zlepšení přístupu žadatelů o azyl na trh práce a posílení jejich schopností, které jim umožní snazší adaptabilitu na jakémkoliv trhu práce. ("The creation and verification of a model for improvement of asylum")	CIP EQUAL CR / 5	SČ, SV, SZ

	seekers' access to the labour market and increase of their capabilities facilitating an easier adaptability in any labour market.”) Charles University in Prague, Institute for Language and Preparatory Studies		
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Note: JV = Southeast; JZ = Southwest; MS = Moravian-Silesian area; SČ = Central Bohemia; SM = Central Moravia; SV = Northeast; SZ = Northwest

b) OP HRD Czech Republic projects

Case studies	Project name	Programme/ Priority axis	Impact area
1.	Centrum výchovně vzdělávacího poradenství se zaměřením na rovnost profesních příležitostí mužů a žen (“Centre for educational consultancy focusing on the equality of labour opportunities of men and women”) - Upper and Secondary School of Pedagogy in Liberec	OP HRD / 2.2 Equal opportunities	Liberec
2.	Rovné příležitosti žen a mužů - Rovné šance (“Equal opportunities of women and men – Equal chances”) - Institut celoživotního vzdělávání o.p.s. Havířov	OP HRD / 2.2 Equal opportunities	Havířov Ostrava district
3.	Otevření nových příležitostí k návratu do zaměstnání (“Opening new opportunities for a return to employment”) - AgroKonzulta Žamberk, s.r.o	OP HRD / 2.2 Equal opportunities	Chrudim, Pardubice, Svitavy, Rychnov nad Kněžnou
4.	Rekvalifikační kurzy pro ženy a matky v Českém Krumlově a blízkém okolí (“Retraining courses for women and mothers in Český Krumlov and the immediate surroundings”) - Association for families and children, Český Krumlov	OP HRD / 2.2 Equal opportunities	Český Krumlov
5.	Ženy pro občanskou společnost (“Women for civil society”) – Žába na prameni o.s.	OP HRD / 2.2 Equal opportunities	Central Bohemia Region

c)SPD 3 Czech Republic projects

Case studies	Project name/registration number/recipient	Programme/ Priority axis	Impact area
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1.	Inspirace pro rovné šance (“Inspiration for the equality of chances”) CZ.04.3.07/2.2.02.1/0202 Občanská inspirace (Civil Inspiration)	SPD 3 / 2.2 Reconciling family and professional life	Prague
2.	Propagace rovnosti šancí mužů a žen prostřednictvím médií (“Promoting the equality of the chances of men and women through the media”) CZ.04.3.07/2.2.02.1/0203 Šance pro společnost, o.s.	SPD 3 / 2.2 Reconciling family and professional life	Prague
3.	Postavení žen ve vědě a výzkumu v Praze (“The position of women in science and research in Prague”) CZ.04.3.07/2.2.02.1/0206 STEM, s.r.o.	SPD 3 / 2.2 Reconciling family and professional life	Prague
4.	Vyrovnaní šancí osob pečujících o závislé členy rodiny s ostatními aktéry na trhu práce (“Equalising the chances of persons caring for dependant family members and other parties involved in the labour market”) CZ.04.3.07/2.2.01.1/2005 Czech Women’s Union	SPD 3 / 2.2 Reconciling family and professional life	Prague
5.	Efektivní návrat vysokoškolsky vzdělaných žen na trh práce (“The effective return of women with higher education to the labour market”) CZ.04.3.07/2.2.01.2/2014 Czech University of Life Sciences in Prague	SPD 3 / 2.2 Reconciling family and professional life	Prague

2.3.2. CIP EQUAL Austria projects

Case study	Project name	Priority	Czech partner
1	Parental Leave and Career. AT-5-11/265 http://www.karenzundkarriere.at	5 Reducing gender segregation	CZ 76 and CZ 78, (ES20040015, DK – 39)
2	Quality Development Gender Mainstreaming AT-3A-16/215 http://www.qe-GeM.at/	5 Reducing gender segregation	no CZ (DE-XB4-76051-20-BE/217, PL-90, PT-2004-359, SK 51)
3	Initiative. Women. Start a Business. AT-5-01/260, http://www.frauengruenden.at/	3 Business start-up	CZ-39, (DE-XB4-76051-20-TH/202)

2.3.3. CIP EQUAL Federal Republic of Germany projects

Case study	Project name	Priority	Partners
1	Foundations of a family-oriented existence (NEXT AC – Niederschwellige familienorientierte Existenzgründung) http://www.aachen.de/DE/wirtschaft_technologie/existenzgruendung/nextac/index.html	4 G Equal opportunities – Reconciling family and professional life	CZ 51
2	Securing the future by facilitating compatibility of family and work (Zukunftssicherung durch Erleichterung der Vereinbarkeit von Familie und Beruf) www.equal-familie-beruf.de	4 G Equal opportunities – Reconciling family and professional life	CZ 69
3	Development of competences in the Munich area (MünchenKompetent -Kompetenzentwicklung im Großraum München) http://www.equal-muenchen.de	3 F Adaptability - Adaptation to change and NIT	CZ 43

2.3.4. Projects in the Slovak Republic

a) CIP EQUAL Slovak Republic projects

Case studies	Project name	Programme/ Priority axis
1.	Odstraňovanie bariér pracovnej aktivity starších žien - cesta k rodovej rovnosti ("Removing barriers to the professional activities of elderly women – towards gender equality")	CIP EQUAL
2.	Gender mainstreaming na pracoviskách reprodukčného zdravia ("Gender mainstreaming at working places of reproductive health")	CIP EQUAL
3.	Rodový výskum k rovnosti v zamestnateľnosti v podmienkach horských vidieckych oblastí Slovenska ("Gender research of equality in employability in rural mountain areas of Slovakia")	CIP EQUAL
4.	Sexuálne obťažovanie na pracovisku ("Sexual harassment at the workplace")	CIP EQUAL
5.	Svet vnímame rôzne a preto spolu dokážeme viac...- Materské centrá pri presadzovaní princípu rovnosti príležitostí na trhu práce ("We perceive the world in a different way and therefore we achieve more together – Maternity centres in promoting the principle of equality of opportunities in the labour market")	CIP EQUAL
6.	Rodová senzibilizácia vo vzdelávacom procese na základných a stredných školách ako príprava budúcej desegregácie povolání	CIP EQUAL

	(“Gender sensitisation in the educational process in primary and secondary schools as a preparation for future occupational de-segregation”)	
7.	JOPA - Jazyková a Odborná Příprava Azylantov a žiadateľov o azyl (“Language and Professional Preparation of Refugees and Asylum Seekers”)	CIP EQUAL
8.	Nové formy vzdelávania a osobného rozvoja pre znevýhodnené skupiny (“New forms of education and personal development for disadvantaged groups”)	CIP EQUAL
9.	Zvýšenie adaptability ľudských zdrojov pre trh práce v oblasti cestovného ruchu (“Increasing the adaptability of human resources for the labour market in the area of tourism”)	CIP EQUAL

b) Projects of the Human Resources Sectoral Operational Programme, Slovak Republic

Case studies	Project name	Programme/ Priority axis
1.	Podnikanie – nová šanca pre ženy (“Business – a new chance for women”)	SOP HR
2.	Od uľahčenia prístupu k vzdelávaniu k eliminácii rodovej nerovnosti (“From facilitating access to education to the elimination of gender inequality”)	SOP HR
3.	RUŽENA - Příprava Rómiiek s rodičovskými povinnosťami na umiestnenie na trhu práce (“Preparation of Roma women with parental responsibilities for placement in the labour market”)	SOP HR
4.	Kysucké Nové Mesto - regionálne posilnenie rovnosti príležitostí (“Kysucké Nové Mesto – Regional improvement of equal opportunity”)	SOP HR
5.	Mladé ženy z osady - pilotný project (“Young women from the settlement – pilot project”)	SOP HR

3. FINDINGS IN CONNECTION WITH DEFINED EVALUATION TOPICS

3.1. Evaluation of the work of Czech development partnerships

✓ **Task 1**

The evaluation of approaches of DPs in the CR in the application of the horizontal theme of gender mainstreaming within projects funded by CIP EQUAL

To evaluate the approaches of DPs in the CR to the issue of GeM and its application, the following evaluation questions were defined:

- *How did the DPs proceed when searching for areas where it is desirable to apply the gender mainstreaming?*
- *How did the DPs proceed in its application during the project implementation?*
- *What types of partners involved in the work of DPs were involved in the promotion of gender mainstreaming during the preparation and the project implementation?*
- *What kind of previous experience enabled most of the involved partner organisations to participate actively in DP work?*
- *What sort of experience and skills had to be mediated to the partner organisations during the project implementation, to enable their active participation in the DP work?*

3.1.1. Selection and analysis of DPs

70 projects were implemented within the CIP EQUAL in the CR. 30 projects were selected for case studies. Primarily, projects of the following topics were selected:

4G - Reconciling family and professional life, developing more flexible and effective forms of work organisation and support services

4H - Reducing gender gaps and supporting job desegregation.

As the objectives of the evaluation did not include an overview on the distribution of phenomena in the basic set, no random or quota selection has been applied. The main intention when selecting projects outside the topics 4G and 4H was to obtain a sample which is heterogeneous, as regards the following criteria:

- Project theme (1A, 1B, 2C, 2D, 3E, 3F, 4G, 4H, 5)
- Project target group (women/men after maternity leave, persons over 50, foreigners/refugees, Roma people, persons endangered by social exclusion, etc.);
- Project activities and objectives
- Size of the development partnership;
- Territorial impact of the project (representation of various regions, extent of the impact – national vs. regional projects);

3.1.2. Evaluation findings of a general nature

(1)	The evaluation of the application of the gender mainstreaming principle in the projects funded by ESF and the Czech state budget performed so far shows that the support recipients have coped with differently this requirement. This is true in spite of the fact that the initial level of understanding and implementation of the principles should correspond to unified standards, see the Manual of the Community Initiative Programme EQUAL Gender Mainstreaming referred to by the majority of the recipients. It is possible to understand that projects and organizations focusing directly on the topic of equality of women and men or gender mainstreaming achieve a higher level of innovation and the overall elaboration of activities and products. Similarly, activities were well elaborated in the cases of some DPs, in which organizations dealing with the equality between women and men in the long term were involved as partners. The experience frequently referred to with activities focusing on women (provision of education, counselling) proved inadequate in most cases for the needs of GeM and for understanding the issue, including its root causes. It is unacceptable that projects focusing on the issue of equality of women and men as the horizontal priority shows clear marks of misunderstanding or even unwillingness to understand.
(2) D	<i>For the future, it is necessary to adjust controls by the Managing Authority and especially mechanisms for experience sharing and support of the learning process – some of them have already proved to be useful in the evaluated projects (national thematic network, workshops for recipients). Another option is to train the recipients using a unified initial training utilising the experience of the projects implemented earlier. Moreover, it would have a positive impact with regard to the multiplication effect of good practice and as prevention of the risk of repeating similar activities already dealt with elsewhere.</i>
(3)	Available information suggests that some of the DPs selected the areas dealt with in the projects based on a direct work with target groups, i.e. they have defined the procedures based on this experience. Such a process is apparently very positive, particularly if it includes an intense co-operation with the target group when preparing methodology and during pilot verification of activities. In the case of partnerships, which had no experience with direct work with their target group, the areas being dealt with were established on the basis of monitoring of current trends in the field and of identification of “white space”, i.e. themes, which have not been adequately dealt with comprehensively in the Czech Republic so far, but which are already known from abroad. Here it is truly necessary to involve target groups to allow local modification, or to establish co-operation with the entity, which is familiar in detail with the situation and needs of the target group.
(4)	During the initial project phases, target groups should be involved so that projects really respond to their needs (not e.g. to the needs of the majority of society as regards the needs of disadvantaged people, etc.). Unfortunately in some projects both male and female prospective recipients were involved, but the results were not analysed from a gender perspective and thus it was not apparent whether or not it is necessary to propose any different steps for women and men. An example: the project titled <i>Development of Social Companies</i> , within which an initial group discussion was

	<p>arranged, but the results were common for all – both men and women. But then it is impossible to determine whether men/women repeatedly get into situations that show the same characteristics and which should be systematically addressed in the context of targeted measures, or by taking it into account in other activities.</p>
(5)	<p>Based on the evaluated projects we may state that the involvement of target groups when developing project procedures and processes varies significantly. In case of the minority of projects, we can observe features of power inequality in the sense of a paternalistic setting of activities without discussions. If such a project fails, the target groups are blamed, referring to their lack of interest.</p>
D	<p>(6) <i>Such experience should be prevented by thorough planning in the first project stages, when it is necessary to involve the broadest possible scope of partner organisations as well as a diversified group of potential beneficiaries and to define further procedures jointly.</i></p>
(7)	<p>A different motivation of individual partnerships or partners is manifested during the project implementation. Subsequently, this affects the level of involvement as regards the topic; it also plays a role among individual partners, where the support recipient was often apparently more interested in the project's success than some involved organisations. As regards activities related directly to the application of GeM, there are obvious differences between projects focusing directly on equal opportunities for women and men (within which the projects implemented within <i>Priority 4 Reducing the differences between the chances of men and women in the labour market</i> are qualitatively superior) and the projects that applied GeM “only” as a horizontal priority.</p>
(7)	<p>The first case usually applies to organisations that have previously dealt with the issue of equal opportunity for women and men, having experience with projects funded by other EU funds, deepening and widening their scope of activities in the CIP EQUAL projects. Moreover, the persons involved exerted effort to increase their competences in this area.</p>
(8)	<p>In the case of many other projects we have to state that without a real interest in the issue of GeM, it has been mistakenly reduced to:</p> <ul style="list-style-type: none"> • Monitoring the representation of women and men; • Support for women providing car (especially those with small children)
(9)	<p>The monitoring shows that women quite often represented the majority of the clients. Although support for women and equalization of their position undoubtedly is a part of the application of GeM and the CIP EQUAL as such, it is impossible to be satisfied with the fact that men are tolerated in most evaluated projects, but not pro-actively encouraged to co-operate. DPs often state that just a few men were involved, without mentioning what they did to increase of their representation and involvement in activities that can often be perceived as “traditionally female”. As an exception, we can refer to the initiative in the project titled <i>Fifty-Fifty (“Púl na púl”)</i> focusing on support for active fatherhood. In many cases, however, the potential of projects remained completely untapped, not only with regard to the GeM, but especially with regard to innovation in terms of addressing the issue of GeM, which is an important</p>

	<p>area for connecting horizontal themes. Without involving women and men, the projects bring mostly short-term individual achievements and thus they abandon their objective to contribute to the elimination of inequalities in society in a more persistent manner. At the same time, gender stereotypes are also usually reproduced, as well as ideas about “typically female/male” needs, interests and mode of behaviour.</p>
(10) D	<p><i>Monitoring the representation of women and men in projects (within the implementers as well as the aid recipients) is an important aspect of GeM, the obtained data, however, have to be analysed and the respective consequences have to be derived and/or practical solutions leading to a change in project activities are to be proposed.</i></p>
(11)	<p>Another problem obvious in many projects is the lack of sensitive differentiation of the needs of various groups of women (e.g. women of different ages, positions in society, education, ethnic origin, state of health, etc.). This can lead to the re-establishment of stereotypical ideas concerning a presumably homogenous group of women with seemingly common needs. This obviously applies also in respect of men. Generally, we can say that various social categories can not be simply separated (see the communication of certain projects that they focus on only...), because in real life, they always act together. The differentiation of these positions also enables application of the services provided within projects in a truly targeted manner. This is crucial also due to the reason that some of the projects involve the risk of creating the discussions on “powerless women” who need assistance at any cost. Projects should consistently be directed at strengthening the female (as well as the male) clients of the provided services and to enhance their competence.</p>
(12)	<p>As mentioned above, it is of course understandable that the vast majority of activities focuses on the equalization of chances in the labour market and their direct support, but this is just a part of the application of GeM (see Moser’s quotation above). Taking into account the overwhelming direct support for women, we may also conclude that the majority of projects focused on so-called corrective objectives, while they did not try to define their tasks in the area of transformation objectives. Such objectives, however, should be the key contribution of GeM (see Niemanis, 2007). Such projects focus primarily on the effects on persons in decision-making positions and seek the possibility of a change in social structures and institutions so as to prevent multiple processes of exclusion of certain social groups.</p>
(13)	<p>It is symptomatic that many projects had no sophisticated methodology for the implementation of GeM (action plan) and there were even situations where the DPA appeared to be most developed material defining, however, mostly the starting situation, and not specific measures to promote gender equality. All this is, of course related to the level of involvement of persons or even organisations with the so-called gender competences.⁵ In the projects directly focused on GeM, the involvement of persons and/or teams with previous experience related to the implementation of projects in the area of equal opportunity for women and men was a matter of course.</p>

⁵ Gender competence reflects the capacity to identify areas where the differences on the basis of gender important and to act in a way equalising the contributions for men and women. It is the capability to develop tools taking into account the differences of men and women and to minimise the disadvantages stemming from gender.

