



MASTER THESIS

THE IMPLEMENTATION OF GENDER MAINSTREAMING: A COMPARATIVE CASE STUDY OF THE NETHERLANDS AND SWEDEN

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The implementation of gender mainstreaming: a comparative case study of the Netherlands and Sweden

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Abstract

The Netherlands and Sweden have both implemented gender mainstreaming practices relatively early, already before the Beijing Declaration of 1995. In the past, both countries were also taking the lead in developing specific gender mainstreaming tools. More recent EIGE-scores on gender mainstreaming across European countries reveal a surprising development. While Sweden is, as expected, scoring far above the EU-average, the Netherlands is surprisingly scoring far below the EU-average. In line with this surprising development and the scientific gap concerning cross-national studies on the implementation of gender mainstreaming the following research question was formulated: *“How can the differences in the implementation of gender mainstreaming between the Netherlands and Sweden be explained?”* A content analysis was conducted to analyze how the Netherlands and Sweden are implementing gender mainstreaming, what is expected to influence the implementation of gender mainstreaming, and the differences in the implementation of gender mainstreaming between the Netherlands and Sweden. The results indicate that the socio-cultural context and political structures and developments mainly explain the differences between the Netherlands and Sweden when it comes to the implementation of gender mainstreaming.

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1. Introduction

1.1 Background

“In the ongoing quest to improve opportunity and political inclusion for women, perhaps no effort is more promising, or more controversial, than ‘gender mainstreaming’ which aims to insert a gender-equality perspective into all levels of ‘mainstream’ public policy” (Hafner-Burton & Pollack, 2009, pp. 114-115). By adopting the Beijing Platform for Action at the United Nations (UN) Women’s Conference in 1995, governments across the world committed themselves (amongst others) to “take all necessary measures to eliminate all forms of discrimination against women and the girl child and remove all obstacles to gender equality and the advancement and empowerment of women” (UN, 1995). In this Beijing Platform for Action, gender mainstreaming was put forward as the main mechanism to achieve these ambitious goals (Moser & Moser, 2005). As a result of the extensive attention for gender mainstreaming as a mechanism in the Beijing Declaration, “gender mainstreaming suddenly became the focus of global attention” (Sainsbury & Bergqvist, 2009).

The UN formally adopted gender mainstreaming in 1997. When formally adopting the principle of gender mainstreaming, the UN defined this principle as follows: “mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated” (UN, 1997, p. 2). Another foundational and influential definition of gender mainstreaming originates from the Council of Europe in 1998. According to the Council of Europe, “gender mainstreaming is the (re)organization, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies and at all levels at all stages, by actors involved in policy making” (Council of Europe, 1998, p. 12).

Gender mainstreaming became much more known following the 1995 Beijing Declaration and subsequently the official adoption by the UN in 1997 and the influential work of the Council of Europe in 1998. However, “both before and after these events, feminists have sought to develop the concept of gender mainstreaming and have debated its theoretical and practical advantages and shortcomings” (Sainsbury & Bergqvist, 2009, p. 217). Despite the renewed interest for gender mainstreaming since 1995, gender mainstreaming remains “an essentially contested concept and practice” (Walby, 2005, p. 321). And whether gender mainstreaming has succeeded or has been a failure is still a topic of debate (Moser & Moser, 2009).

Sainsbury & Bergqvist (2009) identified several tensions in the debate regarding gender mainstreaming. Firstly, there is a debate about the transformative potential of gender mainstreaming. One strand of research, the proponents of gender mainstreaming, suggest that gender mainstreaming has a transformative capacity (Sainsbury & Bergqvist, 2009). They argue that “incorporating a gender perspective reveals the male norm in structures and processes, disclosing the androcentric design of institutions, cultures and organizations” (Sainsbury & Bergqvist, 2009, p. 217). Also, gender mainstreaming is viewed as superior to anti-discrimination measures by some of its proponents. “By shifting attention from equality of treatment to equality of impact, mainstreaming appears to

overcome many of the difficulties associated with rights-based strategies and positive discrimination, and hence to offer a constructive basis for future action” (Beveridge, Nott & Stephen, 2000, p. 386).

By contrast, critics of gender mainstreaming argue that in practice, there is a lack of actual transformative results of gender mainstreaming, despite its theoretical potential (Sainsbury & Bergqvist, 2009). It is argued that there are difficulties regarding the implementation of gender mainstreaming and that this withholds actual positive measures and policies for women. Furthermore, some argue that gender mainstreaming has primarily become a discussion regarding methods and techniques instead of a measure with transformative potential (Sainsbury & Bergqvist, 2009). Secondly, there is a tension in the gender mainstreaming debate regarding gender equality (the goal) on the one hand, and mainstream (the mechanism) on the other hand (Sainsbury & Bergqvist, 2009). Thirdly, proponents of gender mainstreaming assume that gender mainstreaming will encompass all policies and decision makers. On the other hand, critics argue that this is at the expense of accountability and priorities (Sainsbury & Bergqvist, 2009). “If gender is everybody’s responsibility in general, it is nobody’s responsibility in particular” (Pollack & Hafner-Burton, 2000, p. 452). Fourthly, critics have noted that gender mainstreaming assumes cooperation between the sexes while this might not be true in practice. Proponents of gender mainstreaming often assume a consensual process while in practice, there might be male resistance (Sainsbury & Bergqvist, 2009).

Scholars have studied gender mainstreaming more extensively since the Beijing declaration, the official adaption of gender mainstreaming by the UN and the encouragement regarding gender mainstreaming by the EU. Most literature concerning gender mainstreaming has focused “on the exchange of ‘good practice’, the European Union’s (EU’s) policy on mainstreaming, and on describing and analyzing from socio-legal and comparative perspectives the efforts of particular states to adopt mainstreaming initiatives” (Beveridge, Nott & Stephen, 2000, p. 388). The main focus when studying gender mainstreaming has been the national level. Especially when it comes to the implementation of gender mainstreaming, most research covers the national level (Mergaert, 2012). Only a few have compared a set of countries (Mergaert, 2012). While most countries have committed to gender mainstreaming since the Beijing Declaration, the degree of implementation of gender mainstreaming across countries varies. “Still cross-national research on gender mainstreaming is in its infancy, and it is hampered by the lack of detailed country-specific studies” (Sainsbury & Bergqvist, 2009, p. 218). Even though gender mainstreaming is seen as theoretically promising, the degree of implementation of gender mainstreaming across nations differs and “there has been little attempt to develop a general theory of mainstreaming which transcends the diversity of state practice in order to provide a universal frame of reference, or set of criteria, by which mainstreaming may be understood and particular mainstreaming initiatives judged” (Beveridge, Nott & Stephen, 2000, p. 388).

1.2 Research aim, case selection and research questions

In line with the scientific gap in the field of gender mainstreaming as indicated above, this sub chapter will describe the research aim of this thesis as well as the case selection and research questions formulated to fulfil this research aim.

1.2.1 Research aim in line with scientific gap

The success and potential of gender mainstreaming remains a topic of debate despite the extensive research that has been carried out during the last few decades. Critics have argued that there are difficulties in the implementation of gender mainstreaming and that this subsequently withholds the

theoretical potential of gender mainstreaming (Sainsbury & Bergqvist, 2009). Furthermore, previous research on the implementation of gender mainstreaming has mostly covered the national level and only a few studies have compared a set of countries while it has been acknowledged that the degree of implementation of gender mainstreaming across countries varies (Mergaert, 2012). It has also been stated that cross-national research on gender mainstreaming is still “in its infancy” (Sainsbury & Bergqvist, 2009, p. 218). Overall, the research gap in gender mainstreaming mainly concerns cross-national studies on the implementation of gender mainstreaming. This thesis aims to address this scientific gap by carrying out a comparative case study on the implementation of gender mainstreaming between the Netherlands and Sweden. The research aim of this thesis is to gain an explanation for the differences in the implementation of gender mainstreaming between the Netherlands and Sweden.

1.2.2 The case: the Netherlands and Sweden

When analyzing gender mainstreaming, “the Swedish experience is of special relevance because Sweden presents us with at most-likely case” (Sainsbury & Bergqvist, 2009, p. 218). This most-likely case entails that positive results regarding the (implementation of) gender mainstreaming would be expected for Sweden. A most-likely case “is crucial in theory invalidation and illuminating limitations” (Sainsbury & Bergqvist, 2009, p. 218). The Swedish case could be seen as auspicious since forms of gender mainstreaming have been carried out since the 1970s even though they were not labeled as gender mainstreaming (Sainsbury & Bergqvist, 2009). Secondly, gender equality policies and measures have been carried out across several areas in Sweden. Thirdly, “the introduction of gender mainstreaming in the 1990s was superimposed on a specific type of gender policy regime that has gender equality as its principal aim” (Sainsbury & Bergqvist, 2009, p. 218) and this was and is the case for Sweden. Fourthly, “a gender equality perspective started to be inserted into policies already in the early 1970s, and eventually gender inequalities undermined the hegemonic position of class inequalities in Swedish politics” (Sainsbury & Bergqvist, 2009, p. 219). Finally, Swedish men are relatively supportive of gender equality. “Opinion polls show that an overwhelming proportion of men support measures to increase gender equality in society” (Sainsbury & Bergqvist, 2009, p. 219). This is of interest since, as mentioned before, male resistance regarding gender mainstreaming has been one of the major critiques regarding the gender mainstreaming theory.