	<p>Some organisations have participated actively in activities aimed at an increase of equality of chances in our society. It is clear that such organisations entered into partnerships with other organisations lacking gender expertise and enthusiasm. This could lead to the efficient support of peer learning as well as to conflicts stemming from a different level of knowledge. Mutual support was achieved by involving gender organisation from other partnerships as well.</p>
(14)	<p>The existence of partnerships with no available verified information on how the gender competence was acquired and implemented (the acquisition of information from the handbooks of the MA cannot be verified and proves to be merely an insufficient minimum) must be considered as much more serious. The implemented activities show marks of misunderstanding of the topic. Moreover, evaluation by other organisations (e.g. through the TCA) indicates to the evaluator a low standard of knowledge as well as unwillingness to undergo further education and consider the options of GeM implementation. Again the evaluator encounters the fact that gender stereotypes (as regards both women and men) and normative expectations from women and men persisted in many evaluated projects or were even re-confirmed, without being questioned in any way, because – as we believe – they were considered as correct and natural.</p>
(15)	<p>The overall variability of involved organisations represents another important point. From the point of view of GeM, institutions, e.g. labour offices, clearly stand out. First, they represent strong partners, as far as addressing target groups is concerned, they have however a position allowing them to contribute to long-term structural changes in the area of employment. In relation to co-operation with labour offices, partnership encountered certain problems. These resulted mostly from a very specific project administration, which is very difficult for some types of organisations (apart from the labour offices, this was the case of higher education institutions etc. – these institutions have their own internal administrative regulations and they cannot adapt easily to the system required by the Managing Authority for CIP EQUAL projects). In the case of some partnerships it can be observed that organisations of very similar types were engaged. Although this could lead to a smoother project implementation, it could be very limiting in relation to the representation of the perspectives of various population groups.</p>
(16)	<p><i>To increase efficiency in projects, it is desirable to continue in various forms of co-operation/networking across sectors.</i></p>
(17)	<p>A key role in the multiplication of good practice in GeM is at present most probably played by non-government organisations, which focus on this issue and deal with it in the long term. Moreover, with the support of CIP EQUAL they were able to create a number of information materials, methodologies and training planes, which are transferable (some even underwent a validation process). Success is, however conditioned by intense and bilaterally motivated co-operation with other organisations and by linking individual themes so that the projects trying to eliminate a certain type of discrimination do not reproduce inequalities in other areas.</p>

3.1.3. Evaluation findings from the case studies

(18)	Only a minor part of the projects aims to create system changes that would operate as preventive measures effectively eliminating inequality. Thus a number of projects works only with consequences, usually with long-term unemployment, or reduced employability, without actually preventing these phenomena. Such an approach is not considered sustainable in the long term by the evaluator, although of course it is impossible to find simple solutions for these difficult and complex social problems. Projects should, however, clearly aim at transformative strategic objectives.
(19)	One of the risks of focusing a project directly on vulnerable groups in the labour market, is the re-confirmation of stereotypes and of the disadvantaged position. If the focus is, for instance on activities focusing on women with small children, it tries to retrain them and return them to the labour market (often in traditional industries, regardless of market requirements), it is presumed without reflection that women are always primarily burdened with care of the home and family and therefore they are disadvantaged in the labour market, or there will be segregated into less stable and less financially advantageous forms of employment (for example in part-time jobs). However, such an approach provides only a very limited solution.
(20)	The training and advice provided, in some cases, represented a transfer of information on legislative, administrative and technical issues. The enhancement of the personal and psychological dimensions would be beneficial for the projects. Many participants, in addition to objective obstacles, have to face psychological barriers (there are even obstacles in the clients' surroundings), the removal of which should also be attempted by the projects. Examples of good practice already exist, however, the evaluator finds only a low level of reflection concerning the issues such as gender stereotypes, power inequality, etc.
D (21)	<i>The evaluator recommends and stresses the need for sensitive use of language (for example, instead of using the term “seniors”, which strengthens the notion that this group is inactive and not promising for the labour market, regardless of the fact that it is preceded by the term “active”, it is more appropriate to use the objective term “people over 45-50 years of age”).</i>
(22)	The individual approach to the target audience and participants of projects has proved to be a good practice. The flexibility of the services provided has led in some cases to situations where consultants were visiting their clients in their homes or they were meeting each other in cafes and other neutral places. Such a setting provides a personal approach and allows the participation of those with limited time opportunities. In this regard, the provision of the so-called “aftercare” services proved to be useful, as it allows gaining information about participants even after the training or counselling and it is important for monitoring the long-term benefits of the services provided. Casuistics represents a suitable tool for monitoring individual approach and personal lines.
D (23)	<i>However, the evaluator believes that the experience gathered in individual work should be analysed further and used for the promotion of longer-term objectives - in particular, in dialogue with persons in decision-making positions, taking into account the change in practice of social institutions. It is necessary to monitor long-term trends and recurring situations, which clients face and to propose and test preventive measures.</i>
(24)	A number of projects lacked consistency between the identification of target groups and the monitored indicators. Although for instance persons after parental leave or

	<p>persons with small children formed one such target group, their participation in the services provided has not been registered because the number of such persons did not represent a mandatory indicator. Thus the defined indicators did not always served for the purpose of self-evaluation of the partnership.</p>
(25)	<p>Problems within the partnership are disclosed e.g. by the <i>proEquality</i> partnership. Some problems result from the division of competences, some result from the administrative burden, which restrains the development and educational activities. In the opinion of some of these organisations, there was another problem in finding a unified attitude to the GeM principle, viz. the fluctuation rate of persons in some involved partner organisations and an insufficient qualification of the newcomers in the gender issues. At the same time, this partnership implemented an interesting example of good practice: Within the <i>Employers</i> work programme, a brainstorming meeting of gender experts from the DP as well as from outside was organised, to discuss one of the developed products. In spite of some disagreement, it is necessary first of all to highlight that those organisations, which in a certain way co-operated with experts on gender issues at least engaged in discussion on the application of GeM and this is a positive fact.</p>
(26)	<p>In some regional projects, the involvement of local actors and representatives of municipalities, or other representatives of the respective community, did have a positive contribution. Due to the participation of municipalities (e.g. by the personal involvement of representatives, in particular in the case of smaller municipalities), local associations and charities, some projects managed to reach a much wider group of potential participants than it would be possible by co-operating in this regard only work with labour offices. The involvement of these players has helped the overall increase of awareness about the project in the region.</p>

3.2. Evaluation of work of development partnerships of other EU Member States

✓ **Task 2**

The evaluation of the approaches of DPs in other EU Member States in the application of the horizontal theme of gender mainstreaming within projects funded by the CIP EQUAL

Within this project, the following EU Member States were analysed: Slovak Republic, Federal Republic of Germany and Austria.

Member States were selected in a way allowing the representation of a large number of concluded partnerships and – at the same time – ensuring the maximum transferability and usefulness of knowledge acquired by the comparison. Taking into account the large number of partnerships concluded with the selected countries it was possible to guarantee that the projects in case studies would relate to all the main themes of the Community Initiative EQUAL.

To achieve the best possible comparison, Austria was selected as an old EU Member State, Slovakia as a new Member State and Germany is very interesting for our comparison due to its division into eastern and western parts, which were – from the socio-economic viewpoint – very different.

Slovakia, which accessed the European Union together with the CR, is very interesting for comparison. This is due to the same duration of utilisation of CIP EQUAL resources as well as to reasons of historical union and a relatively comparable starting position. Moreover only a low language barrier and long-term relationships facilitate the access to information. The Ministry of Labour and Social Affairs of the Slovak Republic fulfils the function of the Managing Authority of the CIP EQUAL in Slovakia, in accordance with the Resolution of the Slovak Government No. 1030/2002. Out of a total of about 220 TCAs concluded with the participation of a Czech DP, a Slovak DP participates in **19 cases**, representing **8.6%** of all closed TCAs.

Austria has extensive experience with the CIP EQUAL programme. The quality and meaningfulness of the dissemination experience of this country may be proved by Austria's representation in the project preparing the Manual of the Community Initiative EQUAL for Development Partnerships. The Managing Authority of CIP EQUAL in Austria is the Federal Ministry for Economic Affairs and Labour, in co-operation with the Federal Ministry for Education, Science and Culture and with the Federal Ministry for Social Security, Generations and Consumer Protection. Out of a total of about 220 TCAs concluded with the participation of a Czech DP, Austrian DP participates in **10 cases**, representing **4.5%** of all DPs.

Germany represents an interesting example, especially by covering **many themes** of CIP EQUAL, for it employs this initiative to deal with different problems in its western and eastern parts. As regards the number of DPs, Germany is exceeded only by Italy. The Ministry of Labour and Social Affairs is the Managing Authority of CIP EQUAL in Germany. Out of a total of about 220 TCAs concluded with the participation of a Czech DP, a German DP participates in **22 cases**, representing **10%** of all DPs.

Thus the above information shows that the selection of the analysed Member States is based on the aspect of geographic and socio-historical affinity as well as on the percentage of jointly implemented DPs.

To evaluate the approaches of the DPs in these EU Member States to the issue of GeM and its application, the following evaluation questions were defined:

- *How did the DPs proceed when searching for areas where it is desirable to apply gender mainstreaming?*
- *How did the DPs proceed in its application during the project implementation?*
- *What type of partners involved in the work of the DPs were involved in the promotion of gender mainstreaming during the preparation and the project implementation?*
- *What kind of previous experience enabled most of the involved partner organisations to participate actively in DP work?*
- *What sort of experience and skills had to be mediated to the partner organisations during the project implementation, to enable their active participation in the DP work?*
- *Is there any greater significant difference between the approach of the Czech DP and the foreign DP (Slovak, German, Austrian) during the implementation of gender mainstreaming?*
- *How did the approach of foreign DPs in the development of the application of gender mainstreaming influence the approach of the Czech DPs co-operating with them on the basis of the TCA?*

3.2.1. Situation in the Federal Republic of Germany


Evaluation findings concerning the overall conditions of the application of the principle of gender mainstreaming

(27)	In both the first and second rounds of the project funded by the EQUAL programme in Germany, a relatively high rate of activities in the field of gender mainstreaming implementation was apparent. The task of gender mainstreaming has become established in a way that cuts across the different programme levels and structures and was being worked on by a large number of actors. For some DPs or DP actors, the creation of gender competencies and their implementation in corresponding equal opportunities activities remains a peripheral subject that was also dealt with - independently of the development of innovative solutions in the main fields.
(28)	The implementation of the strategy of gender mainstreaming in the CIP EQUAL was taking place under problematic framework conditions in Germany. This strategy is still not being accorded priority, both generally and politically, on various levels of practice. At the same time, adverse economic trends are continuing, which often have a negative effect on the measures oriented towards the policy of equal opportunity.

(29)	Changes in the overall labour market policy (a basic reform called HARTZ IV ⁶) led to disadvantages for certain target groups. Women are affected disproportionately by this reform (e.g. those returning to the work force, women who have lost their entitlement for support according to the new regulations). This is due to the changes in benefit eligibility for women under HARTZ IV and its effects on co-financing possibilities. These changes in labour market policy, which should be regarded as a setback for equality and equal opportunity, together with an already existing trend towards the threat to the work possibilities of women, combine and mutually reinforce one another. If the general labour market policy does not finance certain types of projects or potential participants, cofinancing of these kinds of participants for certain sub-projects of the DP was impossible. What is more, the existing infrastructure (this means experts and the relevant regional cooperation partners for the DP) has been lost in part, e.g. 46 regional information centres for unemployed women in North-Rhine Westphalia.
(30)	At the programme level in Germany there has been a Strategy Group on GeM concentrating on the involvement of stakeholders and cooperation with Steering Groups of DPs. A network of interested German DPs dealing with the GeM theme has been developed from the first round (the thematic network was closed in the second round). A continuous dialogue of this group with the Managing Authority has been established too. One result of its work was a Gender-Monitoring Grid, which has been used by the Managing Authority during its on the spot visits for feedback to the DP.

General evaluation findings concerning gender issues

(31)	In German Community Initiative Programmes too, GeM is a horizontal theme that <u>all</u> DPs have to take into account. The DPs could not narrow the application only on selected areas, and it was also considered insufficient to implement only a partial activities concerning women. The gender concept was a strategy for the whole DP and was not directed towards single sub-projects. As all DPs were working in the field of employment and labour market policy there is no gender-neutral activity of the DP and its sub-projects.
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Dual strategy for equal opportunity		
Special measures for the compensation of inequality	Complementary 	Gender Mainstreaming – integrative gender policy
Reactive		Pro-active
Selected actors		All actors
Specific target groups		All policies and activities

⁶ The reform of the German Government launched in 2003 as part of the labour market reform.

(32)	As a rule the DP partners had no problems with the special measures in the left column because they had had previous experience with them. However, GeM represented a new field without former verified experience and therefore actors did have certain problems with it.
(33)	As a rule all the partners were somehow involved in the preparation and implementation of the GeM principle in projects, as a horizontal and integrated task. The co-ordinator of the whole DP or the co-ordinator of a particular sub-projects focusing on GeM was usually the responsible person. Support functions have also been fulfilled by the DP evaluators. The main parties involved in the GeM implementation included: training and coaching institutions, chambers of commerce, city administration, consulting firms, regional development initiatives and non-governmental organizations.
(34)	In most cases the actors had had long-term experience in their special field of labour market and training. The first precondition to be included in the DP was their special knowledge, training methods and local reputation. Normally the actors know each other in the region because they are working with the same target groups. The EQUAL initiative opened to them the opportunity to intensify the co-operation. Networking abilities and readiness and openness to learn and to understand the EQUAL Initiative as a laboratory of innovation in employment and labour market policy was important too. For the coordinator, prior experience with ESF or other EQUAL projects was helpful in overcoming bureaucratic hindrances.
(35)	<p>Factors influencing the specification of specific goals in the gender area:</p> <ul style="list-style-type: none"> • Local and regional situation in the labour market; • Specific objectives of the different sub-projects and of the DP as a whole; • Target groups of the sub-projects; • Previous experience with GeM or with special measures against inequality; • Requirements of the German EQUAL programme; • Gender sensitisation measures and gender training; • The achieved degree of sensitisation for gender issues in daily work (what works and what could still be improved); • Discussions with external and internal gender experts (as well as literature).

Evaluation findings on the horizontal objective: Equal Opportunities

(36)	In the second round of EQUAL funding the horizontal objective <i>Equal Opportunities for Women and Men</i> was approached in a more stringent manner in the steering and implementation of the Programme than in the first round of funding. This can be seen among other things in the fact that a greater proportion of DPs (13% compared to 9% in the first round) are now being funded in the thematic field of <i>Equal Opportunity</i> , and that overall expenditure for the area rose slightly in 2005 in comparison with the other thematic fields.
(37)	The majority of the DPs attribute significant importance to the horizontal goal of <i>Equal Opportunity</i> , and for just under one third it even has high priority. However, this positive finding has had relatively little effect on the representation of project

	participants. At 48% the percentage of women has fallen in comparison with the first round of funding (54,%).
(38)	The intent of DPs to avoid underrepresentation of a certain gender among participants during the selection process of participants has been thwarted by a gender-stereotype assignment of potential participants by the local labour market agencies. In some DPs this problem has been tackled by intensive discussions with the local offices. With regard to the missing mandate of the DP for requesting GeM in overall labour market policy, sensitisation measures, discussions and cooperation within the DP network remain the sole and rather soft instruments. Power of persuasion is necessary in the surroundings of the DP (enterprises, non-governmental organizations, local administration etc.).
(39)	In the DP management more women than men have been employed (57%). Nevertheless, the share of women is declining at higher levels of hierarchy, although traditionally many women are working in the social sector, training and labour market related institutions. In a leading or coordinating function at the DP level there are 50% women, 54% coordinating at the sub-project level and 61% in all other functions.
(40)	In order to pursue the horizontal objective systematically, the development of a gender concept of projects was also introduced as an obligatory requirement, in addition to conducting gender training sessions in early stages of the DP work. At the DP level this was one of the factors that produced positive effects. However, the quality of the gender concepts in the DPs varied considerably. Unfortunately, quality requirements for the content of gender concepts have not been set up at all by the Managing Authority.
(41)	Most DPs met the obligatory requirement of gender training. One third implemented only a single training session at the level of sub-projects (this was the minimum requirement). About 50% offered gender trainings continuously at the level of the network and approximately three quarters continuously at the level of sub-projects. However, the quality of gender training was variable, the integration of special topics of DPs with regard to their target group appears to be insufficient.
(42)	61% of all DPs have a complete strategy for the implementation of GeM. Only 10% have no strategic approach to GeM at all. In comparison with the first round of the CIP EQUAL, this represents an improvement. At that time, only one half of the German DPs had a strategy of GeM implementation. Two thirds of all DPs show clearly a member (single person or institution) responsible for GeM. 80% of the DPs implement the strategy within the framework of a single sub-project. This can be a useful division of labour on the condition that there has been a mechanism of feedback influencing the other sub-projects. If this is not the case it could also be a sign of delegation of (unwanted?) responsibilities. However, most DPs don't complete the full gender cycle ⁷ (gender-sensitive or gender-specific analysis, definition of the objective, implementation, evaluation). 60% complete the first two steps (analysis and definition of the objective) and develop gender competencies, but only 50% have an operational implementation strategy. Only a small minority has gender-specific

⁷ Innovation durch Vernetzung, BMWa, Nationale Koordinierungsstelle EQUAL (eds.), Bonn 2005, p. 27. European Commission, GD Employment, Ref. B4 (eds.): EQUAL-Leitfaden zu Gender Mainstreaming, 2005.

	approaches in the evaluation or specific continuous monitoring. In these cases the gender cycle is broken off prematurely.
(43)	<p>Although most DPs pursue a combined strategic approach, three types of strategies can be observed:</p> <ul style="list-style-type: none"> a) <i>positive discriminating strategy</i>: observed inequality between women and men shall be compensated by the direct support of one gender (women or men) b) <i>a gender-differentiating approach</i> in the sense of GeM: During planning and implementation, the gender-specific situations and interests of women and men have been taken into account. By explicitly mentioning the differences and implementing measures accordingly, equal chances will be established and the reproduction of gender stereotypes will be avoided. c) <i>Strategies improving the framework conditions for employment</i>: Very often, different living circumstances of women and men lead to unequal conditions in the labour market. By a change in the framework conditions of employment this strategy will contribute to a better reconciliation of labour and family and therefore indirectly to equal opportunity.

Evaluation findings concerning innovation and equal opportunity

(44)	Based on a survey of all DPs carried out by the German programme evaluation team, only in a small number of DPs is equal opportunity considered as irrelevant for its working field. But there are other DPs, which aim at developing innovations specifically or as a priority designed for the theme of Equal Opportunity. These are primarily the DP belonging to the theme of 4 G, but not only this one. Some DPs were working primarily in other themes but were also developing innovations in the field of equal opportunities. Many DPs tried to develop gender-sensitive innovations.
(45)	Most innovations in Germany aim at the establishment of new employment fields (34%), the better reconciliation of family and work (21%) as well as broader access to information technologies (19%). A small number (between 7 and 10%) of innovations is directed towards the development and implementation of flexible working times, improved childcare and the promotion of women in leading positions. Only 3.4% of the innovations try to diminish the payment gap between women and men.
(46)	In some cases the strategic orientation of the innovations oriented towards equal opportunity conceals conflicting goals, which are primarily related to the complexity of the subject matter. Overall, innovations that have both men and women as their target group clearly predominate. Only a relatively small number of innovations has a gender-homogenous target group. Innovation is very seldom designed exclusively for men, slightly more often for women. The significance of the instrument of funding for women as a central element of a strategy for the achievement of equal opportunity in the context of the programme is in decline. If we follow the reports of the DP evaluators, in addition to a number of excellent innovations focused on equal opportunity there are also a large number of innovations on other topics that nevertheless have a gender-sensitive design. But for one fourth of the innovations equal opportunity between men and women is not a relevant objective for this specific field.

Evaluation findings from the case studies

(47)	GeM was not the specific subject in the DPs in all case studies (it is not mentioned at all in DP MünchenKompeten and NextAC). There was also no specific transnational exchange (e.g. working groups on GeM etc.) with regard to GeM, therefore learning in this field was limited. The DP Akademie Mylau dealt with the reconciliation of work and family and therefore did have a direct gender aspect. All three case studies had no complete gender cycle. This means that apart from the Common Minimum no other evaluation activities have been carried out regarding gender impact.
(48)	An interesting project, <i>MünchenKompetent</i> , initiated by the Department for Employment and Economic Development of the City of Munich, presents an efficient strategy for the implementation of changes. The project linked together 5 interrelated areas – Individual lifelong learning; Connection of schools, employers and young people; Support for women to start new businesses; and the Lifelong learning for existing small businesses. Outputs are linked to the local labour market and educational institutions and they are politically supported. That means that there is a potential to contribute to long-term changes in relation to persons disadvantaged in the labour market. It extends the impact of the project beyond direct beneficiaries. This example of mainstreaming of IS EQUAL themes is certainly very interesting for the Czech environment, where this is an area for improvement.
(49)	The difference of the starting situation is clearly illustrated by the fact that the Department for Equal Opportunity of the City of Munich is participating in the project. It is not known whether there is any comparable department in the Czech Republic, although there are some municipalities where certain persons work on the issue of equality at the level of horizontal priorities.
(50)	In the case of the <i>MünchenKompetent</i> project, there has been an exchange of tools for profiling participants' competences, but not differentiating between men and women. The tools have been tested in Germany and in the Czech Republic.
(51)	The participation of men in training for medical personnel for geriatric patients is an example of good practice resulting from this project. In the past, only women participated in these courses, however, the DP managed to involve men as well, who found a job in the field, with the support of project activities.
(52)	The project titled <i>Zukunftssicherung durch Erleichterung der Vereinbarkeit von Familie und Beruf</i> (“A secure future through the facilitation of family-work reconciliation”) mentions that gender training implemented at the beginning of the project was open to other Saxon developing partnerships, which they could participate. The project attempted at addressing women and men on parental leave or those caring for a dependant family member. Similarly to many Czech projects, however, it attracted mostly women. This shows the same problem as in the case of Czech partnerships: only the persons directly giving care are addressed – extended families whose participation in the care is desirable, are not engaged even in supplementary activities.
(53)	Within this transnational partnership, the first step of the transnational cooperation was a common analysis of the gender policies and their implementation in the

	<p>different countries (Spain, Czech Republic, Germany and Lithuania) and the identification of the most distinct barriers in the labour market and also a comparative analysis on reconciliation measures for family and work and child care systems in the different countries. One very interesting activity of this project consisted in collecting examples of best practice in the area of children care throughout Germany, the provision of information to employers and training people working in the area of childcare.</p>
(54)	<p>The inconsistency of analyses of gender policies and the lack of attention paid to the practical applicability is, according to the assessment by the German experts an issue of concern: German partners said that they have learned about the differences between the countries, but there was no practical influence on project activities.</p>
(55)	<p>The <i>Next AC</i> project represents another project co-ordinated primarily by municipal authorities, specifically by the Department of Economic Support and European Affairs of the City of Aachen. The support in starting a business focuses basically on the persons with lower qualifications who have other burdens (e.g. caring for family members, long-term unemployment). The utilisation of this factor for the benefit of business has a very interesting potential, in the sense of the inclusion of specific life experience in the innovation in the provision of service etc. This approach can be considered as a very creative. The aspects, viewed from a certain perspective as risk factors are transformed in a “competitive advantage”.</p>
(56)	<p>GeM training was provided in this project to the implementing entity and its partners as well as to the participants in project activities. Support for this type of networking of partnerships is very suitable for the CR too – where it was achieved only by the public presentation of the results of projects supported by the CIP EQUAL. The <i>NextAC</i> project developed two common products within the transnational co-operation – a manual and a training unit dealing with entrepreneurship. The GeM sub-project was not involved in transnational cooperation activities at all.</p>
(57)	<p>German case studies present a number of very interesting factors stemming from longer experience in the implementation of ESF projects. It is desirable to take into account some specific factors and to utilise this offer in Czech projects.</p> <p>Generally we may state that the application of the GeM principle Germany was at a higher level than in the Czech Republic. This is to be attributed to the fact that the issue of GeM in Germany, as well as in other “old” EU Member States, has a longer tradition and receives more attention not only from non-profit and educational institutions, but also from public administration.</p> <p>Despite this fact, Germany struggled in enforcing the principle with similar problems as the Czech Republic, e.g. the underestimation of the importance of GeM.</p> <p>Thanks to collaboration with German partners within the TCAs, Czech DPs had an opportunity to utilise their vast experience, sophisticated methodologies and training systems.</p>

Recommendations from German experience

(58) D	<i>The implementation of GeM is a learning process. It needs time for dialogue between the project members and beyond, promoters to keep the process running as well as development possibilities and the readiness to learn from all persons involved.</i>
(59) D	<i>The power of persuasion in favour of GeM is necessary not only among DP members, but especially in the surrounding of the DP (enterprises, non-governmental organizations, local administration etc.).</i>
(60) D	<i>Exchange of experience with regard to GeM is very important for project partners dealing with the same target groups.</i>
(61) D	<i>Quality requirements for the content of gender concepts must be set up by the Managing Authority.</i>
(62) D	<i>Gender training should be obligatory for DPs at all levels. It is not good to rely on single training sessions - ongoing training offers are more suitable.</i>
(63) D	<i>It is necessary to evaluate the quality of gender trainings – the content should be adapted to the daily work of the participants in their specific working field (for trainers and coaches, social workers etc.). It could be useful to make a survey among the participants to assess their existing knowledge of GeM and to formulate questions and expectations for the following gender trainings. This should be reflected in the gender trainings' content and teaching methods (e.g. differentiation among the participants with regard to their knowledge).</i>
(64) D	<i>Gender Training should be organised step by step - from first sensitisation to in-depth training with regard to practical implementation. As an accompanying measure, information and background materials, methodological hints and practical guides are useful.</i>
(65) D	<i>It is suitable to offer gender training also to participants (e.g. future entrepreneurs), not only to the members of the DP team.</i>
(66) D	<i>Ensure that the DPs complete the full gender cycle especially with regard to operational implementation of the gender strategy and its evaluation and monitoring.</i>
(67) D	<i>The DPs should name clearly a member (person or institution) responsible for GeM.</i>
(68) D	<i>Real experts on GeM should be included (providing feedback on gender concepts or training) in the process. In Germany this is a topic for specifically focused gender institutes. They might become members of the advisory board of the DP. If there is nobody in the region - call external specialists for help.</i>
(69) D	<i>All flyers and information materials must be designed so that women and men are addressed in a equal manner – this starts from the call for projects and any other information material of the Managing Authority. If there is a Best</i>

	<i>Practice Brochure or similar - make sure that in mentioned examples men and women have their say to the same extent. This requirement should not exclude the possibility that in specific situations, attention should be paid to women/men only, such activities, however, should be backed by sufficient argumentation and linked with activities focused on all.</i>
(70) D	<i>To learn from each other in transnational cooperation it is important to understand and to compare gender policy implementation in the different member states not only with regard to EQUAL but also the framework conditions in labour market policy. Transnational gender training opens up new insights.</i>
(71) D	<i>The GeM strategy should ideally be organised in the TCA. Elements would be an analysis of cultural and traditional differences, obstacles and progress, an analysis of the gender issue in the different languages and network publications, a common definition and understanding of GeM. GeM has two levels – in the transnational coordination itself and in the common transnational products.</i>
(72) D	<i>The implementation of GeM requires the utilization of resources with regard to the gender analyses, process monitoring and coaching of the network of organizations, the management as well as of the sub-projects. The quality and diversity of resources should not be underestimated.</i>
(73)	Based on the evaluation of the CIP EQUAL, it is possible to record significant positive development in the area of GeM in Germany. There is a close connection between gender mainstreaming in the DPs and the development of a noteworthy number of gender-sensitive and/or equal opportunity oriented innovations. Correspondingly, the programme-side requirements for gender mainstreaming are generally regarded as helpful. Generally, more comprehensive implementation of the gender mainstreaming strategy can be detected in many DPs as compared to the first round of CIP EQUAL. The position of the Managing Authority was successful – consistency in requiring the application of GeM principles has practical results that can be observed in project activities.
(74)	However, due to changed regular funding conditions of the overall German employment policy, the CIP EQUAL was only able to counter the increasing disadvantage of women on the labour market to a very limited extent. It is obvious that at the highest political levels, no sufficient evaluation of policies from a gender perspective is taking place.
(75)	To conclude, it is possible to state that the EQUAL programme, which was limited by the possibilities of labour market policies, could lead only to a reflection of gender-specific prejudices. At the same time, the innovative potential of the programme introduced practices that helped to overcome these limitations of current policies and showed new ways to change. Only when the funding environment includes also the aspect of equal opportunity, i.e. when gender mainstreaming is consistently implemented in the labour market policies of Germany as a whole, will programmes such as EQUAL and other ESF initiatives be able to develop their potential in terms of the elimination of structural inequalities.