As mentioned before, most developed countries committed to gender mainstreaming during the Beijing Declaration of 1995. “Countries such as Sweden and the Netherlands took the lead in developing specific tools” (Verloo, 2005, p. 12). Before the 1995 Beijing Declaration, the Netherlands were in the 1970s among the first countries “to stress the importance of trying to effect change by fully integrating women and their policy concerns throughout the policy process” (Verloo, p. 2001, p. 4), which would later become known as gender mainstreaming. Based on the Netherlands’ early commitment to gender mainstreaming since the 1970s and its leading role in the development of specific gender mainstreaming tools one would expect the Netherlands to be one of the better performing countries within the EU, along with Sweden. However, the following figure shows there have been developments over time:

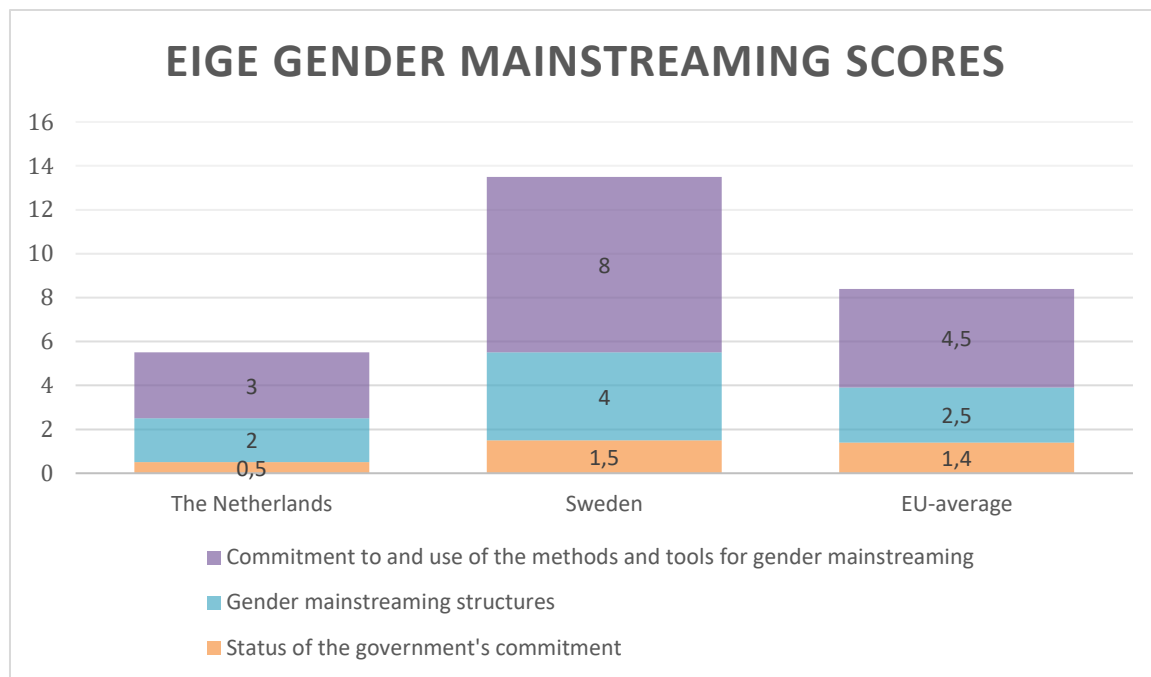


Figure 1: EIGE gender mainstreaming scores (EIGE, 2019c)

Figure 1 shows the EIGE scores for gender mainstreaming for respectively the Netherlands, Sweden and the EU-average. The European Institute for Gender Equality (EIGE) has researched the implementation of gender mainstreaming across EU Member States. The average score of gender mainstreaming implementation of all EU Member States in 2015 was 8.4 (out of 16) (EIGE, 2019a; EIGE, 2019b). Despite initially taking the lead, the total score regarding gender mainstreaming for the Netherlands was far below the EU-average. The total score was merely 5.5 (EIGE, 2019a). By contrast, the total score regarding gender mainstreaming for Sweden was far above the EU average with 13.5 (EIGE, 2019b). Thus, while Sweden is performing above the EU-average as expected, the Netherlands is performing below the EU-average which could be seen as unexpected based on its early commitment and leading role in the past.

1.2.3 Research questions

In line with the research aim, namely to gain an explanation for the differences in the implementation of gender mainstreaming between the Netherlands and Sweden, the main research question has been formulated. The surprisingly large gap between both countries due to the surprisingly poor performance of the Netherlands, also when comparing to the EU-average, is the starting point of this research. The research question formulated in line with this is:

How can the differences in the implementation of gender mainstreaming between the Netherlands and Sweden be explained?

In order to answer this main research question, three sub questions have been formulated which will be explained on the next page.

The first sub question that has been formulated is: *“how is gender mainstreaming being implemented in the Netherlands and Sweden?”* This sub question has been formulated with the aim to create a deeper knowledge of *how* gender mainstreaming is being implemented in both countries. As already described in the previous sub chapter (1.1 Background), gender mainstreaming is seen as a promising yet controversial effort or even as “an essentially contested concept and practice” (Walby, 2005, p. 321; Hafner-Burton & Pollack, 2009). Therefore, gender mainstreaming is a continuous topic of debate in which several tensions have been identified (see 1.1 Background). As will be further explained in the theoretical framework, the concept of gender mainstreaming could be seen as vague and the theoretical diffusion underlying gender mainstreaming leads to various interpretations of how to implement gender mainstreaming (see 2.1 and 2.2). In order to understand how the differences in the implementation of gender mainstreaming between the Netherlands and Sweden could be explained – and thereby answer the main research question – one should thus first create an overview of *how* gender mainstreaming is being implemented in both countries. Furthermore, by creating an overview on how gender mainstreaming is being implemented in each country, the interpretations on gender mainstreaming specifically and gender equality in general in each country may also be illustrated. In the theory section the concept of gender mainstreaming and how gender mainstreaming could be interpreted will be further discussed (see 2.1 and 2.2). Subsequently, the key concepts on how gender mainstreaming could be implemented will be derived from this theory and used as codes in the coding scheme in the methodology section. In the analysis, how both countries implement gender mainstreaming will be described for each particularity that was found.

The second sub question that has been formulated is: *“what is expected to influence the implementation of gender mainstreaming?”* This sub question has been formulated with the aim to derive and subsequently analyze hypotheses from the theory. In other words, based on scientific literature certain features are expected to influence the implementation of gender mainstreaming. By answering this sub question, several hypotheses on what is expected to influence the implementation of gender mainstreaming will be derived from the theory and formulated. After providing an overview of how both countries are implementing gender mainstreaming via sub question 1, sub question 2 provides theoretical hypotheses that may influence how gender mainstreaming is being implemented. In the theoretical framework features that are expected to influence the implementation of policies in general and features that are expected to influence the implementation of gender mainstreaming policies specifically will be further outlined (see 2.3). Based on the features that are expected to influence gender mainstreaming specifically, hypotheses will be formulated. Subsequently, the key concepts on what could influence the implementation of gender mainstreaming will be derived from this general implementation theory and the specific hypotheses and used as codes in the coding scheme in the methodology section. In the analysis, the hypotheses will be used as a starting point and the particularities on the hypotheses will be discussed. Furthermore, it will be discussed to what extent the findings of the content analysis are in line with each expectation as formulated in the hypotheses.

The third sub question that has been formulated is: *“what are the differences in the implementation of gender mainstreaming between the Netherlands and Sweden?”* The aim of this sub question is to create an overview of the differences in the implementation between both countries. To understand why the Netherlands and Sweden differ in the implementation of gender mainstreaming – and thus to answer the main research question – one should first create an overview of what the actual differences are. After creating an overview on how both countries are implementing gender mainstreaming via sub question 1, and to what extent the expected features are influencing how gender mainstreaming

is being implemented via sub question 2, it is a logical step to then identify the differences via sub question 3. In the theory, gender mainstreaming implementation differences will be discussed (2.4). Subsequently, the key concepts on gender mainstreaming implementation differences will be derived from this theory and used as codes in the coding scheme in the methodology section. In the analysis, the implementation of gender mainstreaming will be discussed for each particularity and an overview of the differences will be provided via a table for each particularity.

Overall, by answering the three sub questions an overview on *how* gender mainstreaming is being implemented in the Netherlands and Sweden will be provided (sub question 1), to what extent theoretical features are influencing how gender mainstreaming is being implemented will be analyzed (sub question 2) and the differences in the implementation of gender mainstreaming will be discussed (sub question 3). By answering these three sub questions, the main research question can be answered. A table providing an overview of the structure of the main research question and sub questions can be found below.