3.2.2. The situation in Austria

General evaluation findings concerning gender issues

(76)	<p>One of the analysed Austrian DPs – “<i>Quality Development Gender Mainstreaming</i>” developed the following 10 principles for the successful implementation of equality measures (Gender Mainstreaming and diversity management) into enterprises/organisations, known as Success factors for the implementation of GeM into enterprises/organisations. These recommendations, as an output from one analysis of the Austrian CIP EQUAL reveal and frame the approach to the GeM issue in Austria, therefore they are placed at the beginning of a chapter devoted to the application of the GeM principle in Austria.</p>
(77)	<p>1) Awareness and analysis of the starting point: According to the starting point different types of measures will prove useful. They can range from awareness-raising measures to the systematic implementation of equality. The following aspects need to be taken into account:</p> <ul style="list-style-type: none"> • Conditions in society; • Legal situation; • Interests involved; • Objectives. <p>2) Diversity Management/Gender Mainstreaming is not a project/product but a horizontal issue, integrated in the policy of an organisation, engaging all stakeholders: Equality objectives have to match and be an integral part of an organisation’s basic policy.</p> <p>3) Methods and tools of organisational development should be used: Quality management systems, project management, evaluation, reporting and feedback systems... are ideal tools for introducing equality measures.</p> <p>4) The main focus of Gender Mainstreaming and Diversity Management is on structures and systems, not on individual attitudes: Gender Mainstreaming and Diversity Management are strategies of organizational development. The goal is the change of structures, not primarily the change of individual attitudes.</p> <p>5) Attention needs to be paid to the side effects of a specific approach in a broader system: When strategies are planned, accompanying measures need to be developed to prevent and counteract unintended side effects (e.g. re-stereotyping). The measures must reflect whether they increase the possibilities for the people concerned or whether they actually narrow their possibilities (e.g. defining a measure to facilitate part-time work as woman-friendly would be a case of re-stereotyping. It would convey the idea that women generally prefer part-time work and at the same time make it difficult for men to apply for part-time work, thus narrowing possibilities for both sexes instead of providing broader possibilities).</p> <p>6) The underlying reason for introducing Gender Mainstreaming and Diversity</p>

	<p>Management needs to be transparent – arguments need to be carefully developed: These arguments can be located on a normative level (values, justice) and/or on the level of economic considerations.</p> <p>7) Objectives in relation to gender equality need to be specified and negotiated: In each organisational context, equality objectives need to be negotiated with the relevant actors. A process for dialogue and transparent negotiations has to be created.</p> <p>8) Gender specific perspectives and measures are not always the way to equality: Differences (man/woman; migrant/non-migrant; young/old ...) should only be introduced (e.g. as a starting point for positive action) if they are of significance and serve as the initiation of constructive developments. Making these differences per se mostly causes re-stereotyping.</p> <p>9) Key players need to have the competence to think about the categories of gender/justice as related to organisational development: The level of this competence will affect the quality of the objectives and the sustainability of the implemented measures.</p> <p>10) Gender Mainstreaming and Diversity Management have to be based on a top-down, bottom-up approach: Interactive communication and empowerment of all the stakeholders are essential.</p>
(78)	<p>The three Austrian development partnerships interviewed identified the following success factors for the implementation of GeM activities:</p> <ul style="list-style-type: none"> • Involvement of the strategic and social partners (institutions like the Public Employment Service, Trade Unions etc.): They are in a position to initialise structural changes in the field of GeM. • Imparting GeM know-how according the individual needs of the partners and participants and involving them actively in the GeM activities: this method of implementation facilitates the transfer of GeM know-how and so, the partners are able to make use of this know-how in the framework of their work, too. • Theoretical foundation of the GeM activities: Integration of a comprehensive theoretical background, new know-how and theoretical approaches; it can also be helpful to open other perspectives and operate with other terms. • Special measures according to the individual needs of each target group: e.g. gender-homogenous working groups to empower women/men.
(79)	<p>Next to these problems the development partnerships have identified the following fields for further development:</p> <ul style="list-style-type: none"> • Integration of GeM into quality management and further development of existing quality management, because it is easier to implement GeM with accepted methods and as a part quality management as a whole. • Development of standards and certifications for GeM-counselling and training measures • Activation of men for GeM-activities e.g. through male gender-trainings, male gender experts or measures with mixed training teams to avoid the discrimination of men (e.g. in the field of education) • Activities to support the parental leave of fathers to support the mothers' careers

	<ul style="list-style-type: none"> • Gender-homogenous groups to support specific target groups more individually
(80)	The know-how and experiences of the GeM-responsible partners as well as the input of the other involved partner organisations influenced the DPs during the specification of specific gender objectives.
(81)	The majority of the partners of the analysed Austrian development partnerships had available broad GeM-know-how and often had long-term experience in that field, which is especially true for the GeM-responsible partners. These partners built up stable GeM expertise in their DPs (through the preparation of reports, the arrangement of workshops etc.) and were involved in the relevant phases and activities of the projects.
(82)	GeM was an important theme for all three DPs and their GeM-strategies - focussing on the common valid definition or on their own GeM concepts - were implemented systematically.
(83)	The specific gender objectives were oriented on the overall project objectives and aimed to contribute to equality between women and men and to reduce discrimination against women (e.g. through the support of female business founders or the promotion of parental leave for fathers). Next to gender the DPs focussed on the relevant framework conditions which lead to discrimination, differed between the target groups of women and analysed further discrimination factors, e.g. age, migration background and having children/being pregnant or on parental leave.
(84)	In spite of the ongoing need for further GeM activities, the GeM implementation of the three Austrian DPs was very successful. Some of the developed measures, reports and concepts are still actively used and many of the partners are still involved in the field of GeM.
(85)	The topics of profession and care are therefore understood as topics for both men and women and therefore unlike in the CR, the usual connection of "care and women" is not confirmed, as it can lead to various negative consequences for both genders (women are overloaded by emotionally demanding care, their career growth is limited, the father is distant from the family and mutual relationships are weakened etc.).
(86)	Analysis of standards and quality of gender trainings has been completely missing in the CR. Thus the projects followed up by developing methodologies, theoretical studies and practical guides leading to an improvement in quality in this area.

Evaluation findings concerning case studies

(87)	Two of the three Austrian development partnerships (DPs) were active in the field of theme 5, "reduction of gender-specific segregation on the labour market" and the third partnership concentrated on female founders. Thus, all their activities were connected to GeM. The GeM responsible partners were involved in the preparatory phase and planning the activities of the DPs. So, GeM was a relevant theme during the planning of the project. The DPs selected the areas of their GeM activities on consideration of the overall project activities and orientated the implementation of the GeM measures
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	on the DPs' objectives.
(88)	The GeM counsellors and the managers of the single projects of the DPs were responsible for the implementation of GeM and the equality objectives, but there was no classical top-down process. All partners and employees were informed about GeM and involved in the GeM activities of the analysed Austrian DPs. The GeM strategies were implemented systematically in the framework of a continuous consulting-process, whereby the GeM objectives, products and measures were checked continuously. For example, in the DP <i>"Initiative. Women. Start a business"</i> , the GeM-counsellor was involved in all decisions of the DP and had veto right in all the working steps, too.
(89)	The three Austrian DPs had partners who were responsible for the horizontal theme of GeM. These partners had broad GeM know-how available and had long-term experience in the field. The GeM-responsible partners built up a stable GM expertise in their DPs, e.g. through the preparation of reports, the arrangement of workshops etc.
(90)	Due to the overall activities of the most involved partner organisations in the field of the reduction of gender segregation or the support of female founders, many of the other partners had a broad GeM know-how and long-term experiences in different fields of GeM. Other partners (e.g. the strategic and social partners) mainly had good structures available as well as experience in the implementation of GeM. The DPs tried to make the existing knowledge visible to all the partners and they shared their experience.
(91)	The DPs had different ways of handling different partners, who worked in different occupational fields and had different access to GeM. The partnership <i>"Parental leave and career"</i> worked together to find common GeM approaches and objectives, while the DP <i>"Quality Development Gender Mainstreaming"</i> preferred different methods for the implementation of GeM.
(92)	The DPs imparted GeM know-how according to the individual needs of the partners and participants and involved them actively in the GeM activities: this method of implementation facilitated the transfer of GeM know-how and so the partners were able to make use of this know-how in the framework of their work, too.
(93)	DPs involved strategic and social partners (institutions like the Public Employment Service, Trade Unions etc.), because they are in a position to initialise structural changes in the field of GeM.
(94)	The theoretical foundation of the GeM activities is an important success factor, too. The DPs e.g. integrated a comprehensive theoretical background, new know-how and theoretical approaches. It can also be helpful to open other perspectives and operate with other terms.
(95)	DPs developed special measures according to the individual needs of each target group: e.g. gender homogenous working groups to empower women/men.
(96)	The co-operation of different partners with different experiences with GeM can be very fruitful, too. But it is not always easy to collaborate with partners who have different organisational cultures, ways of working and basic interests. So, it can be difficult to find common objectives and solutions. Other barriers are mainly the usual problems of long-lasting projects, e.g. the necessary adaptation of timetables, long

	<p>durations between the meetings etc.</p>
(97)	<p>Furthermore, one of the three DPs (Initiative.Women.Start a business) had problems implementing an adequate ratio of male and female partners. This DP still had the typical hierarchical structure with male project managers and female employees due to the organisational structures of the partners' institutes.</p>
(98)	<p>The DP "<i>Parental leave and career</i>" and the partnership "<i>Initiative. Women. Start a business</i>" co-operated with Czech partners in the framework of their transnational co-operations, but they had different experience with the Czech organisations involved. While the DP "<i>Parental leave and career</i>" observed that the Czech partners had a good knowledge base, the DP "<i>Initiative. Women. Start a business</i>" had the impression that the Czech partners (as well as those from Eastern Germany) had less GeM know-how and still asked for the reasons for implementing GeM.</p>
(99)	<p>The transnational co-operation of the DP "<i>Parental leave and career</i>" was very fruitful, the single partners influenced and learnt from each other, in contrast to the co-operation of the DP "<i>Initiative. Women. Start a business</i>" where the GeM counsellor would have expected more enthusiasm for GeM.</p>
(100)	<p>All three DPs conducted internal evaluations of their DPs. These evaluations considered GeM too, but the results and reports were only for internal use. The DP "<i>Quality development GeM</i>" developed e.g. an evaluation model which took gender aspects in all working steps into account. This model was the basis for a systematically analysis of the GeM principles because it included a documentation and monitoring system, which contained information about achieving the different equality objectives of the DP. Next to the evaluation of the internal activities the DPs conducted surveys among their participants and the different target groups of their single measures to analyse the impact of their GeM measures and activities. The partners and project managers were informed regularly about the evaluation results. The evaluations were done continuously for the different activities and phases of the DPs, so the results were used actively for the controlling GeM.</p>
(101)	<p>The partnerships implemented their GeM/equality objectives at different levels of the DP (internal and external work as well as the theoretical and operational levels). They defined e.g. equality objectives for each single activity or considered GeM for the different project activities and phases. For the DP "<i>Quality development GeM</i>" the theoretical foundation of their activities in particular had the main importance.</p>
(102)	<p>The services and products of the three analysed Austrian DPs reflected the GeM rules. The partnerships "<i>Parental leave and career</i>" and "<i>Quality development Gender Mainstreaming</i>" offered activities for women and men, while the DP "Initiative.Women.Start a business" concentrated on female founders. But in the framework of this DP, male experts and consultants were involved in the project, too. Next to the measures for the different target groups the DPs developed a variety of GeM reports, handbooks, concepts, brochures and folders etc. To disseminate their products the DPs made use of the usual methods of dissemination, e.g. via websites, public relation activities (articles, campaigns) and events. Furthermore, all three DPs conducted internal evaluations of their DPs. These evaluations considered GeM, too, but the results and reports were only for internal use.</p>
(103)	<p>Selected Austrian case studies indicate quite clearly the detailing of topics related to</p>

	equal opportunity for women and men. The project “ <i>Parental leave and career</i> ” for example shows that by using an appropriate balancing of topics and activities it is possible to involve an equal number of women and men. The topics mutually link the positions of both genders (e.g. activities focused on the supporting parental leave for fathers as a contribution to the improvement of the professional career of women).
(104)	In the project “ <i>Initiative. Women. Start a business</i> ”, the link of gender with other characteristics is taken into account. Thus the support was for instance directed to businesswomen, who had to cope with long-term unemployment, not to women, whose position in business is strong (educated women with a good economic background in the family etc.).
(105)	One expert on the issue of equality also dealt with hierarchies in project team and she states that in spite of all the efforts, it was impossible to change significantly the fact that the project is managed mostly by men, while the employees are mostly women. Nevertheless it is very important that such a power reflection within the project has been carried out at all and that it could be a matter of discussion or specific measures.
(106)	The third Austrian project, “ <i>Quality Development Gender Mainstreaming</i> ” focused directly on the implementation of various GeM strategies and the support of diversity at the structural level. Such a focus has been completely lacking in many Czech projects, though it is absolutely essential for a systematic improvement of the disadvantaged groups in the labour market. In this phase we may state that these studies are very stimulating for the practical utilisation of GeM, as they are characterised by a high level of innovation and good practice.

Recommendations from Austrian experience

(107) D	<i>To learn how to perceive the GeM issue as a horizontal one, which is an integral part of the organization strategy: all the parts of an organization should be involved in addressing the GeM issues and all project holders should feel responsible for the incorporation of the GeM principle in the organization’s basic policies/strategies.</i>
(108) D	<i>GeM must be present at all levels: the GeM principle must be implemented at all levels of the organization. Therefore, both the approaches – top-down and bottom-up – must be applied.</i>
(109) D	<i>GeM must take into account the interests of both genders: successful implementation of the GeM principle requires consideration of the situation of both genders. Involving men is crucial in order to show that the issue of GeM is not only a “matter of women”.</i>
(110) D	<i>PR for GeM: the reasons for the introduction of the GeM principle should be transparent, clear and well defined (legislative and economic dimensions should not be ignored).</i>
(111) D	<i>GeM as a tool to change the status of gender: the introduction of GeM does not only mean being aware of different positions of each gender, but seeking to change this position, so as to reinforce equal opportunity.</i>
(112) D	<i>To disseminate the existing know-how concerning the GeM issue: successful implementation of the GeM principle requires extensive know-how shared by all</i>

project holders and other stakeholders.

3.2.3. Situation in the Slovak Republic

Evaluation findings concerning the overall conditions of the application of the principle of gender mainstreaming

(113)	For the Slovak Republic, gender mainstreaming is quite a new topic. It became known by experts during the second half of the 1990s and its public awareness dates only from circa 2000. Insufficient understanding of the GeM principles and mainly a lack of extensive experience with its application in practice manifested in the programming process of the Community Initiative EQUAL (CI EQUAL) and of the Sectoral Operational Programme Human Resources (SOP HR) for the period of 2004–2006. The absence of expert capacities has been dealt with by the Managing Authority through translating foreign GM manuals. The Managing Authority itself admits today that the project evaluators did not have sufficient information on the GeM issue when approving projects.
(114)	Implementation of the ESF projects, particularly of the CI EQUAL projects, has led to a very significant shift of the GeM topic from the periphery of the public interest to one of the most essential sectional topics. A <i>Government Council for Gender Equality</i> has been created. During its last meeting in June 2008 it adopted a resolution on the development of the “ <i>National Strategy for Gender Equality for the period 2009-2013</i> ”. The Ministry of Labour, Social Affairs and the Family of the Slovak Republic, as the Managing Authority for CIP EQUAL, SOP HR and SPD 3, has created a Department of Gender Equality and Equal Opportunity, which plays the role of an expert guarantee for the GeM area. From the point of view of sustainability of the results of CI EQUAL, we may see a favourable sign in the new department employing several persons who participated in the implementation of CI EQUAL projects among the support recipients.
(115)	In the new programme period 2007–2013 the CI EQUAL shall not be implemented in Slovakia in its original form. <i>The Operational Programme of Employment and Social Inclusion</i> , however, adopted some principles of CI EQUAL (e.g. the transnational co-operation) and the programme document even directly recommends a continuation of projects implemented within the CI EQUAL. The <i>Operational Programme of Employment and Social Inclusion</i> also takes into account a large national project in the area of GeM.
(116)	The basic mission of the Community Initiative EQUAL was to create conditions and to provide space for searching for, verifying and applying new approaches to deal with problems within the fight against all forms of discrimination and inequalities in the labour market. Gender equality is one of the problems identified. It is the focal point of measure 4.1 <i>Gender research, gender audit and gender sensitisation as instruments to achieve the equality of men and women in the labour market.</i>

(117)	In Slovakia, the CI EQUAL was implemented in the shortened programme period 2004-2006 through 101 projects. Their implementation started in 2005 and will continue until the end of 2008. Of the total number of 101 projects, 14 projects are focusing on gender mainstreaming, none of them, however, had any Czech partners within the transnational co-operation.
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Evaluation findings of a general nature

(118)	The Evaluation of CI EQUAL in Slovakia is based primarily on the innovative and trial character of the programme. In practice this means that the budgets of individual support recipients were not cut, even if the defined indicator values of deliverables and results had not been achieved, if they could sufficiently explain the reasons for their failure. The testing character of the programme is apparent also from the approved budgets that can be assessed as too high, as can be seen from their expected utilization only at the level of 85-90%.
(119)	The most difficult problems, as regards the management of CI EQUAL and COP HR in Slovakia, were caused by insufficient staffing of the Managing Authority and SO/RO. In 2005, a single programme manager in the SOP HR was allocated up to 80 projects. As the ESF projects are exceptionally demanding from the point of view of administration, this caused delays of payments for several months and led to withdrawal from the contracts by the support recipients. Staffing problems have not yet been completely resolved. Within the CI EQUAL, especially in the initial phase, there were misunderstandings between the Managing Authority and the National Support Structure. Finally, by clarifying the respective responsibilities and authorities, the misunderstandings have been resolved.
(120)	The Slovak case studies show that many development partnerships, similarly to the Czech Republic, faced a lack of information on the application of GeM and/or the unwillingness to question the normative gender stereotypes. This is among other things the case of the Managing Authority, the role of which shall be dealt with in the part dealing with recommendations. International co-operation proved to contribute positively in this regard. The available information indicates that foreign partners often commented on basic documents and that they applied effort to increase the quality of outputs in the GeM area. It is, however necessary to take into account the local particularities as well. Here, the projects should use the available space for the development of innovative measures.
(121)	In general, we may say that the analysed Slovak projects usually had lower budgets and a smaller number of partners. Experience with partners belonging to state authorities, e.g. Labour Offices, was rather negative. As GeM should primarily focus on systematic institutional changes, it is impossible to leave out this type of partnership organisation, it is therefore necessary to deal with co-operation at this level in much more targeted manner. Leaving this type of institution out of project partnerships means a significant risk of the decrease of efficiency of supported projects. Specific projects in the CR and particularly in Germany may be used as examples of good practice. It is suitable to analyse in more detail the basic conditions of such success. Existing examples of good practice in various sectors may be used

	for the same purposes as well, e.g. the establishment of the <i>Government Council for Gender Equality</i> , whose members include persons working on the implementation of CIP EQUAL projects.
(122)	The principle of international co-operation has proved to be beneficial with regard to the application of GeM. Some of the foreign partners had more detailed plans of gender mainstreaming and they tried to help to carry out more thorough implementation with their Slovak partners too.
(123)	The planned implementation of a national Slovak project focused directly on GeM could be an interesting attempt. It is necessary, however, to utilise the current experience as regards the application of positive examples and avoidance risks, and to adjust the impact indicators in more detail. In the case of the projects implemented so far, this seems to be a weakness. Utilisation of deliverables was complicated in some cases by a struggle between the recipients and the MA. In a particular case the recipient refuses publication of the project deliverables before the due project payments are settled.
(124)	Some Slovak projects focused on quite unusual areas. This has to be considered as very appropriate. As an example, we may consider the project titled <i>Gender mainstreaming at working places of reproductive health</i> , or the project titled <i>Gender research of equality in employability in rural mountain areas of Slovakia. Plus pre ženy 45+</i> (“Plus for Women 45+”) selected interesting target groups of persons working in the fields of marketing and communication, as it is possible to influence the overall position of society towards this target group.
(125)	In both the Czech and Slovak projects we encounter repeatedly an exclusive focus on women – in some examples, the projects are defined in this way from the very beginning, in other cases the effort to involve men (as beneficiaries) failed. Within the case studies, we do not de facto encounter innovative methods of the involvement of men in gender non-stereotypical roles. This is generally very limiting in relation to the application of GeM.

Evaluation findings resulting from the case studies

(126)	Taking into account that in Slovakia it is desirable to support the issue of GeM in all areas, no specific sectors or regions were given preference in the process of project approval. The DPs thus logically applied the GeM principles in the area of its long-term interests, which for them is the best known and where a meaningful project can be best prepared and implemented (e.g. the <i>Národné lesnícke centrum</i> – “National Forest Centre” – focused on gender research in rural mountain areas, the organization <i>Spoločnosť pre plánované rodičovstvo</i> focused on workplaces of reproductive health, etc.). This is in line with the requirement to integrate the gender perspective into all existing policies and fields.
(127)	Six of the nine CIP EQUAL Slovakia projects analysed were implemented under the measure <i>4.1 Gender research, gender audit and family sensitisation as a means for</i>

	<p><i>achieving the equality of women and men in the labour market.</i> These projects are focused primarily on GeM, while the DPs devote a significant part of their effort to research or collecting gender data, which were subsequently analysed and published. The conclusions and recommendations for specific measures resulting from the research were verified in practice in some pilot projects. Most projects in this priority included the training of target groups in the area of GeM.</p>
(128)	<p>The other three analysed projects belong to other measures of CIP EQUAL and they were included in the evaluation on the basis of the participation of Czech partners in the TCAs. GeM was applied here primarily as a horizontal priority. This usually, in practice means that the GeM principles are narrowed to the equal representation of men and women in the target groups, or to the arrangement of babysitting during the educational activities.</p>
(129)	<p>The recipients were clearly most involved in the promotion of GeM in the preparation and duration of projects, i.e. in Slovakia mostly non-governmental organizations. Other partners usually performed the role of information providers and selectors of target groups (Labour Offices), of a research methodology guarantor (e.g. the FOCUS agency in the project <i>Plus for women 45+</i>) or they allowed pilot testing of the conclusions of research (e.g. the organizations <i>Škola základ života</i> in the project titled <i>Gender sensitisation in the educational process on primary and secondary schools as a preparation for the future desegregation of occupations</i>).</p>
(130)	<p>Of the nine projects analysed, four recipients focused on GeM activities in their other activities as well (<i>Aspekt, Spoločnosť pre plánované rodičovstvo, Únia materských centier</i> and <i>Združenie žien Slovenska</i>). In these cases, the most important experience for active participation in the work of DPs was the know-how from past projects and activities.</p>
(131)	<p>Two more projects focusing on GeM (<i>IVO</i> and <i>National Forest Centre</i>) were built on the previous experience of one leading person who was an expert guarantor of the project. The same can be said of the <i>KOALA</i> civic association, which – as far as gender is concerned – was co-ordinated by an expert from a partner organization.</p>
(132)	<p>Leading partners of the DP <i>Regionálna rozvojová agentúra Tatry – Spiš</i> (“Regional Development Agency Tatry – Spiš”) and the civic association <i>Človek v ohrození</i> (“People at Risk”) did not have any significant previous experience in the field of GeM or a GeM expert in their implementing team, but they had extensive previous experience with the target group, essential for the successful implementation of the project.</p>
(133)	<p>As far as the evaluators know, only a low number of projects was accompanied by mutual learning between the partners. Gender mainstreaming is clearly an area with a high need for an increase of knowledge, but according to the information available to the evaluators, training courses on GeM for partners and team members were organised in only three of the nine projects analysed (<i>Aspekt, Národné lesnícke centrum</i> and <i>Združenie žien Slovenska</i>).</p>
(134)	<p>The quality of the application of the GeM principle therefore varies in various projects, but a significant share of responsibility is borne by Managing Authority: instructions for the application of GeM in the partnerships were not clear. Implementation of the programme showed that foreign partners contributed</p>

	significantly to the quality of the output on the basis of co-operation within the framework of the TCA. They had vast experience, but they also did not hesitate to require a revision of outcomes, if they considered them inadequate in terms of the GeM implementation.
(135)	None of the 14 Slovak projects specifically focusing on GeM has chosen a Czech DP for co-operation on the basis of TCA. The probable cause why the DPs from the EU-15 countries were given priority was the expectation of richer experience and know-how than those available to Czech DPs. On the other hand, Slovak entities thus lost the opportunity for a direct confrontation with the development in the Czech Republic, which has a similar starting point. (Generally, of course, co-operation takes place, but outside the framework of the CIP EQUAL).

Recommendations arising from the Slovak experience

(136) D	<i>To apply the principle of transnational partnerships in all GeM programmes. Implementation of CI EQUAL in Slovakia has brought a positive experience with the application of the principle of transnational co-operation. Especially useful was the TCA in the area of GeM, where the foreign partners quite often have up to 50 years of experience with work in the area of promotion of gender equality. Foreign partners supervised the quality of project deliverables and they often forced the Slovak partners to rewrite the presented materials. On the other hand, an automatic adoption of foreign methodology without its sufficient adaptation to the Slovak reality has been observed –this will of course be a future risk as well.</i>
(137) D	<i>To set better the conditions for partnerships at the national level. The information gathered highlighted problematic practices, primarily for two reasons. From the administrative point of view, the management of a partnership was very demanding (for recipients and partners as well as for the MA). Moreover, in some cases, partnerships were built purposefully only to meet some baseline conditions, but any further co-operation on the project activities was conflicting or it never actually existed. It is obvious that the principle of partner co-operation (as well as GeM) belongs among the not very common practices that require greater support from the MA.</i>
(138) D	<i>In the documents attached to the call for project applications, explain briefly the GeM, including several possible examples of its application within the framework of the respective call. In Slovak projects which are not primarily oriented on the issue of GeM, the principle of gender equality has been understood by the applicants as the equal representation of both genders among the participants of educational activities and/or among trainers. This condition could hardly be met in practice and it had rather counter-productive effects. Basically, most problems with the GeM principle resulted from its insufficient knowledge and/or understanding.</i>
(139) D	<i>Taking into account Slovak experience with overrated project budgets, we recommend supporting a larger number of smaller projects in the area of GeM, as they are usually more efficient. However, in other countries there are examples of large-scale projects that can be considered successful. Perhaps it is more appropriate to set a greater variance with regard to the high amount of money that</i>

	<i>can be applied for, so that partnerships are given space for asking initially for a smaller, easier project and over time they can learn to manage large initiatives as well. For projects below a certain level, it would also be possible to consider abandoning the conditions of mandatory partnership, but in general it is necessary to stress that networking is a positive and supported practice, which is a proof of the quality of a project.</i>
(140) D	<i>To support the further development of gender mainstreaming, apart from projects responding to the current needs of the target group in the respective area, by a national project of a larger extent.</i>
(141) D	<i>Based on negative Slovak experience with an insufficient number of employees of the Managing Authority and SO/RO, we recommend placing strong emphasis on staffing in all bodies taking part in the management of ESF programmes. 25 projects can be considered as the optimum number of ESF projects that can be managed by one programme manager in Slovakia.</i>
(142) D	<i>The impact of GeM programmes is difficult to measure. We recommend evaluating them by a qualified estimate of the benefit at the level of society. According to the Slovak model, the impact of CI EQUAL in the area of GeM includes the establishment of the Government Council for Gender Equality, establishment of the Department of Gender Equality and Equal Opportunities at the MoLSA SR as well as the development of the National Strategy for Gender Equality for the period of 2009-2013. In countries where such institutions already exist, it is possible to consider various levels of cooperation and specific related initiatives.</i>
(143) D	<i>As an instructive example that could have been avoided by supplementation of conditions in grant contracts, we may quote the current dispute between the Managing Authority CI EQUAL in Slovakia and the support recipient National Forest Centre. The dispute concerns the ownership of project deliverables before the receipt of payment. Due to a delayed payment, the support recipient refuses publication of the results of the research, considering it the recipient's ownership until receipt of the payment. This decreases the usability of the project results and at the same time it represents a breach of publicity regulations. On the other hand, delays in payments caused significant problems to the recipients. In this connection, it appears appropriate to introduce the option of a flexible drawdown of advance payments in the event of late payments (in particular if they are caused by the MA).</i>

3.3. Evaluation of the application of gender mainstreaming in projects belonging to the HRD area implemented within other programmes

✓ **Task 3**

The evaluation of the approaches of projects funded by the main sources of ESF aid in the CR and in other EU Member States, aiming at a selection of interesting methods of application of this horizontal theme

Apart from the Community Initiative EQUAL, the GeM issue was supported in the period of 2004-2006 by other programmes utilising the ESF resources as well.

In the CR, these programmes included the Single Programming Document Objective 3 Prague (SPD 3) and the Operational Programme Human Resources Development (OP HRD). Each of these programmes devoted a specific measure to the issue of GeM.⁸ In SPD 3, it is the measure 2.2 *Reconciling family and professional life* and in the OP HRD it is the measure 2.2 *Equal opportunities of women and men in the labour market*.