Table 1: Overview structure research questions

RQ: How can the differences in the implementation of gender mainstreaming between the Netherlands and Sweden be explained?
1. How is gender mainstreaming being implemented in the Netherlands and Sweden?
<i>Aim: creating an overview of how both countries implement gender mainstreaming</i>
2. What is expected to influence the implementation of gender mainstreaming?
<i>Aim: deriving and analyzing theoretical expectations of what influences how gender mainstreaming is being implemented</i>
3. What are the differences in the implementation of gender mainstreaming between the Netherlands and Sweden?
<i>Aim: create an overview of the differences in the implementation of gender mainstreaming in both countries</i>

1.3 Approach

As described before the research aim of this thesis is to explain the differences in the implementation of gender mainstreaming between the Netherlands and Sweden. Accordingly, the main research question was formulated as follows: “*how can the differences in the implementation of gender mainstreaming between the Netherlands and Sweden be explained?*” In order to answer the main research question three sub questions have been formulated. The three sub questions were formulated as: (1) “how is gender mainstreaming being implemented in the Netherlands and Sweden?”; (2) “what is expected to influence the implementation of gender mainstreaming?”; (3) “what are the differences in the implementation of gender mainstreaming between the Netherlands and Sweden?” The three sub questions will play a central role in the structure of the theory and analysis chapters. In this section, the structure of this thesis will be outlined.

Chapter 2 concerns the theoretical framework. First of all, in section 2.1 the concept gender mainstreaming will be described, including the vagueness of the concept and the theoretical diffusion underlying gender mainstreaming. This is relevant because the vagueness of the concept and the theoretical diffusion are the starting point for different interpretations on how to implement gender mainstreaming (sub question 1) and subsequently differences in the implementation between countries (sub question 2). In section 2.2 the different ways in which gender mainstreaming policies

occur will be outlined and this is relevant to understand how gender mainstreaming is implemented (sub question 1). Gender mainstreaming in practice will be discussed in section 2.3. In this section, features that influence the implementation of policies in general as well as features that influence the implementation of gender mainstreaming policies specifically will be discussed. Based on the specific features that – according to scientific literature – influence gender mainstreaming hypotheses will be formulated and therefore this section addresses sub question 2. Finally, section 2.4 concerns scientific literature on gender mainstreaming implementation differences between countries (addresses sub question 3).

Chapter 3 provides the methodology of this thesis. In section 3.1 the choice for the selected cases, namely the implementation of gender mainstreaming in the Netherlands and Sweden will first be explained as this thesis concerns a comparative case study. In section 3.2 the data collection will be discussed, including the process of data collection, the requirements collected documents needed to fulfil and more detailed information about the selected documents. In section 3.3 the data analysis will be discussed. This section entails the reasoning behind the coding scheme (based on the sub questions), the coding scheme itself, a discussion about content analysis as the method of analysis and a description of the analysis via Atlas.ti.

Chapter 4 concerns the analysis. In this chapter the content analysis will be discussed based on 7-fold particularities. The 7-fold particularities are based on the 7 hypotheses as formulated in the theoretical chapter. For each hypothesis the particularities will be discussed. First of all, how the Netherlands and Sweden are implementing gender mainstreaming in light of this particularity will be discussed. Then the differences between the Netherlands and Sweden regarding the particularity will be discussed and an overview of these differences will be provided in a table. Also, the extent to which the expectations as formulated in the hypothesis are met will be discussed for each particularity.

Chapter 5 is the concluding chapter of this thesis. In this section 5.1 the main research question will be answered based on the analysis and findings of the three sub questions. Furthermore, in section 5.2 the findings of this thesis will be discussed in light of more detailed EIGE scores and the existing scientific literature on the implementation of gender mainstreaming. Section 5.2 also discusses the limitations of this thesis. Finally, section 5.3 provides practical implications based on the findings of this thesis.

The figure on the next page will provide an overview of the structure of the sub questions in this thesis.

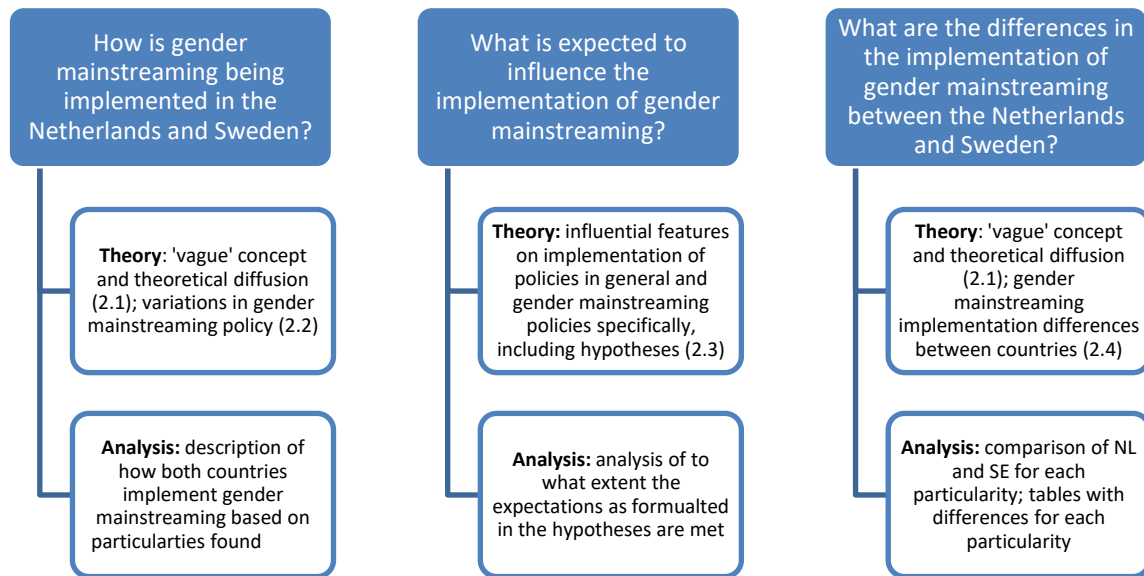


Figure 2: Overview structure sub research questions in thesis

2. Theoretical framework

In this chapter, the theory behind gender mainstreaming will be discussed. First of all, in section 2.1 the concept gender mainstreaming will be described, including the vagueness of the concept and the theoretical diffusion underlying gender mainstreaming. This is relevant because the vagueness of the concept and the theoretical diffusion are the starting point for different interpretations on how to implement gender mainstreaming (sub question 1) and subsequently differences in the implementation between countries (sub question 2). In section 2.2 the different ways in which gender mainstreaming policies occur will be outlined and this is relevant to understand how gender mainstreaming is implemented (sub question 1). Gender mainstreaming in practice will be discussed in section 2.3. In this section, features that influence the implementation of policies in general as well as features that influence the implementation of gender mainstreaming policies specifically will be discussed. Based on the specific features that – according to scientific literature – influence gender mainstreaming hypotheses will be formulated and therefore this section addresses sub question 2. Finally, section 2.4 concerns scientific literature on gender mainstreaming implementation differences between countries (addresses sub question 3).

2.1 The concept of gender mainstreaming

“Demands for greater gender equality have been a pervasive phenomenon in both Member States and EU politics for many years” (Elgström, 2000, p. 457). Despite the passionate and widely lauded ideals of gender equality, gender inequality persists as women and men are still treated unequally in contemporary societies. “Gender inequality refers to the differences in the benefit levels of women and men, which is often affected by gender differentiation” (Sainsbury, 1999, p. 3). Addressing gender inequality has been on the public agenda for many years “taking various forms in different times and places” (Andersson, 2018, p. 455). During the past years, one of the main challenges concerning achieving gender equality turned out to be developing and imposing “policy recommendations for societal change and achieve effective implementation” (Andersson, 2018, p. 455).

Gender mainstreaming has been put forward as a promising strategy to address gender inequality since the 1990s. It is often considered as “a new, modern and innovative way of organizing gender equality work and it has given rise to extensive research and numerous policies” (Andersson, 2018, p. 455). Overall, many scholars, politicians and policy makers considered gender mainstreaming to be promising as it was seen “as an attempt at innovation in gender equality policies, an attempt to overcome the limitations of previous gender equality strategies” (Verloo, 2001, p. 1). Moreover, some considered gender mainstreaming to be not only a promising and transformative, but even a “potentially revolutionary” strategy (Pollack & Hafner-Burton, 2000, p. 432). As mentioned before, the transformative potential of gender mainstreaming is a point of debate. Proponents of gender mainstreaming argue that gender mainstreaming creates a renewed understanding by emphasizing the role of gender in norms and processes which would previously be seen as entirely irrelevant (Sainsbury & Bergqvist, 2009). Consequently, it has been argued that gender-based power structures are also revealed through gender mainstreaming. Furthermore, proponents suggest that gender mainstreaming has a transformative potential as it centralizes women’s issues (Sainsbury & Bergqvist, 2009). Overall, proponents of gender mainstreaming stress its transformative potential, stating that “it has the potential to engender policy-making, that is to transform government and policymaking as to take account of gender equality” (Beveridge, Nott & Stephen, 2000, p. 386).