To obtain a comparison with another Member State, we analyse the approach to the application of the GeM principle within the Sectoral Operational Programme Human Resources in the Slovak Republic.

Processing case studies from non-EQUAL programmes, using the same methodology, facilitates comparison of the application of the GeM principle in CIP EQUAL and other supporting programmes funded from the ESF resources.

To evaluate the approaches to the issue of GeM and its application in non-EQUAL programmes, the following evaluation questions were defined:

- *How did the project implementers proceed when searching for areas where it is desirable to apply gender mainstreaming?*
- *How did the project implementers proceed in its application during the project implementation?*
- *What type of organisations focused most intensely on this principle when implementing their projects, both in the preparation and the project implementation?*
- *What sort of prior experience facilitated the active approach of these organisations to this issue?*
- *What sort of experience and skills had to be mediated for these organisations during the project implementation, to initiate their active approach to this issue?*

⁸ We are dealing only with interventions focusing directly on the GeM issue, omitting overall application of the horizontal priority of Equal Opportunities in the application of SF.

Evaluation findings of a general nature common to all the programmes analysed

(144)	The approach of individual projects varied. Some project teams built on the experience and know-how gathered “in the field” in carrying out their core activities (maternity centres, community centres, etc.), others used the services of organizations specialising in GeM, sometimes even identified the areas of the application of GeM on the basis of a processed gender analysis or another study by contracted experts on the GeM issue.
(145)	During the implementation of projects, the project teams did not proceed using any pre-agreed or pre-defined schedules that should have helped them to apply the principle of gender mainstreaming (the so-called Action Plan). Organizations that have been dealing with the issue of GeM for a longer time, reflected the GeM principle in all their activities and one could argue that the general rules laid down in a handbook for the respective programme have been complied with. In the case of organizations focusing on other issues, for which GeM was “only” a cross-sectional issue, they proceeded in its implementation rather intuitively, of course causing the risk of unintended results, which may be negative.
(146)	Non-profit organizations and educational institutions focused most intensely on the application of the GeM principle and they also hold the majority of the existing know-how in this field.
(147)	A negative personal experience, when the recipient, or some of its members or clients met with discrimination in the labour market is certainly a big stimulus for the application of the GeM principle. This initial experience then led the respective persons to this issue and they became increasingly interested in it and took active steps. Sociologists are among the members of several project teams studied. The topic was very close to them due to the nature of their training and focus. Thus they further deepened and disseminated it through the projects implemented with the support of the ESF.
(148)	Project implementers lacked in the area of GeM sufficient experience and support from the Managing Authority, or intermediate bodies. Incorrect understanding of this principle and its subsequent incorrect/missing application was a common feature. The existing methodological materials are too theoretical, the presentation of examples of good practice is missing, although they would help the recipients to understand the GeM principle easily and they would subsequently be able to cope with it and to implement it in their projects. In the project teams, which lacked the internal expertise concerning the GeM, an invitation of an external expert on this issue in the recipient organization would be beneficial, it was however quite rare.

3.3.1. Analysis of the application of the GeM principle in the Single Programming Document, Objective 3, Czech Republic

(149)	The determination of areas of interest is carried out again mainly on the basis of prior experience working with the target group (e.g. the project titled <i>Inspiration for equality of chances</i> is based on experience with the operation of community and maternity centres), or on selected areas that seem to be covered insufficiently (e.g. the project titled <i>The position of women in science and research in Prague</i>). As an example of the sensitive analysis of a situation we may quote the project of the <i>Czech University of Life Sciences in Prague</i> , which focuses on educated women and on the support of their professional career on the level of qualification achieved. Thus the project differentiates between the needs of various groups of women. A large share of projects focuses of course on groups with low qualification. In the overall context, the barriers faced by educated women (we can e.g. bring to mind that the differences in salaries of men and women are growing together with the education completed, see the CSO statistics, www.czso.cz) are omitted.
(150)	In this project, as well as in other ones, we also encounter the utilisation of methodologies of other ESF projects (CIP EQUAL, OP HRD). It is a positive phenomenon proving the transferability of products. It is, however necessary to keep in mind the local specifics etc. as well.
(151)	Again, we can see a similar experience as in the case of the CIP EQUAL projects: a large share of the projects is characterised by a rather low involvement of men, with no active effort in this regard.
(152)	Due to the low number of evaluated projects it is impossible to make general conclusions. The evaluator, however, believes that among the evaluated projects, the prevailing trend was characterised by open co-operation in the gender area and by willingness to educate oneself and come into contact with persons having the respective expertise. We may ask, however, what role may be assigned in this regard to the higher concentration of gender-related activities in the territory of the City of Prague.
(153)	Some recipients resolved the lack of prior experience by involving organisations dealing with gender issues (e.g. in the project titled <i>Promoting the equality of chances of men and women through the media</i> , it is the co-operation with Gender Studies, o.p.s.), or by co-operation with experts focusing on the respective area (e.g. in the project titled <i>Inspiration for equality of chances</i> we may quote the co-operation with sociologists from the team Gender in Sociology of CAS).
(154)	Meetings of support recipients, facilitating mutual information exchange, are assessed in a very positive manner in projects. In the areas of equal opportunity or the application of gender mainstreaming, such initiatives are absolutely essential, as relatively little information is available concerning the practical implementation and it is advantageous to support the recipients in their learning process.
(155)	Taking into account the lower allocation of resources, the SPD projects (similarly to the OP HRD projects) appear to be more targeted and probably more manageable, among other things in relation to the implementation of horizontal priorities.

3.3.2. Analysis of the application of the GeM principle in the Operational Programme Human Resources Development, Czech Republic

The Operational Programme Human Resources Development formed the basis for the provision of aid from the European Social Fund in the field of human resource development in the Czech Republic during the programme period of 2004–2006.

Support under the OP HRD was distributed on the basis of these four priorities:

- [Priority 1: Active employment policy](#)
- [Priority 2: Social integration and equal opportunities](#)
- [Priority 3: Developing lifelong learning](#)
- [Priority 4: Adaptability and entrepreneurship](#)

In the selection of theme areas, a model similar to that described in the previous examples is applied. It builds mainly on the partial experience of the project implementers. For case studies, projects belonging to *Priority 2 - Social integration and equal opportunities* were selected.

(156)	In the projects selected for case studies, funded by the OP HRD, we encounter the involvement of organizations or persons with gender competencies in a lesser extent. In this regard, the project titled <i>Equal opportunity for women and men – Equal chances</i> represents an exception – here the co-operation with the Prague-based organisation Gender Studies, o.p.s., was initiated. The project co-ordinator states that in this manner, they were able to attract the attention of persons who had never dealt with the topic. Friendly relationships continue after the completion of the project and there is space for further co-operation on other projects. It is possible, that there is a lack of experienced persons active at the local level. We shall deal with it further in a recommendation for the Managing Authority. It seems that more intense support of the MA is necessary in relation to the availability of experts dealing with the topic (unlike in the projects implemented in Prague or in other larger cities, e.g. in Brno, where the number of organisations focusing on gender issues is larger and information is generally more accessible).
(157)	A good example of promoting GeM was the project implemented by the group <i>Žába na prameni – Ženy pro občanskou společnost</i> . The implementer had sufficient experience in the area of GeM and the whole project, its implementation and focus on specific results can be considered as good practice. The establishment of mutual links and contacts between the recipients proved to be very fruitful in the OP HRD projects as well. Moreover, in two of the evaluated projects, a significant effort of the project implementer to involve participants in the process of community planning has been observed.
(158)	Educational institutions, public and private, usually participate in projects. Smaller partnerships contributing to a stronger attachment of projects in the local community can only be recommended. The co-operation of individual parts can be interesting in the case of larger organisations. As an example, we may quote the project titled <i>Centre for educational consultancy</i> focusing on the equality of labour opportunities of

	men and women. In this particular case, the recipient - Upper and Secondary School of Pedagogy connected the training of students in pedagogical fields of study with an offer of competent care for children of the Centre visitors.
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3.3.3. Analysis of the application of the GeM principle in the Sectoral Operational Programme Human Resources, Slovak Republic

The Sectoral Operational Programme Human Resources is a flagship among the programmes co-funded from the ESF resources in Slovakia. The overall objective of the programme is the “Employment growth based on a qualified and flexible working force”. The SOP HR concerns the issue of GeM especially through the measure 2.2 *Elimination of barriers in the equality of men and women in the labour market, with a particular emphasis on the reconciliation of professional and family life*, where all five projects analysed in the case studies belonged.

(159)	SOP HR is implemented in the shortened programme period of 2004-2006 through 915 projects. Their implementation started in 2005 and it will continue until the end of 2008. Of the total number of 915 projects, 71 projects belonging to the mentioned measure 2.2 are primarily oriented on gender mainstreaming.
(160)	One of the major characteristics of the evaluated projects of SOP HR is the absence of partners. Entering into partnership was not mandatory in SOP HR, thus in certain projects (including five evaluated projects) no partner was involved. In comparison with Czech projects of the OP HRD and UP, this seems to be a limiting factor. Regardless of the possible problems in communication and administration, co-operation appears very fruitful, extending the expertise available to projects and facilitating a comprehensive response to the needs of the target groups.
(161)	All five analysed projects were implemented under the Sectoral Operational Programme Human Resources, measure 2.2 <i>Elimination of barriers in the equality of men and women in the labour market, with a particular emphasis on reconciliation of professional and family life</i> . Unlike some CIP EQUAL projects, organizations of regional significance that know the local conditions and needs were supported. They were recruited mainly from public authorities and educational and consulting institutions, for which GeM is one of the many areas of action.
(162)	Given the focus of Measure 2.2, projects were focusing primarily on women and on improving their opportunities in the labour market in a given region. Two projects focused specifically on Roma women, who as a target group require very specific attention.
(163)	In relation to the CI EQUAL, the SOP Human Resources is represented by relatively simple projects focused on the education of a defined number of persons of a specific target group. Monitoring the indicators showing the number of trained persons was very stringent. In the case of any defaults, the approved budget was cut. Basically, the programme did not require an innovative approach of the applicants, did not support the principle of transnational co-operation and did not induce the obligation to have a partner. The project budgets were also in the majority of cases lower than in the case of the CIP EQUAL. The quality of educational programmes in practice has not been

	monitored.
(164)	From the perspective of application of the principles of GeM, some analysed SOP HR projects were more innovative and consistent than three evaluated CIP EQUAL projects outside measure 4.1 focusing on gender issues. As positive examples, we can mention the projects of the <i>City of Sečovce</i> and the <i>Agency for the Support of Regional Development in Košice</i> , which focused on Roma women. Despite very strong gender stereotypes existing in the Roma ethnicity, the implementers succeeded in involving Roma women in education, providing care for their children during the training courses.
(165)	The project of the company HRD Systém implemented in the Kysuce region, where a focus on engineering has a tradition, represents another example of good practice. The project responded to an urgent problem of the shortage of male workers in the sector. Among other things, there was a number of activities, including the so-called reviving course of professional engineering preparation for women who had previously worked in engineering or graduated from a secondary tech school.
(166)	As an example of good practice we may emphasise the parallel implementation of activities, such as in the case of the project titled <i>RUŽENA – Preparation of Roma women with parental responsibilities for the placement in the labour market</i> . In this case, children could participate in entertaining activities, while their mothers were taking part in development courses. Here it is advisable to utilise instruments of the care for children for their further development and education, particularly in the case of the target group.
(167)	As the partnership principle was used quite rarely in the SOP HR, the responsibility for the application of the GeM principle was almost always on the project implementer. Cities and municipalities belonged to the most common type of recipients (see the project of the City of Sečovce), addressing their local problems. Another group of beneficiaries consists in training and advisory institutions (see the projects of: <i>HRD Systém</i> , <i>CPK Poltár</i> , <i>Agentura na podporu regionálního rozvoje</i> , <i>Národní centrum klimatické léčby</i>) focusing on training selected target groups outside their direct responsibility. Therefore they had to find ways to involve these in learning. Medium-sized and large employers who train their own staff represent a third group of projects. In principle, it is not possible to state, which sort of organizations focused most on the GeM principle on the basis of the sample of analysed projects. The diversity of the support recipients forms an important principle as well, as it has the potential for the introduction of the GeM principles in many sectors.
(168)	The quality of the development and implementation of projects in terms of GeM was conditioned mainly to the involvement or non-involvement of an appropriate expert guarantor. The <i>HRD Systém</i> project is a positive example. In this case, the head of the project team dealt with the field of human resources for decades.
(169)	As far as the evaluators know, no education of members of project teams took place in the five analysed projects. Gender mainstreaming was clearly an area with an obvious need to increase knowledge, but the project proposals did not expect any education of the project implementers themselves in the issue of GeM. Each project, therefore, could approach this issue according to their own level of understanding and

	also to the importance they assign to the horizontal priority of equal opportunities. The quality of the application of the GeM principle, therefore, varies significantly from project to project. Again, it is necessary to point out that the MA should unite the project standards in this regard.
(170) D	<i>More attention should certainly be paid to the involvement of target groups in the planned project activities and it is also important to systematically utilise their feedback. It is necessary to search for tools capable of increasing the involvement of beneficiaries in the success of defined project activities. In the case of a rather specific Slovak target groups, the Roma people from village settlements, the recommendation to work with resources and experience of development co-operation (UN agency etc.) and to support participative methods of co-operation seems to be appropriate.</i>
(171) D	<i>It is suitable to better reflect the GeM issue directly in project activities. Not only in the sense of the support of the disadvantaged target group – it is necessary to emphasise the change of conditions, i.e. prevention of problems. For example, the projects supporting entrepreneurship may purposefully work with professions, which are non-traditional for women and men from the gender point of view, projects affecting care-giving should discuss the distribution of tasks in this area and support the sharing of partners etc.</i>

3.4. Findings related to the implementation process, with a potential influence on the application of the GeM principle

Within the evaluation, the evaluator identified some weak points in the implementation process which are general in its nature. Nevertheless, these insufficiencies may have a negative influence on the application of the GeM principle.

(172)	Administrative burden of projects – the recipients did not expect such a significant administrative burden and they weren't ready. This situation resulted in the recipients having to deal with the administrative burden at the expense of content detailing of projects where the GeM was included. (Particularly for private entities, which – unlike the non-profit entities – are limited as regards the costs allowed consider administration as a real burden.)
(173)	Problems were also caused by an unnecessarily comprehensive guide for recipients, which is not written clearly enough, and in some cases allowed for more interpretations. Insufficient support in the interpretation of the handbook for grant recipients in OP HRD/SPD 3, caused the risk of ambiguous interpretation, when the recipient interprets the regulations in a manner different from the interpretation by the manager of the NTF.
(174)	Unjustified cuts in budgets of projects in the event of OP HRD and SPD 3: <ul style="list-style-type: none"> ○ Underestimation of demanding work in project implementation – some staff involved in projects were made to work part-time, which proved to be insufficient to cope with the work load.