A critical moment regarding the rise of gender mainstreaming towards a promising strategy to combat gender inequality was the Beijing Declaration of 1995. "Since Beijing 1995, gender mainstreaming has heralded the beginning of a renewed effort to address what is seen as one of the roots of inequality: the genderedness of systems, procedures and organizations" (Verloo, 2005, pp. 11-12). Even before the Beijing Declaration of 1995, gender mainstreaming strategies were practiced to some degree, even though they were not labelled as gender mainstreaming. For example, in the 1970s, the Netherlands were among the first countries "to stress the importance of trying to effect change by fully integrating women and their policy concerns throughout the policy process" (Verloo, 2001, p. 4), which would later become known as gender mainstreaming. However, it is generally acknowledged that the Beijing Declaration of 1995 strongly fostered gender mainstreaming in general and that the political support for gender mainstreaming also substantially improved since then (Verloo, 2001). Since the Beijing Declaration of 1995, "mainstreaming was established as a global strategy for achieving gender equality" (True, 2003, p. 369). Moreover, the 1995 Beijing Declaration "prioritized gender mainstreaming as the main mechanism to achieve gender equality" (Moser & Moser, 2005 p. 11).

The European Union (EU) is considered to be one of the main pioneers in developing gender mainstreaming following the Beijing Declaration of 1995 (Verloo, 2005). "To date, the European Commission (EC) has played, and continues to play, a pivotal role in putting mainstreaming equality onto the political policy agenda of member states and of explaining the process of implementation" (Booth & Bennett, 2002, p. 431). This can be illustrated by the EU's initiative to start "a process of gender mainstreaming within the European Commission itself, by diffusing information to Member States and candidate states at a number of conferences, and through the reorganization of EU-policies so that Member States could hardly avoid engaging in gender mainstreaming" (Verloo, 2005, p. 12). Subsequently, "all of the old Member States and many new Member States of the European Union have started to implement gender mainstreaming" (Verloo, 2005, p. 12).

Gender mainstreaming involves two reference frames, namely gender equality and mainstreaming, and is therefore considered to be "inevitably and essentially a contested process" (Walby, 2005, p. 322). In many debates about gender mainstreaming, "the conceptualization of this dualism between gender equality and the mainstream is central" (Walby, 2005, p. 323). This mix of compromise and contestation can be analyzed in various ways and its outcomes can be evaluated in multiple registers in different theories (Walby, 2005). Also, when evaluating the outcomes of gender mainstreaming, there has been a lot of debate regarding how "success" should be defined. When it comes to gender mainstreaming, "the definition of success is complicated by the possible change in the nature of the goal during the process of negotiation because these are ongoing socially constructions in a changing context of what is perceived as possible" (Walby, 2005, pp. 324-325). In other words, because gender mainstreaming focuses on the process, "the implementation of the policy can be open to varying interpretations with different implications" (Walby, 2005, p. 325).

Also, there have been very mixed experiences with gender mainstreaming which led to considerable debate about whether or not mainstreaming is a strategy worth pursuing (Bacchi & Eveline, 2010). Some scholars even argued that "gender mainstreaming has become a goal in its own right" (Andersson, 2018, p. 458). Negative experiences include budget cuts for specific women's policy units and competition with women-specific interventions. Therefore, an important topic in debates about gender mainstreaming is whether this strategy detracts attention from women's equality issues or not (Bacchi & Eveline, 2010). In Europe, one of the major issues of gender mainstreaming is the relationship of gender mainstreaming with other so-called "complex inequalities", such as ethnicity, class,

disability, faith, sexual orientation and age (Walby, 2005, p. 322). Some have expressed the desire to address gender mainstreaming alongside other inequalities, as the ones mentioned before. This is also being reflected “in current proposals to replace gender mainstreaming with a diversity framework” (Bacchi & Eveline, 2010, p. 318).

2.2 Gender mainstreaming policy

Gender mainstreaming is “inevitably and essentially a contested process” (Walby, 2005, p. 322). The vagueness of the concept gender mainstreaming itself and the theoretical diffusion underlying gender mainstreaming contribute to this and have often been debated in gender mainstreaming studies. Overall, gender mainstreaming has been considered to be a promising strategy or means to achieve gender equality. “Gender mainstreaming can be described as means to make states, organizations or businesses more gender aware, and hence to make gender visible and promote gender equality” (Andersson, 2018, p. 458). More generally described, one could say that gender mainstreaming entails that a gender perspective is included in policymaking with the aim to achieve gender equality (Davids, van Driel & Parren, 2014). An important remark regarding gender mainstreaming is that it should be applied in all levels of policymaking, from policy design to policy implementation to policy evaluation (Davids, van Driel & Parren, 2014). “Gender mainstreaming is envisaged as a strategy that simultaneously affects the policy process itself as well as the outcome of that process (Davids, van Driel & Parren, 2014, p. 399).

Rees (2005), conceptually and historically positioned gender mainstreaming (see Table 1). This positioning was based on the European context of gender equality policies. First of all, in the 1970s, legal challenges took place concerning the treatment of men and women based on the 1957 Treaty of Rome. “This was an individualized rights-based approach to gender equality” (Rees, 2005, p. 557) that focused on a legal approach to achieve gender equality known as equal treatment (Rees, 2005). This approach has been named ‘tinkering’ because it focuses on bringing women’s rights in line with men’s rights. “The starting position is men, and therefore the law is framed in terms of needs as defined by men’s experiences. Equal treatment legislation ‘makes good’ the discrimination faced by women in a legal system designed for men” (Rees, 2005, p. 557).

Secondly, in the 1980s it was recognized that the legal approach to achieve gender equality was too limited in its effects (Rees, 2005). “Concern about the need to increase the contribution that women made to the labor market led to the European Commission’s funding of a series of positive action measures, especially in training, employment and enterprise” (Rees, 2005, p. 558). These measures were focused on meeting women’s specific needs (Rees, 2005). This process has been labeled ‘tailoring’ because the starting point was the focus on women’s needs specifically (Rees, 2005). “This was an approach based on rectifying the effects of past indirect discrimination on a group basis as a result of policies historically being designed to meet the needs of men” (Rees, 2005, p. 558).

Then, in the 1990s, especially after the Beijing Declaration in 1995, gender mainstreaming was publicly promoted as the approach to achieve gender equality. “Gender mainstreaming turns the focus away from individuals and their rights to equal treatment, and from groups and ameliorating their historical disadvantage, to address the ways in which systems and structures infringe those rights and cause that disadvantage in the first place” (Rees, 2005, p. 558). Gender mainstreaming focuses on “embedding gender equality in systems, processes, policies and institutions” (Rees, 2005, p. 558). This approach has been labeled as ‘transforming’ because gender mainstreaming addresses “institutionalized sexism” (Rees, 2005, p. 559). “Theoretically, its roots lie in the politics of difference. Whereas positive

action sees women in opposition to men, gender mainstreaming is more centered on relational difference” (Rees, 2005, p. 559).

Equal treatment – ‘tinkering’	Focuses on individual rights
	Legal remedies
Positive action – ‘tailoring’	Focuses on group advantage
	‘Special’ projects and measures
Mainstreaming – ‘transforming’	Focuses on systems and structures that give rise to group disadvantage
	Integrates gender equality into mainstream systems and structures

Table 2: Historical positioning gender mainstreaming by Rees (2005, p. 557)

Gender mainstreaming moves beyond earlier gender equality policies because it seeks “to transform organizations and create a culture of diversity in which people of a much broader range of characteristics and backgrounds may contribute and flourish” (Rees, 1998, p. 19). Whereas gender mainstreaming could enhance a culture of diversity by tackling gender inequality, this could also be applied to other forms of disadvantage and discrimination, for example based on race, ethnic origin or sexual orientation (Rees, 1998).

Overall, by shifting attention from equality of treatment to equality of impact, mainstreaming appears to overcome many of the difficulties associated with rights-based strategies and positive discrimination, and hence to offer a constructive basis for future action” (Beveridge, Nott & Stephen, 2000, p. 386).

2.3 Gender mainstreaming in practice

Gender mainstreaming as a strategy or means will eventually design policies to actually achieve gender equality. After the initial design of gender mainstreaming policies, they need to be put in practice. In other words, the designed gender mainstreaming policies need to be implemented in the ‘real world’. “Policy implementation is what develops between the establishment of an apparent intention on the part of government to do something, or to stop doing something, and the ultimate impact in the world of action” (O’Toole, 2000, p. 266). When applied to gender mainstreaming, governments may on the one hand want to do something like incorporating a gender perspective in policy evaluation research. On the other hand, governments may want to stop doing something, like “the genderedness of systems, procedures and organizations” (Verloo, 2005, pp. 11-12). All with the aim to eradicate gender inequality. In this sub section gender mainstreaming in practice will be discussed. First, in 2.3.1 obstacles to policy implementation in general will be outlined, followed by critical success factors for policy implementation in general in 2.3.2. Then, in 2.3.3 influential features to policy implementation of gender mainstreaming specifically will be outlined and based on these influential features hypotheses will be formulated.

2.3.1 Obstacles to policy implementation in general

However, when implementing the designed policy in the real world, several obstacles might occur. Previous research found that causes for policies (in general) not being (fully) implemented include that

“the original decision was ambiguous, the policy directive conflicted with other policies, the policy was not seen as a high priority, there were insufficient resources to carry it out, it provoked conflict with other significant players, the target group proved hard to reach, the things that were done did not have the expected impact” (Colebatch, 2009, p. 51). Furthermore, the factor time could also influence the implementation of policy. When circumstances change over time, attention will shift to other problems. Subsequently, the original goals as stated in the designed policy become less important (Colebatch, 2009).

Several of these implementation obstacles mentioned have often been witnessed when it comes to gender mainstreaming implementation. For example, the obstacle that gender mainstreaming conflicts with other policies. As Bacchi & Eveline (2010) described earlier, some argue that gender mainstreaming policies compete with women-specific interventions and subsequently detract attention from these original women-specific interventions. This negatively affects the implementation of the original gender mainstreaming policy because of the discrepancy between the apparent intention (achieving gender equality) and the ultimate impact (detracting attention from original women-specific interventions) in the real world.

Besides policy directives conflicting with existing policies, previous research indicated that policy norms sometimes need to compete with traditional norms leading to a similar implementation problem. Gender mainstreaming policies often entail new norms for the organization as well and “new norms have to fight their way into institutional thinking” (Elgström, 2000, p. 458) and compete with traditional norms (Walby, 2005). In a political context, these norms could be masculine and leading to masculine political structures. “Being included, as a man or woman, in the object we are trying to comprehend, we have embodied the historical structures of the masculine order in the form of unconscious schemes of perception and appreciation” (Bourdieu, 2001, p. 5). Thus, gender mainstreaming often entails new norms for an organization and organizations in general as well as political organizations could often entail norms that are not in line with gender mainstreaming as these are historically masculine and forming unconscious schemes of perception and appreciation of gender mainstreaming initiatives and gender inequality issues in general. In line with existing (political) structures and the importance of values and norms, it has been argued that “disgust is one manifestation of a bourgeois project to distinguish the middle class from its others, a means of self-constitution” (Lawler, 2005, p. 443). This could perhaps also be extended to women, as in male dominated structures women could be distinguished from men as a means of self-constitution. Moreover, Lawler argued that “an entire social and cultural system works to continue the constitution of white working-class people as entirely devoid of value and worth” (2005, p. 443). When extending this to gender equality, if male dominated structures exist in (political) organizations, then this male dominated structure could work in a way to continue the constitution of women as devoid of value and worth or more nuanced as negative values and norms towards implementing gender mainstreaming initiatives focused on changing these existing male dominated structures. This could also refer to male resistance to gender mainstreaming initiatives as explained later on. Furthermore, goals that have already been established “may compete with the prioritization of gender equality even if they are not directly opposed” (Walby, 2005, p. 322).

2.3.2 Success factors for policy implementation in general

According to McLaughlin (1987), there are two broad, critical factors when it comes to policy success, namely local capacity and will. Even though capacity is often a difficult issue in policymaking, it is

something that policy can address (McLaughlin, 1987, p. 172). For example, by providing additional money, offering training and add expertise via external consultants. By contrast, “will, or the attitudes, motivation, and beliefs that underlie an implementer’s response to a policy’s goals and strategies, is less amenable to policy intervention” (McLaughlin, 1987, p. 172). Partially, the will to respond to policy’s goals and strategy may reflect the “implementer’s assessment of the value of a policy or the appropriateness of a strategy” (McLaughlin, 1987, p. 172). Both critical factors may influence gender mainstreaming policy success. Firstly, shortcomings regarding the local capacity for the implementation of gender mainstreaming policies have previously been recognized by the European Commission. “In the words of the Commission there remain barriers and shortcomings, which include [...] lack of finance and resources and lack of expertise in this field” (Booth & Bennett, 2002, p. 443). Secondly, shortcomings regarding will may also be a threat to gender mainstreaming policy success. “The transformation of organizational cultures lies at the very heart of mainstreaming. They will undoubtedly remain a powerful barrier to change” (Booth & Bennett, 2002, p. 443). In other words, gender mainstreaming policies require transformation of organizational cultures which in turn requires will of these organizations to transform and this may be a threat to the success of gender mainstreaming policies.

To effectively implement gender mainstreaming as a strategy, two tasks need to be carried out. First of all, policymakers should identify all necessary elements to implement the strategy in user-friendly terms. For example, by listing the organizational structures, resources and time required to implement the strategy (Booth & Bennett, 2002). Secondly, “analysis is needed to describe the context that can support a mainstreaming strategy which inspires, motivates and fundamentally changes formal and informal systems within organizations” (Booth & Bennett, 2002, p. 431).

2.3.3 Influential features to policy implementation of gender mainstreaming specifically

Besides the common, general obstacles and success factors to successful policy implementation as described in 2.3.1 and 2.3.2, recent scientific literature has also suggested various influential factors regarding the implementation of gender mainstreaming specifically. These factors were identified based on structural comparison of previous gender mainstreaming implementation, usually in the development field. Mehra & Gupta (2006) stated that gender mainstreaming has been endorsed and adopted by various countries in the decade since the Beijing Declaration but that gender mainstreaming nevertheless still has not been fully implemented anywhere. However, attempts to mainstream gender over the past years “elicited important lessons, insights, and some evidence [...] these lessons can now be used to model future success” (Mehra & Gupta, 2006, p. 2). The findings of Mehra & Gupta will be used as a basis for the following overview of influential factors to the implementation of gender mainstreaming and will be supplemented with other scholars’ findings on these influential factors to the implementation of gender mainstreaming.

2.3.3.1 The importance of (organizational) culture

In order to successfully implement gender mainstreaming, previous experiences as well as scientific literature have indicated that organizational culture is an important influential factor. For successful implementation “it is important to influence/change the values and views on gender that prevail within organizations” (Mehra & Gupta, 2006, p. 25). Previous experiences have indicated that these changes can be achieved by ensuring a gender balance within the organization or more specifically within teams, by involving men as partners instead as obstacles to gender mainstreaming, and by creating public recognition of positive gender role models (Mehra & Gupta, 2006). Furthermore, continuous

training and communication seem to be vital to change the values and views on gender within organizations. Moreover, in some previous cases “lack of ongoing training and communication limited the degree to which gender mainstreaming totally entered organizational cultures” (Mehra & Gupta, 2006, p. 24). Other scholars have also noted that a negative organizational culture could be a constraint to successful gender mainstreaming (Moser & Moser, 2005).

Because of the importance of (organizational) culture for successful implementation of gender mainstreaming, Mehra & Gupta provided significant attention for the cultural aspect in their ‘alternate approach’ for successful implementation of gender mainstreaming. According to Mehra & Gupta (2006) this entails that gender mainstreaming should be viewed as a process. “It also means not expecting the process to instantly deliver the bigger institutional changes in norms and values – those needed to change people’s “hearts and minds”” (Mehra & Gupta, 2006, p. 14). Therefore, in the context of a(n) (organizational) culture that is not that open to (the implementation of) gender mainstreaming, one should focus on the possibilities to achieve something in practical terms in that case. When focusing on possibilities to practically change something, “the gradual accretion of such changes over time is much more likely to result in bigger goals of cultural and social change, and empowerment and equality” (Mehra & Gupta, 2006, p. 14). This practical and strategic focus is on the contrary of the general idea that gender mainstreaming entails that a gender perspective is integrated in all policies and programs. However, in case of an adverse (organizational) culture it may be beneficial to change to a practical strategic focus instead of the more ambitious and general focus which perhaps leads to less tangible results and therefore less social and cultural change.

Overall, based on the literature one would expect that culture, especially organizational culture, is an important and influential factor for successful implementation of gender mainstreaming. The (organizational) culture could be improved through amongst others continuous training and communication. Furthermore, based on the literature it is expected that changing the norms and values or “hearts and minds” of people when it comes to gender and gender mainstreaming is a time-consuming process that may require a strategic and practical approach.

Hypothesis 1: The (organizational) cultural context, comprising of values and views on gender equality, will influence the implementation of gender mainstreaming

2.3.3.2 Political context: the importance of political will, political and bureaucratic structures and political opportunities and networks

In line with the theory on critical success factors for the implementation of general policies (see 2.3.2), political will is important for successful implementation of gender mainstreaming as well. The importance of political will and support seems to be closely linked to commitment from leadership. “Leadership should make a public commitment to gender mainstreaming, realign their organizational mission statement accordingly and communicate this effectively to staff” (Mehra & Gupta, 2006, p. 24). By doing so, leaders are not only showing their public commitment, but also create legitimacy for staff to implement gender mainstreaming policies. Successful gender mainstreaming implementation starts with political will and support. “Political will should be reflected in actions to change the organization’s policies, procedures, and systems” (Mehra & Gupta, 2006, p. 24). However, as mentioned before, the roots of inequality lie in “the genderedness of systems, procedures and organizations” (Verloo, 2005, pp. 11-12). Therefore, there might be friction between the political will to take actions to change the policies, procedures and systems of the organization(s) on the one hand,

and the genderedness of the policies, procedures and systems of these organizations on the other hand.