	<ul style="list-style-type: none"> o Large fluctuation of employees due to low salaries after budget cuts.
(175)	Delays in project funding not dealt with from the point of view of other structures. Banks did not want to provide the support recipients with a bridge loan, though it was obvious that the recipients had the future funds guaranteed. At the same time, the state is not currently able to help to solve similar situations, where the provision of a short-term credit under advantageous conditions would be a significant help.
D (176)	<i>The provision of larger advance payments, returnable in case of failure to the requirements, would be a very good solution. The problem affects mainly non-profit organizations, which actually cannot generate profits and reserves and do not have the resources for their own funding.</i>
(177)	A gap in the project activities before the start of new operational programmes. The implementation of operational programmes in the current programme period and the new calls are delayed and the recipients enter into a period when (especially NGOs) must go through a very difficult search for sources to fund their activities. This situation results in losing experienced staff and threatens the sustainability of created products.
(178)	Rigidity in the utilization of budgets – case studies show different practices in different programmes – flexibility is desirable under pre-set conditions, as in multi-annual projects it is necessary to provide space to respond to social changes and related changes in the labour market.
D (179)	The high frequency of presenting monitoring reports, slow process of their approval and the need to re-write the monitoring reports frequently. (Frequent monitoring reports [in the case of the CIP EQUAL projects, mostly in intervals of 2-3 months] have been chosen by the recipients themselves, because the reimbursement of costs depended on the approval of reports and the continuity of payments was [especially for NGOs] essential.) <i>Negative consequences of this burden should be avoided, by providing regular advance payments.</i>
(180)	Unnecessary administrative burden caused by the fluctuation of staff in the MA (or the mediating entities and the supporting structure). The administrative burden also affected, for example the submission of monitoring reports – in the case of OP HRD and SPD 3, monitoring reports were sometimes delivered de facto twice, as the new person sometimes had different requirements than the previous one. The delayed response of the Labour Office of the City of Prague was also related to the fluctuations of workers, as well as long deadlines for approvals of monitoring reports and requests for payment.
D (181)	<i>The arrangement of round tables of recipients at the end of projects was appreciated by the recipients in OP HRD/SPD 3 in a very positive manner. The recipients felt that the exchange of information was highly efficient, because the strong bond could be reflected immediately in the work of the GS administrator. The recipients proposed to hold a similar round table in the implementation stage of the project, so that the experience gained could be used. In the CIP EQUAL, NTN had a similar effect, although their main purpose was discussion with experts and policy-makers and support for mainstreaming.</i>

4. OVERALL CONCLUSIONS AND RECOMMENDATIONS

✓ *Task 4*

Synthesis of the findings, identification of the factors leading to a successful or unsuccessful concept of gender issues and development of a set of recommendations for more consistent fulfilment of this horizontal theme in the period of 2007-2013

4.1. Conclusions and recommendations arising from the expert panel

The aim of the expert panel was to get feedback from people directly involved in the issue of gender mainstreaming and/or the administration of ESF programmes in the Czech Republic, before the completion of the evaluation. This increases the validity of the proposed recommendations, because they are discussed and specified further.

The expert panel, which took place on 1 September 2008 in the premises of the MoLSA, consisted in experts representing the MA (MoLSA), NSS (PWC), NTN E – representatives of the DPs and others (Section of Equality of the Office of the Government).

Summary of the main conclusions

(182)	NTN E is perceived as a good example of networking and cooperation both top-down and bottom-up. There is a consensus over the desirability of continuing in a similar manner. Significant know-how that in the event of termination could be lost or dissolved is presently available to the NTN E.
(183)	NTN E has tried not very successfully to offer its know-how for the use of other projects in other NTNs. Experts are often met with a lack of interest in dealing with the issue of GeM, or the DPs did not consider the help necessary.
(184)	There is no connection of gender issues with other issues, gender is seen as an independent topic, which can be omitted, the effect of gender on other areas is not evaluated.
(185)	Discussion on further operation of the NTN E – space for a networking project based on the “bottom-up” approach of NGOs.
(186)	Discussion on the obligatory/voluntary aspects, with regard to the application of GeM. The dilemma of finding a threshold ensuring the compliance with the GeM principle more than just formally, and does not excessively overload the implementation of a project and on the other hand, increases its efficiency.
(187)	Definition of indicators and their usefulness in practice. Inconsistency between the quantity of indicators and the administrative burden resulting from their monitoring on the recipients’ side. The participants agreed on their desirability and at the same time understood their limited usability, as they reflect the quality with difficulty.
(188)	The expert panel dealt relatively extensively with the role of the MA, in particular with regard to the guarantees of standards of the implementation of GeM to ensure the

	continuity of co-operation.
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Recommendations resulting from the expert panel

(189) D	<i>To use the present experience of the NTN E for the provision of comments concerning the handbooks on GeM for the next programme period, to use specific examples from practice – e.g. using the case studies prepared within the evaluation. As part of the co-ordination of the implementation of the GeM principle, the know-how and the structure of NTN E should be used in the maximum extent.</i>
(190) D	<i>It is important to ensure the continuity of the co-ordination by the MoLSA. Guarantee of a “minimum” information and minimum fulfilled indicators. We recommend ensuring an initial training at the time of the approval of the project, which will provide information about possible specific steps for the application of the GeM. Ongoing training, experience sharing (e.g. at least once there should be panels of support recipients concerning gender issues, etc.).</i>
(191) D	<i>To set two lines with regard to the application of GeM. The first guarantees a minimum standard and it is strictly required from all the recipients. The second line is voluntary and focuses on the development of new procedures, improving the monitoring of trends, etc. We consider it necessary to say that in case of the support for projects, this aspect relates to the use of public funds, and although it is necessary to promote the motivation of applicants for the voluntary application of GeM, one cannot abandon enforcement of the basic stipulated conditions ensuring efficient realization of the project/programme objectives.</i>
(192) D	<i>The ongoing support is a big challenge - MA/MoLSA or NSS possibly have the best overview of the projects and they can, for example gather information about gender experts, recommend a specific project/person to contact in relation to certain issues and so on. Apart from the platform for the co-operation, the MA/NSS can play a role in preventing duplication of activities, draw the attention of project teams to risks or allow discussion about the possible differentiation of projects.</i>
(193) D	<i>To supervise the quality of outcomes (products) of projects in the process of their creation rather than only after their development, when the system of validations can be used.</i>
(194) D	<i>There is also the possibility to consult with the supported projects – recommendations and suitable procedures can be defined to develop a gender perspective and integrate it into the planned activities.</i>
(195) D	<i>In addition, it would seem appropriate to extend the use of an electronic forum, which can be used in all phases of a project cycle – actually from the time of the submission of an application. Examples of such use may be:</i> <ul style="list-style-type: none"> • <i>Access of the applicants to the section with background documents, examples of practice and the opportunity to ask questions and to consult problems with regard to the GeM,</i> • <i>A systematic gateway for the ESF projects with the possibility of thematic searches, to make it clear what projects have already been implemented and on</i>

	<p><i>the other hand, where there is possible “whitespace”,</i></p> <ul style="list-style-type: none"> • <i>The possibility for applicants to clarify the evaluated aspects of a project during the evaluation of projects.</i>
(196) D	<p><i>The definition of indicators is an area where the structured steps seem to be necessary. Indicators should be used primarily for evaluations, they should be comprehensible and usable for the project/programme. Monitoring reports must have a similar function – they cannot be used as a mere reporting (data archiving) document with no other objectives – they must be an instrument for self-management, they have to monitor progress, reflect changes and provide input for the evaluation of the project. Indicators must be (Niemanis et al, 2007):</i></p> <ul style="list-style-type: none"> ⇒ <i>Comparable over time (in a longitudinal axis), so that they can be used for monitoring the development;</i> ⇒ <i>Comparable to other regions, countries, target groups;</i> ⇒ <i>Measurable (quantification or categorization of indicators);</i> ⇒ <i>Precise (to minimise the impact of external variables);</i> ⇒ <i>Selective and representative (too many indicators cannot be feasibly monitored);</i>
(197) D	<p><i>The monitoring of mandatory indicators should be treated very carefully, so that the load for the recipients is not too large. The number of mandatory indicators for GeM should be less than ten. These indicators may also be supplemented by qualitative indicators suitable for individual projects, which can be monitored in a cross-sectional manner to a limited extent only (see, for example the findings 215-221).</i></p>
(198) D	<p><i>The indicator must be clearly definable and quantifiable!</i></p>
(199) D	<p><i>To confine oneself rather to quantitative indicators. It is difficult to quantify and monitor qualitative indicators, their value is thus hardly comparable and cannot be aggregated easily.</i></p> <p><i>Here we face a limit of indicators, i.e. the qualitative and contextual aspect, which are difficult to cover in some cases. For the purpose of the evaluation or proceedings, the analysis of indicators must be complemented by other qualitative methods.</i></p>
(200) D	<p><i>Only in very exceptional cases is it advisable to change the setting of indicators during the course of the programme. Changes represent an additional burden on the recipient and the data are not comparable.</i></p>
(201) D	<p><i>Recipients should not be presented with the indicator as an “x-digit number” or a “two-word term”, but it should be clearly defined, described and explained, as regards the logic of its introduction and the meaning of its monitoring. For what reason is an indicator being monitored (feedback to the recipient, control programme settings, evaluation, etc.) and who will subsequently use it – the recipient, MA, EC? This step will increase the involvement of the recipients and their willingness to monitor the indicators responsibly.</i></p>

4.2. SWOT analysis of the application of the principle of gender mainstreaming in the CR

The SWOT analysis was performed as one of the last steps of the synthesis of findings, i.e. the strengths/weaknesses and opportunities/threats were defined. The SWOT analysis serves as one of the auxiliary instruments for the specification of overall conclusions and recommendations.

Strengths:

- The existence of expertise in the field of GeM concentrated in the non-profit sector and in academic institutions which deal with the issue of GeM;
- Existing and efficiently working NTN E and the support of mainstreaming by MA;
- Strong motivation of experts in the area of GeM;
- Available funding from the ESF, which can be used for the development of methodologies and their testing;
- Existing scope for international co-operation with experienced partners;
- Increase of equal opportunities between women and men, support of the democratic processes;
- Increased attention to vulnerable groups of persons;
- Focus on long-term sustainability;
- Attention paid to gender equality through the evaluations required by the MoLSA (Evaluation of the approaches of Czech and foreign development partnerships within CIP EQUAL in the application of the horizontal topic of gender mainstreaming, Evaluation of projects focusing on equal opportunities for women and men in the labour market and reconciling work and family life)
- Information on GeM provided to the recipients by the Managing Authority through the handbooks on the application of GeM and workshops

Weaknesses:

- Lack of coordination and lack of intense communication concerning the approach to GeM - there is no uniform understanding of GeM and the approach to it among the recipients, there is no use of examples and case studies, which would truly increase the understanding and the unification of approach;
- Lack of trained staff to support the application of the GeM principle, on side of MA;
- Lack of capacity (staff, finances and time) for the education of recipients as regards the GeM;
- Lack of standards in the area of GeM (products, education)
- Low awareness of the general public on the GeM principle and the resulting frequent negative or overly simplified perception of gender activities;
- Large administrative burden on recipients, which reduces the capacity for the application of horizontal priorities, including the GeM;
- Change of the monitoring indicators related to the GeM during the course of the programme, unclear explanations of the meaning and use of monitored indicators, and the resulting low willingness and motivation of recipients to monitor the indicators, confusion as to the meaning of indicators for the evaluation of the respective programme;

Opportunities:

- Utilization of the expertise and outcomes from the completed programmes and from individual projects;
 - ⇒ Increase of awareness on the issue of GeM, support for the process of mutual learning;
 - ⇒ Efficient application of the GeM principle, clear integration among the objectives of projects/ programmes;
- Utilization of foreign experience;
- Consistency with current trends in the labour market (such as support for the reconciliation of professional and private life, training of unemployed women/men in the occupations not traditional for the respective gender, etc.)
- Development of user-friendly public and private services (such as the development of alternative forms of childcare, care for those who need it, elderly people, etc.).
- Valid focus of the topic with regard to the labour market situation (the lack of skilled labour);
- Growing interest of other groups (businesses, media, educational institutions);

Threats:

- Persistence of misunderstanding of the GeM principle on side of the recipients and the general public;
- Low remuneration of people working in the social sector and the consequent risk of high fluctuation of experts on GeM;
- Problems in the continuity of funding, which do not allow building on the present activities or developing further those products already validated.
- Continuing administrative burden in the current programmes;
- The threat of a slowdown in economic growth and of an increase of unemployment, reducing the interest of employers in the utilization of disadvantaged groups and in the reconciliation between work and family life;
- Non-uniform attitude towards monitoring the indicators of the successful application of the principles of GeM;

4.3. Overall conclusions

The final task – pursuant to the contract documents – is conceived as four partial “sub-tasks”:

4.3.1. Identification of factors and assumptions leading to successful and efficient projects focused directly on the support of equal opportunities of men and women

Evaluation questions:

- *What factors do help the successful implementation (management) of projects in the area of promoting the gender mainstreaming concept?*
- *To what extent was the implementation of the projects with such a focus influenced by the existence of certain supporting instruments and documents mediated by the Managing Authority or another responsible body? What instruments and documents?*

(202)	The motivation to understand the GeM and to overcome internal stereotypes and normative expectations is probably the key factor in the successful implementation of projects in the area of promoting the concept of gender mainstreaming. The individuals involved can also play a key role, but to reflect the GeM principles truly consistently in the results of the project, it is necessary that all members of a partnership have to co-operate. In the case of projects focused directly on the issue of equal opportunities of women and men, very strong interest in change plays a role, especially a reflection of the structural factors influencing the position of women and men.
(203)	The projects, which clearly see their objective in changing social conditions, focus specifically on people in decision-making positions and on awareness campaigns and other dissemination activities, which are aimed at structural change.
(204)	In the case of projects targeted on GeM, the transnational co-operation within TCA was apparently fruitful. In the current state, these projects may provide experience and knowledge that can be used by the MA to deepen their knowledge in the field of application of GeM. The existence of the NTN, which was primarily an opportunity for the exchange of experience, deepening the understanding of the issue, represents another support instrument, which provided a major contribution. The role of an external expert of the NTN, who evaluated the projects and helped to refine the argumentation used by the projects towards the external world is also very positive. By contrast, the handbooks on the application of the GeM were accepted quite critically. In this respect, the NTN E and gender organizations could contribute by their feedback to the increase of their quality and efficiency.
D	<i>The systematic cooperation of MA and development partnerships in the mainstreaming activities, such as the involvement of gender competent organizations in commentary proceedings, the creation of new grant schemes and educational activities, represent another important activity to be developed further.</i>

4.3.2. *Identification of factors leading to the failure of projects focused directly on the support of equal opportunity for men and women*

Evaluation questions:

- *What factors prevent the successful implementation (management) of projects?*

(206)	Even in some cases of organisations dealing with the gender themes we encounter problematic practices. On the other hand, some organisations, which do not openly reflect gender issues eventually implemented efficient projects with the potential to achieve the desirable changes. From this perspective, the problem seems to consist in paying insufficient attention to power aspects. This may result e.g. in a lower rate of involvement of target groups in planned activities and subsequently in paying insufficient attention to the connection of gender and other characteristics (age, health status, social status etc.).
(207)	Nevertheless, the main problem is apparently in the orientation of inspections on formal aspects, not on the content of projects. An excessive administrative burden leads to a limitation of capacities for further education and the deepening of knowledge (not only in the area of GeM).
(208)	In some cases, incorrectly set indicators may be a barrier as well. A practice was introduced when the monitored indicators do not correspond to the defined target group. This is of course entirely inappropriate, the indicators should serve not only as a superior framework providing general information on the projects, but mainly for the purpose of the internal evaluation of projects. If the DPs spend time identifying indicators that were not adequately linked to project activities and do not have the capacity to monitor indicators that would help with internal evaluation, we can understand such indicators more as a barrier to the successful implementation of GeM.
D	<i>In the case of projects focused directly on the area of equal opportunity for women and men, demonstrable co-operation with persons who have credible expertise in dealing with this topic is absolutely necessary.</i>

4.3.3. *The identification of factors and assumptions leading to the understanding of the approach in gender mainstreaming by aid recipients and to their real effort to apply this approach consistently when managing their projects (e.g. the existence of detailed methodological rules even before starting a project, obligatory inclusion of a GeM expert in a project management team etc.)*

Evaluation questions:

- *What factors and assumptions allow the project implementers to understand the approach in the area of gender mainstreaming and to apply this approach in a high-quality and efficient manner in course of the implementation of their project?*

(210)	The CIP EQUAL gender mainstreaming handbook was generally assessed positively by the recipients. Due to signs of misunderstanding of the GeM principles, however, this evaluation is ambiguous and points to the need for initial training and ongoing
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	methodological support. It is necessary to obtain more differentiated feedback from the recipients.
(211)	Seminars arranged for the recipients were assessed very positively and they obviously brought specific results. Communication within the NTN also seemed to be beneficial.
(212)	In the case of current projects, the most successful are those projects which either concluded partnerships with organisations dealing with gender issues or which co-operated with individual experts and carried out further investigation (e.g. within a DP). Internal motivation seems to be a key initial prerequisite for the success of a project. Nevertheless, it must be systematically developed in a course of a project and the expertise should be targeted as well (mere “goodwill” cannot be sufficient).
(213) D	<i>The evaluation shows that the initial phase of the project was underestimated. At the time of selection of a project (MA, assessors), the GeM principle should have been considered. This would ideally be followed by initial training with the option of consultation on activities within the supported projects. It is important to obtain feedback, which serves, inter alia, to assess the understanding of the principles between partnerships. In the initial stage of the projects, a pilot testing of activities should take place and with the support of the MA, there should be room for continuous changes, if they appear necessary.</i>

4.4. Set of recommendations for fulfilling this horizontal theme in the programme period of 2007 - 2013

Evaluation questions:

- *What alternative proposals should be suitable based on the identified experience, as regards the management and implementation of those programmes or their part that are focused either directly on the support of equal opportunity for men and women or on the enforcement of gender mainstreaming in any area of HRD?*
- *In which way would it be suitable or unsuitable to support individual projects (form of grant systems, national or systematic projects)?*
- *What type of specific support must be provided to the project implementers before and during the course of the project implementation?*

(214) D	<i>First of all, the development of relevant indicators measuring the application of gender equality of women and men seems to be a key factor. Many projects focused their indicators in an overly narrow manner, in the sense of the ratio of women/men clients/members of co-ordination teams, or of the ratio of women/men and their participation in services (education, counselling etc.). It is necessary to develop more comprehensive indicators that reflect the issue in a broad context.</i>
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<p>(215) D</p>	<p><i>Using the documents of the Austrian project titled Quality Development Gender Mainstreaming,⁹ we can propose the following areas where the indicators should be elaborated in detail: Participation in the labour market, Quality of employment, Horizontal segregation, Vertical segregation, Income variance, Qualification, Framework conditions of labour activities.</i></p>
<p>(216) D</p>	<p><i>The overall level of participation in the market is different for the two genders. In 2008, women achieved the level of 57.8% and men achieved the level of 75.3%.¹⁰ The EU target for 2010 is to achieve a 60% employment rate for women (the EU average in 2006 was 57.2%).¹¹ The gradual increase of employment of women is thus desirable. It must, however, be linked to other factors as well, see below. The isolated increase of only a quantitative increase of the economic participation of women means a risk of the concentration of women in less quality areas of labour and an excessive load put on women by a combination of a (full) labour load and at the same time responsibility for caring for children and other dependant family members or communities. Thus it is apparent that such initiatives focusing primarily on the entrance of women to the labour market can lead women to more difficult situations than that offered by the traditional family roles (breadwinner – homemaker), which however has consequences in the strong economic dependence of a woman on her partner. In this regard it is necessary to analyse unemployment statistics (particularly in relation to long-term unemployment) in the context of gender, age, ethnic origin and health status. The reasons for economic inactivity of women and men should be identified as well.</i></p>
<p>(217) D</p>	<p><i>Quality of employment refers to many factors, some of which shall seem to be paradoxically in contravention with typical programmes for the support of equal opportunity. The first group of indicators can focus on temporal aspects only, i.e. full-time job or part-time job, multishift work, weekend work. It is necessary to stress that long-term employment in a part-time job is very risky (e.g. with regard to pension/social insurance) and may be a factor contributing to poverty or social insecurity at a higher age, though it is true that various forms of flexible measures, e.g. the part-time jobs, may be suitable with regard to the possibility of the reconciliation of professional and personal life and maintenance of qualifications. As regards the quality of the position, subjective satisfaction is primary.</i></p>
<p>(218) D</p>	<p><i>Horizontal segregation refers to differences in the direction of women/men within specific fields. Within a gender analysis, it is necessary to reflect the value of such fields, with regard to the quality of the working conditions, job prestige and financial remuneration. In many analysed projects, horizontal segregation has not been reflected at all. On the contrary, women and men were offered occupations stereotypically considered as female/male, with no consideration concerning the</i></p>

⁹ Qualitätsentwicklung Gender Mainstreaming Gleichstellungs Indikatoren im GeM (“Gender Mainstreaming Quality Development – Equality Indicators in GeM”), online: http://www.qe-GeM.at/produkte/downloads/Band%205/Leitner-Walenta_Gleichstellungsindikatoren-im-GEM.pdf

¹⁰ Czech Statistical Office data for 2008, online: <http://www.czso.cz/csu/csu.nsf/informace/czam080108analysa08.doc>

¹¹ Report on Equality between women and men, 2008, online: http://ec.europa.eu/employment_social/publications/2008/keaj08001_en.pdf

	<p><i>possible consequences for the respective person, her/his prospective employability in the current labour market etc. In this area, it is possible to propose a series of campaigns focusing directly on the increase of attractiveness of “non-traditional” occupations. Examples of good practice may already be present in specific projects. These projects not only analysed the local labour market conditions and the needs of employers and actively offered training, regardless of the conception of the traditional professions of women/men. In this sense, we see a great potential for other projects. Of course, the greater involvement of men in typically female professions is particularly problematic, as these professions are often less rated financially. But this is another topic that the projects may try to address.</i></p>
(219) D	<p><i>Vertical segregation refers to hierarchical differences between the positions of women and men. In a project, this should be primarily a part of a gender audit of recipients and partnership organisations, with a view to achieving a sharing of decision-making authorities. It is necessary to emphasise that the objective is “sharing”, not the prevalence of women, as some projects might indicate. This aspect should be dealt with within project activities too, particularly with regard to education and other services offered. Do the planned activities provide women with a possibility to apply for higher positions? Do they develop competence in the area of project or people management? Taking into account the fact that the unqualified groups are most difficult to employ and that women traditionally prevail in these groups, it is clear that some projects have focused on these target groups and that they provided primarily the basic forms of education. Nevertheless it is necessary to keep in mind that due to being caregivers, women with a higher education are often economically inactive too. Afterwards, however, they have trouble in finding a job corresponding to their qualifications or even a job providing a place for growth. These activities must necessarily be enhanced, e.g. by the provision of more expert courses of a higher level, mentoring or networking. The higher representation of women in positions with decision-making powers can help the overall transformation (among other things) of the labour market and therefore it can offer longer-term effects. It is, however, necessary to support the mutual solidarity of women (research shows that many women in senior management positions adopt a hard “male” style of leadership – hostility towards and discrimination against other women may occur). In order to make way for changes in the labour market (addressing issues of inequality, reconciliation, etc.), it is very important that women themselves have begun to reflect on these issues, promote them and involve themselves in activities such as mentoring. However, the sensitisation and activation of men, concerning the topic of equal opportunity for women and men and GeM, should be a part of the project activities too, particularly as regards men in decision-making positions. It is however necessary to avoid typical stereotypes in the sense of the paternalistic protectionism of the “weak” gender, instead of this it is necessary to support partnership relations.</i></p>
(220) D	<p><i>In the case of qualification it is necessary to analyse the achieved education and the options of lifelong learning as well. There is also the possibility to assess informal education and social competences acquired outside the formal labour market, e.g. through caregiving, volunteer activities etc.</i></p>
(221)	<p><i>The framework conditions of labour activities refer to the possibilities of interconnecting professional and personal life. This is true in the case of legislative</i></p>

D	<i>measures (possibility to obtain parental free time etc.), system of social allowances, including a pension security and of the institutional securing of care for children and dependant family members. Conditions of mobility may represent an important factor too. They require local analysis. For example the development and testing of various models of care for children (particularly those on a self-help basis) remained rather lacking in the projects implemented so far.</i>
(222) D	<i>What has been stated above shows that the key role should be played by the Managing Authority that acquires sufficient competence and fulfils the role of a sort of guide in the implementation of gender mainstreaming. From this point of view, close co-operation with experts on the topic is necessary, regardless of their affiliation – they may be internal employees as well as persons involved in the supported projects or other entities. It is also appropriate to utilise the possibilities of co-operation with foreign experts. It is becoming increasingly apparent that in the old EU Member States the detailing of activities is on a higher level. It is, however useful to utilise the experience of the new Member States as well, as we share some historical conditions with them. The exchange of experience among the recipients is another good practice mentioned. It is useful to create a parallel, narrower working group focusing on GeM, but at the same time supporting interaction among projects focused on GeM and those, which apply GeM “only” as a horizontal priority.</i>
(223) D	<i>Support in acquiring knowledge and skills in the area of the application of GeM should be followed up by a content control which has not been sufficient thus far. The Managing Authority should discuss with the recipients the application of GeM, at the same time it should, however, have the possibility to apply authorities in the cases where the project activities seem quite insufficient in relation to the set indicators. It is apparent that in some cases the activities from various perspectives may be perceived in a different manner and positive factors may be intertwined with risks. It is crucial, however, that this is reflected and a discussion is going on with the recipients of grant subsidies and with the project beneficiaries.</i>
(224) D	<i>The evaluator therefore proposes to structure the system of training in the application of GeM. The first target group should be the employees of the Managing Authority, of all departments, if they are relevant, then also the persons representing national support structures and particularly the potential project evaluators. Taking into account that many persons involved in the gender area for a long time participate in many organisations applying for support, there may be a conflict of interests, leading often to categorical exclusion of these persons from the evaluation processes. Such transparency has the risk, however, that the projects will be evaluated by persons with experience in the social or business sector, who, however, lack gender competence.</i>
(225) D	<i>Another step is the initial education of support recipients and individual consultation of their activities in the area of gender mainstreaming. The next step - the above mentioned mechanisms of exchange of experience in the sense of meetings of recipients of various project types. A parallel selected expert group aiming i.a. at the dissemination of the researches and methodologies, so that the activities are not duplicated unnecessarily. At the same time, they could help to achieve a multiplication of current good practice with cost savings.</i>

<p>(226) D</p>	<p><i>The newly established grant systems should always include experiences from the evaluations of previous projects. Such deliverables should be reflected on an ongoing basis. In general it is necessary to strengthen the content control and to simplify the formal aspects of project administration. At present we encounter projects which formally meet their obligations, the efficiency of which is, however doubtful. Moreover the excessive burden of administration substantially limits the educational and learning processes, the recipients have to focus on technical aspects, and therefore their capacities for high-quality processing of content are limited. This is true especially in case of less known and less obvious principles, e.g. the inclusion of gender mainstreaming.</i></p>
<p>(227) D</p>	<p><i>The Managing Authority should also ensure systematic support for mainstreaming activities at the political and decision-making levels. Many projects identify important equality barriers directly in legislation or institutional practice and the Managing Authority should have a guaranteed sufficiently strong position in relation to highlighting the respective problems. In this regard, the interdisciplinary approach should be applied, involving experts from various related fields in the individual phases. There is of course one initial prerequisite, i.e. that the staffing of MA is sufficient and that there is a realistic allocation of projects per person (in accordance with the respective grant system).</i></p>
<p>(228) D</p>	<p><i>The evaluator strongly recommends using the existing effectively working NTN E network and its accumulated expertise.</i></p>
<p>(229) D</p>	<p><i>It seems necessary to write the handbooks for recipients and methodology materials by way of examples of good practice, using the already existing projects if possible. It is also appropriate to use in a lesser extent some identified examples of problematic practice and to highlight them.</i></p>
<p>(230) D</p>	<p><i>The evaluator strongly recommends establishing a system for monitoring the quality of products already in the process of their creation, not only after their completion, as in the case of the current system of validations. Evaluation must necessarily be included in the entire project cycle.</i></p>
<p>(231) D</p>	<p><i>Indicators should be limited in quantity and they should be divided into quantitative and qualitative ones. As regards the quantitative indicators, it is necessary to consider a group, which will be mandatory for all partnerships and which will allow monitoring the general characteristics of projects within the entire programme. A group of indicators that will be meaningful for individual projects may also be defined. The recipients should be clearly informed about the logic which is behind the definition of each indicator, its meaning and utilisation – both for the purpose of the project and of the entire programme. Qualitative indicators should serve more as a source of inspiration, partnerships should be able to set out their precise specification. However, after partnerships set the indicators at the beginning of their projects, they should be audited from the viewpoint of the MA and their monitoring should be mandatory and, where appropriate, changes can be approved.</i></p>
<p>(232) D</p>	<p><i>From the perspective of the needs in the field of gender equality, calls for projects should cover a wider range of activities than reconciling work and family life, to which the ESF programmes currently devote the most attention.</i></p>

<p>(233) D</p>	<p><i>Based on the comparison of projects from OP HRD and SPD3 with the CIP EQUAL projects, it is apparent that generally small-scale projects with a clearly defined objective are usually – given the resources – more efficient in achieving their objective. However, if a project should set a strategy or approach, the relevant social partners have to be involved and thus a small project cannot be sufficient in such a case. In this regard, the effort of Slovakia concerning the implementation of a “national project” focusing on the promotion of gender equality can be an inspiration. It is necessary, however, to carefully consider the possibilities and benefits of such a project.</i></p>
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Within the evaluation, we do not have enough space to comment on the overall reports on the application of gender mainstreaming which should be included by the projects in the final reports at the end the entire CIP EQUAL project. It is desirable that the Managing Authority or the NTN examine these texts further.