The notion that the roots of gender inequality lies in “the genderedness of systems, procedures and organizations” (Verloo, 2005, pp. 11-12) could be extended to the view of Bourdieu who stated that “we have embodied the historical structures of the masculine order in the form of unconscious schemes of perception and appreciation” (2001, p. 5). In other words, as mentioned before the norms and values towards gender are important for successful implementation of gender mainstreaming. Gender mainstreaming policies often entail new norms for the organization as well and “new norms have to fight their way into institutional thinking” (Elgström, 2000, p. 458) and compete with traditional norms (Walby, 2005). In a political context, these norms could be masculine and leading to masculine political and bureaucratic structures. If this is the case, then this complicates the implementation of gender mainstreaming as this entails changing the actual systems, procedures and organizations. If these systems, procedures and organizations are indeed gendered and/or if historical structures of masculine order lead to the (un)conscious schemes of perception and appreciation of gender equality norms and values, then these constraints the implementation of gender mainstreaming. Moreover, even with support and commitment from politics or political successful implementation of gender mainstreaming will still be constrained heavily. However, in case of gendered systems, procedures and organizations and historically masculine orders which shape the norms and values within an organization, this may often be reflected in the political will as well. In the Netherlands, negative experiences with the implementation of gender mainstreaming in the past have been attributed for a large part to the weak political and bureaucratic support (Verloo, 2001).

Within the political context, the concept of political opportunities could also explain the degree of gender mainstreaming implementation. The concept of political opportunities refers to “the openness of the political and administrative arena to actors seeking change, to the existence of allies within the political and bureaucratic system, and to the absence of major political cleavages” (Verloo, 2001, pp. 12-13). Elaborating on the concept of political opportunities it has been stated that “a new strategy such as gender mainstreaming will only have a chance when certain political opportunities are present [...] the better the opportunities, the easier its introduction, acceptance and implementation will be” (Verloo, 2001, p. 13). Thus, gender mainstreaming needs to be implemented in an open political and administrative arena comprising of actors that are seeking change to be successful. Furthermore, for successful implementation there need to be allies within the political and bureaucratic system (thus amongst others political will and not too masculine/gendered political and bureaucratic structures) and there should not be too large political differences. In extension to the political opportunities concept, the concept of mobilizing networks “refers to the groups and networks that already exist, and that can be a starting point for the formation of other groups, or that can put pressure on the system” (Verloo, 2001, p. 13). When it comes to the implementation of gender mainstreaming, especially the role of networks as pressure groups has been accentuated (Verloo, 2001).

Overall, as the implementation of policies is always a political process, it is expected that the political context will have a large influence on the implementation of gender mainstreaming. First of all, because political will is important to create commitment for the organization and legitimacy for staff to pursue gender mainstreaming. Second, this political will to implement gender mainstreaming should be reflected in actions focusing on changing the policies, procedures and systems of organizations. However, it has been stated that the roots for inequality lies in the genderedness of these policies, procedures and systems which leads to friction and may constrain the successful

implementation of gender mainstreaming. Third, it is expected that political opportunities and available networks as pressure groups within the political context could foster the implementation of gender mainstreaming.

Hypothesis 2: The political context, comprising of political will, structures, opportunities and networks, will influence the implementation of gender mainstreaming

2.3.3.3 The relevance of relevance

Previous research has shown that in any case, gender mainstreaming works best when its relevance is clear (Mehra & Gupta, 2006). For successful implementation, the gender mainstreaming policies need to be relevant. Moreover, they need to be seen as relevant by the staff responsible for implementing gender mainstreaming policies. The relevance of gender mainstreaming policies as viewed by staff could be enhanced via research and analysis (Mehra & Gupta, 2006). Via research and analysis, the position of men and women could be clarified and this could lead to increased awareness and prioritization of gender mainstreaming policies. To achieve greater gender equality, “a sense of urgency” for implementing gender mainstreaming is needed (Mehra & Gupta, 2006, p. 17). Besides making gender mainstreaming relevant in the overall organization, it is also important to appoint specific staff for the implementation of gender mainstreaming. “Evidence from experience shows that most staff do not assume, let alone fulfill, gender mainstreaming responsibilities” (Mehra & Gupta, 2006, p. 5). The general lack of commitment of staff to gender mainstreaming policies is due to amongst others the lack of relevance, lack of appointing specific staff, and lack of knowledge or capacity (see 2.3.3.5). Staff occupied with the implementation of gender mainstreaming should be convinced of the necessity and relevance of the implementation of gender mainstreaming policies. To increase the relevance of gender mainstreaming, gender mainstreaming should be clearly articulated in policy plans as these documents are the starting point for policy design and implementation (Mehra & Gupta, 2006).

Overall, it is expected that successful implementation of gender mainstreaming entails that gender mainstreaming is seen as relevant, not only by leadership but also by staff. Furthermore, gender mainstreaming should be made relevant by appointment of specific staff that is occupied with the responsibility to implement gender mainstreaming policies. Also, gender mainstreaming should be clearly stated in official documents as these form the starting point for successful policy design and implementation.

Hypothesis 3: Gender mainstreaming should be seen as relevant by leadership and staff for successful implementation

2.3.3.4 Leadership for commitment and resources

Previous experiences and literature have shown that leadership from the top is invaluable and perhaps even a necessity for successful implementation of gender mainstreaming. Moreover, “leadership may be needed from other levels as well and would have to be determined contextually for each project” (Mehra & Gupta, 2006, p. 16). While implementing certain gender mainstreaming policies may depend on the context, in the past leadership has been critical for success in virtually each case (Mehra &

Gupta, 2006). When leadership commits to gender mainstreaming, they may create legitimacy for the organization to implement gender mainstreaming and allocate resources to do so. Leadership needs “to have will and commitment, it has to be open to innovation and, importantly, willing to allocate resources and to expect results” (Mehra & Gupta, 2006, p. 16). In previous cases, leadership and good management have proven to be critical to successful implementation of gender mainstreaming as it could overcome challenges and resistance during the implementation of gender mainstreaming (Mehra & Gupta, 2006). From an organizational viewpoint, leadership is necessary to start the actual implementation or in other words: “leadership from the top proved necessary to get the ball rolling” (Mehra & Gupta, 2006, p. 11). Subsequently, once gender mainstreaming has been implemented, leadership is required “to keep the ball in motion” (Mehra & Gupta, 2006, p. 11). While leadership should at first openly express their commitment to gender mainstreaming, demonstrating their commitment by allocating resources turned out to be an even more important leadership indicator for successful implementation of gender mainstreaming.

Overall, based on previous literature and experiences regarding the implementation of gender mainstreaming, it is expected that the open expression for top management to gender mainstreaming is important, but that showing their commitment by allocating resources is even more important. Furthermore, it is expected that leadership from other levels is expected as well.

Hypothesis 4: Commitment from top management (by openly expressing support) and middle management (by allocating the necessary resources) is vital for successful implementation of gender mainstreaming

2.3.3.5 Technical resources

In order to carry out gender mainstreaming policies, resources are needed. When it comes to technical resources required for the implementation of gender mainstreaming, previous literature has primarily focused on the need for expertise. In previous cases, the availability of expertise has been noticed as a contributing factor for the implementation of gender mainstreaming. Once an organization has committed to gender mainstreaming and designed gender mainstreaming policies, gender expertise is essential “to provide hands-on “technical assistance” on the “how to” of mainstreaming to project staff” (Mehra & Gupta, 2006, p. 15). Technical gender expertise could be enhanced by hiring gender coordinators or gender specialists. Furthermore, training and gender analysis tools could contribute to the technical capacity of organizational and project staff as well (Mehra & Gupta, 2006). Gender specialists could also increase the organizational culture and commitment from staff for gender mainstreaming policies by demonstrating the costs and added value of investing in gender via research (Mehra & Gupta, 2006).

Besides the strong focus on expertise as a necessary resource for successful implementation of gender mainstreaming, financial resources are also acknowledged as being critical for successful implementation. First of all, “financing is needed to ensure that resources are available to fund activities and components deemed vital for the success of gender mainstreaming” (Mehra & Gupta, 2006, p. 15). Furthermore, in order to hire gender specialists and experts or to organize trainings to increase the technical capacity of staff, financial resources are also required in the first place.

Overall, based on the literature and previous experience one would expect that resources are required for successful implementation of gender mainstreaming. Moreover, the focus within the resources required is expected to be on the availability of expertise while financial resources are also important for successful implementation.

Hypothesis 5: The availability of resources, especially expertise and financial resources influences the implementation of gender mainstreaming

2.3.3.6 Training

As mentioned before, training can be an important mechanism to create an organizational culture that is more open to gender mainstreaming (see 2.3.3.1), to make gender mainstreaming more relevant to leadership and staff (see 2.3.3.3) and to enhance the technical resources of the organization that aims to implement gender mainstreaming (see 2.3.3.5). Despite the possible contribution of training to the organizational culture, relevance and technical expertise within an organization, experiences with training in the context of gender mainstreaming have been unsatisfactory (Mehra & Gupta, 2006). Often, staff is pushed to quickly attend training. In some cases, organizations have heavily invested (time and resources) in various types of gender mainstreaming. However, “by and large, the response to a decade of training has been dissatisfaction reflected in negative attitudes towards gender issues and continuing lack of understanding about basic concepts” (Mehra & Gupta, 2006, p. 6). These negative attitudes towards the training are substantiated by various arguments. “Gender training, like gender policy formulation, is often not adapted to local realities” (Moser & Moser, 2005, p. 7). For example, some participants claim that they do not see the relevance of the training. “Curiously, the dissatisfaction ends up being identified as a “need” for more and better training at all levels” (Mehra & Gupta, 2006, p. 6). Thus, there is a discrepancy between the potential of training to contribute to the organizational culture, relevance and technical expertise and thereby contribute to successful implementation of gender mainstreaming as described in the literature on the one hand and the dissatisfaction and negative results of training in practice on the other hand.

Overall, one would expect that even though the organization and attendance of training may contribute greatly to the implementation of gender mainstreaming in theory, this is not the case in practice. In practice, even when heavily invested in the organization of trainings with time and resources, the experiences of trainings seem to be dissatisfactory according to the staff. Therefore, it is expected that in practice training may not lead to more successful implementation of gender mainstreaming despite the theoretical promise.

Hypothesis 6: Training will not lead to more successful implementation of gender mainstreaming in practice, despite its theoretical promise

2.3.3.7 Accountability, monitoring and evaluation

During and after the implementation of gender mainstreaming, accountability, monitoring and evaluation are important for sustainable and successful implementation. First of all, accountability is vital for actual implementation because this enables one to determine whether or not gender mainstreaming has actually happened (Mehra & Gupta, 2006). “It is only by examining outcomes and results and assessing them relative to expectations and/or baseline conditions that it will be possible to determine the extent to which gender and development goals have been met” (Mehra & Gupta,

2006, p. 15). In the past, weak accountability has turned out to be one of the limiting factors for successful implementation of gender mainstreaming (Mehra & Gupta, 2006).

Instead, in the past careful monitoring of gender mainstreaming activities has turned out to positively contribute to the implementation of gender mainstreaming. In order to be able to carefully monitor gender mainstreaming activities consistent monitoring of indicators is needed. This enables leadership to assess the progress of gender mainstreaming implementation. “Monitoring is important for ensuring mainstreaming and project implementation is on track and for “trouble-shooting” and, if it is not, offering solutions for mid-course corrections” (Mehra & Gupta, 2006, p. 15). Overall, monitoring is vital to a ‘new’ approach which could lead to resistance such as gender mainstreaming because it assesses whether gender mainstreaming is actually implemented and if not gives leadership the opportunity to intervene.

Finally, it has been noted that the adoption of evaluation methods has been among the key factors for successful gender mainstreaming. Evaluation methods are required to “keep on track and determine results and impact” (Mehra & Gupta, 2006, p. 12). Furthermore, the global developments illustrate the importance of evaluation for the implementation of gender mainstreaming. Reviews and evaluations have shown an enormous gap between the policy commitments to gender mainstreaming made in Beijing and the actual implementation of these policy commitments (Mehra & Gupta, 2006; Moser & Moser, 2005). Moreover, gender mainstreaming implementation has been named “embryonic” in evaluations despite the initial policy commitments made in Beijing in 1995 (Mehra & Gupta, 2006).

Overall, based on previous literature and experiences it is expected that accountability mechanisms, monitoring and evaluation are important indicators for successful implementation of gender mainstreaming. Especially when there is low political and cultural support within an organization, it appears to be vital to keep an eye on the developments regarding the implementation process to see if gender mainstreaming is actually implemented well and if not to intervene, to assess the progress and to evaluate the results and impact (and thus eventual successfulness) of the implementation of gender mainstreaming.

Hypothesis 7: Accountability mechanisms, monitoring and evaluation are important indicators for successful implementation of gender mainstreaming

2.4 Gender mainstreaming implementation differences between countries

Even though almost all European Member States have adopted gender mainstreaming policies following the 1995 Beijing Declaration and the subsequent EU initiatives (Verloo, 2005), there is great variation regarding the implementation of gender mainstreaming policies.

Previous research has suggested that this may partially due to the “vagueness of the concept” (Andersson, 2018, p. 458). Because gender mainstreaming concerns two reference frames, namely gender equality and mainstreaming, gender mainstreaming “has remained a ‘fuzzy’ concept, which in turn led to many different styles and forms of practical implementation in European Member States” (Booth & Bennett, 2002, p. 430). As noticed by Booth & Bennett, especially in the implementation of gender mainstreaming policies the variation becomes visible “The spread of gender mainstreaming as a policy idea has resulted in great variation of execution in practice” (Andersson, 2018, p.458).

Rees (2005) assumes that in European Member States there is “widespread endorsement” (Rees, 2005, p. 556). She notices, however, that “there remains considerable confusion as to what ‘gender

mainstreaming’ means, especially among those responsible for implementing it” (Rees, 2005, p. 556). Booth & Bennett stated that “the translation of mainstreaming gender equality across the EU will obviously depend on each Member State’s gender contract. This poses the problem of states implementing a gender mainstreaming strategy at different rates” (2002, p. 443).

Overall, gender mainstreaming policy implementation variation across countries also depends on the degree of implementation obstacles. As mentioned before, capacity and will are important determinants for policy success. The overall will to implement gender mainstreaming policies will probably differ across countries influenced by political, social, cultural, historical contexts. Furthermore, the willingness of governments to spend resources/capacity on the implementation of gender mainstreaming is also expected to differ between countries. The differences in the implementation of gender mainstreaming could thus be viewed from a political context, cultural context, social context and historical context.

This chapter has provided a theoretical foundation for this thesis by providing an overview of the current scientific discussion on the implementation of gender mainstreaming. Gender inequality has been on the public agenda for years but is problematized differently across countries and over time. The Beijing Declaration of 1995 has put forward gender mainstreaming as a global strategy to reduce gender inequality. Even before the Beijing Declaration of 1995 some countries, including the Netherlands and Sweden, were already implementing gender mainstreaming policies. Gender mainstreaming is however perceived differently and there have been different experiences with gender mainstreaming. In practice, difficulties in implementing gender mainstreaming lie in its new norms which have to fight their way into institutional thinking. This could for example entail masculine norms and political structures. Success factors for policy implementation were identified as political will and local capacity. Obstacles to policy implementation were identified as ambiguity, conflicts with existing policies, lack of priority, insufficient resources, male resistance, hard to reach target group and lack of effectiveness. Scientific literature and previous experiences have led to the following list of apparent influential features regarding the implementation of gender mainstreaming specifically: organizational culture, political context (political will, political and bureaucratic structures, political opportunities and networks), relevance, leadership, technical resources, training and accountability, monitoring and evaluation. Based on these influential features, seven hypotheses have been formulated which are summarized in the table below. Finally, based on previous literature it is expected that the implementation of gender mainstreaming differs across countries.

Table 3: Overview hypotheses

Hypothesis 1: The (organizational) cultural context, comprising of values and views on gender equality, will influence the implementation of gender mainstreaming
Hypothesis 2: The political context, comprising of political will, structures, opportunities and networks, will influence the implementation of gender mainstreaming
Hypothesis 3: Gender mainstreaming should be seen as relevant by leadership and staff for successful implementation
Hypothesis 4: Commitment from top management (by openly expressing support) and middle management (by allocating the necessary resources) is vital for successful implementation of gender mainstreaming
Hypothesis 5: The availability of resources, especially expertise and financial resources influences the implementation of gender mainstreaming

Hypothesis 6: Training will not lead to more successful implementation of gender mainstreaming in practice, despite its theoretical promise

Hypothesis 7: Accountability mechanisms, monitoring and evaluation are important indicators for successful implementation of gender mainstreaming

3. Methodology

Chapter 3 provides the methodology of this thesis. In section 3.1 the choice for the selected cases, namely the implementation of gender mainstreaming in the Netherlands and Sweden will first be explained as this thesis concerns a comparative case study. In section 3.2 the data collection will be discussed, including the process of data collection, the requirements collected documents needed to fulfil and more detailed information about the selected documents. In section 3.3 the data analysis will be discussed. This section entails the reasoning behind the coding scheme (based on the sub questions), the coding scheme itself, a discussion about content analysis as the method of analysis and a description of the analysis via Atlas.ti.

3.1 Case selection

The case selected in this thesis is the implementation of gender mainstreaming policies in the Netherlands and Sweden. In order to answer the main research question, “*how can the differences in the implementation of gender mainstreaming between the Netherlands and Sweden be explained?*”, the implementation of gender mainstreaming policies in both the Netherlands and Sweden will first be analyzed and will subsequently be compared. This section will outline why the Netherlands and Sweden were selected to be analyzed and compared. Furthermore, this section will specify and justify which topics within the implementation of gender mainstreaming policies will receive extra attention besides the implementation of the policies in general.

The choice to analyze and compare the implementation of gender mainstreaming policies in the Netherlands and Sweden can be substantiated with several arguments. First of all, both the Netherlands and Sweden have a relatively long history regarding implementing gender mainstreaming policies. Even before gender mainstreaming was widely adopted by the international community following the Beijing Declaration of 1995, both countries had already explored and implemented gender mainstreaming policies. For example, in the 1970s, the Netherlands were among the first countries “to stress the importance of trying to effect change by fully integrating women and their policy concerns throughout the policy process” (Verloo, 2001, p. 4). Even though this was not yet labeled as gender mainstreaming back then, based on the attempt to integrate a gender perspective throughout the policy process it would be labeled as gender mainstreaming nowadays. Furthermore, Verloo (1999, p. 7) adds “within Europe, it seems that the countries that already had a long history of gender equality policies, or history of attempts at integrating a gender perspective in their regular policies before the Beijing conference, such as the Netherlands, Sweden and Norway had a head start” (Verloo, 1999, p. 7). Secondly, the EU is generally acknowledged as being one of the main proponents of gender mainstreaming. “To date, the European Commission (EC) has played, and continues to play, a pivotal role in putting mainstreaming equality onto the political policy agenda of member states and of explaining the process of implementation” (Booth & Bennett, 2002, p. 431). Therefore, it would be interesting to further analyze the implementation of gender mainstreaming of two EU Member States, such as the Netherlands and Sweden. Thirdly, the European Institute for Gender Equality (EIGE) monitored the implementation of gender mainstreaming policies in EU Member States. In 2012, EIGE scored the implementation of gender mainstreaming for each Member State on a scale from 1 to 16. The score was dependent on various gender mainstreaming aspects, namely commitment from the government, gender mainstreaming structures and commitment and use of tools and methods for gender mainstreaming (EIGE, 2019a, EIGE, 2019b). In 2012, the EU-average score was 8.4 (EIGE 2019a, EIGE 2019, b). The Netherlands scored a 5.5 in 2012, far below the EU-average. By contrast, with a

score of 13.5 Sweden scored far above the EU-average score. Overall, from a historical perspective one would expect that both the Netherlands and Sweden would score far above the EU-average score regarding the implementation of gender mainstreaming policies. Since the Beijing Declaration of 1995, the EU has fostered the implementation gender mainstreaming in its Member States. The Netherlands and Sweden were already ahead of this by attempting gender mainstreaming policies since the 1970s and having a long history of gender equality policies compared to many other EU Member States (Verloo, 1999). The EIGE results of 2012 show that Sweden scores, as expected, far above the EU average (EIGE, 2019b). However, the Netherlands, surprisingly, score far below the EU-average (EIGE, 2019a). With a score of 5.5 out of 16, the Netherlands score lower than countries as Romania (6) and Bulgaria (6.5) (EIGE, 2019c). This raises the question how these differences could be explained. Based on the expectations and the outcomes in reality, it would be interesting to examine how two countries with similar experiences with gender mainstreaming in the past, and thus similar expectations when it comes to the implementation of gender mainstreaming, could differ so much in implementing gender mainstreaming policies over time. A comparative case study of two EU Member States with similar expectations but different outcomes would therefore be suitable for this study.

When studying the implementation of gender mainstreaming policies in both countries, the overall, general implementation will be analyzed. Besides this, a few aspects within the implementation of gender mainstreaming policies require extra attention based on previous research which proposed that these aspects could possibly be relevant when explaining the differences of the implementation across countries. Firstly, the perspective towards gender mainstreaming should be taken into account. As mentioned before, gender mainstreaming is inherently a fuzzy concept. The concept is interpreted in many different ways by different actors and therefore it is expected that the implementation of gender mainstreaming would differ across countries. Furthermore, the goal of gender mainstreaming: gender equality, influences the perspective of gender mainstreaming as well. "The tight connection of gender mainstreaming with gender equality does not mean however that gender mainstreaming comes with a clear definition of what gender equality is, or should be" (Verloo, 1999, p. 7). There are many different perspectives on gender equality as well, and countries tend to develop gender mainstreaming policies within the boundaries of their own perspective and definition of gender equality (Verloo, 1999). Therefore, the perspective of gender mainstreaming and gender equality should be taken into account. The perspective of gender mainstreaming and gender equality could also be illustrated with good practices of the involved countries. Secondly, previous research has suggested that there are two main success factors when it comes to implementing gender mainstreaming. This is relevant, because the extent to which these success factors are available (or the extent to which there is a lack of these success factors) influence the eventual successfulness of the implementation of gender mainstreaming policies. The two main success factors were identified as (political) will and local capacity (McLaughlin, 1987). Thus, success factors in general, and (political) will and local capacity specifically, will be included in the analysis as well. Thirdly, previous research has also indicated possible obstacles when it comes to implementing policies. These obstacles include ambiguity during decision-making, gender mainstreaming policies conflicting with other (existing) policies, lack of priority for gender mainstreaming policies, insufficient resources, provoked conflict with other actors, hard to reach target groups and lack of effectiveness (Colebatch, 2009). These possible obstacles to implementing policies based on previous research, could also influence the implementation of gender mainstreaming policies and should therefore be taken into account. Furthermore, it is added by Verloo (2001, p. 7) that in the past, negative experiences in the Netherlands

with gender mainstreaming can be attributed for a large part to the conceptual confusion about the strategy, to a weak political and bureaucratic support, and to the lack of concrete tools and instruments to implement the strategy”.

3.2 Data collection method

The data of this thesis consists of documents. Documents regarding the implementation of gender mainstreaming in the Netherlands and Sweden will be collected and subsequently analyzed. This section will provide an overview of the documents selected and an explanation of the procedure when collecting the documents, including the requirements that documents needed to fulfil in order to be selected.

Appendix 1 provides an overview of the documents that were selected for analysis in this thesis. In order to collect these documents, a wide range of governmental websites were browsed. Furthermore, reports from independent research agencies were reviewed as well as letters to parliament. Whether or not the documents were selected was dependent on several selection requirements. First of all, the documents should be relevant. This entails that the documents should assess (1) the implementation of gender mainstreaming policy/policies and (2) the Netherlands and/or Sweden. If one of the two relevance criteria are not met, the document would not be included since it would not be of added value to eventually answer the research question. Secondly, the documents should be accessible. This entails that the documents should be accessible in practice (thus openly available via internet), and written in either English or Dutch. Some documents regarding the implementation of gender mainstreaming in Sweden were written in Swedish. These were however not included in the selected documents because my Swedish is not sufficient enough and therefore these documents were not accessible. Despite this potential shortcoming, many documents from the Swedish government or concerning implementation of Swedish gender mainstreaming policies were available in English as well. Perhaps as a way to show the ‘good practices’ to other EU Member States, since Sweden is considered to be ahead when it comes to gender equality in general. Thirdly, the documents should originate from a reputable source. This entails that the source should be reliable and that the document should be of a certain quality to be included. Fourthly, the documents should cover a certain time frame (approximately 1995 – present). By including documents about the implementation of gender mainstreaming in this time frame, the development of the implementation of gender mainstreaming policies in both countries could be traced. Finally, efforts were made to collect approximately the same number of documents for both the Netherlands and Sweden so that none of the countries would be overrepresented or underrepresented in this research.

As one could derive from Appendix 1, 19 documents were selected for analysis. In total, these documents comprise of 619 pages. 9 documents focus on Sweden (197 pages), 9 documents focus on the Netherlands (386 pages). Furthermore, 1 general document consisting of 36 pages was included. The general document was included because it assesses a conference in an EU context. Furthermore, it entails preconditions for gender mainstreaming and so on based on experiences of EU Member States and could therefore be of relevance to this study as well (to compare to what extent this is the case in either Sweden or the Netherlands). The type of document was categorized in one of the following categories: manual, governmental letter, report or factsheet.

3.3 Data analysis method

This section will provide and explain the coding scheme used in the analysis and will subsequently describe content analysis and how this will be executed via Atlas.ti.

In chapter 1, the main research question was formulated. Subsequently, three sub research questions were formulated to answer the main research question. These three sub research questions (SRQ) were used as a starting point for the coding scheme, to maintain structure and focus during the analysis.

The first sub question formulated is: *“how is gender mainstreaming being implemented in the Netherlands and Sweden?”* The goal of this sub question is to create an overview of how gender mainstreaming is being implemented in both countries. Previous research has indicated that the way in which countries implement gender mainstreaming strongly depends on the perspective of this country. The perspective towards both gender mainstreaming and gender equality strongly differs across countries and all countries are creating policies within the boundaries of their perspective. As mentioned before, gender mainstreaming is a ‘fuzzy’ concept, open for many interpretations and thus implemented in many different ways. Gender mainstreaming is a mechanism to achieve gender equality. However, this does not mean that gender mainstreaming describes what gender equality should or should not be (Verloo, 1999). As described in the theoretical chapter, there has been criticism regarding gender mainstreaming. While scholars in favor of gender mainstreaming stressed its transformative potential, opponents of gender mainstreaming doubted the ability of gender mainstreaming to be transformative. Therefore, this will also be taken into account. The general idea of gender mainstreaming is to integrate a gender perspective throughout the whole policy process of all policies. The extent to which this is realized could differ and therefore the width and depth of the implementation of gender mainstreaming policies will also be included. Finally, good practices will be studied to get an overview of typical characteristics of successful implementation of gender mainstreaming in each country.

The second sub question formulated is: *“what is expected to influence the implementation of gender mainstreaming?”* As outlined in the theoretical section 2.3 ‘gender mainstreaming in practice’ there are several ways in which the implementation of gender mainstreaming policies could be influenced. First of all, the theoretical section 2.3.1 provided an overview of obstacles to policy implementation in general. Obstacles to implementing policy in general have been named by Colebatch, and are mentioned under ‘obstacles’ in the coding scheme. Even though these obstacles are obstacles to the implementation of gender mainstreaming in general, these could perhaps more or less also be applied to gender mainstreaming policies. Therefore, all obstacles listed by Colebatch were included, to analyze to what extent these general obstacles to implementation could be applied to implementation of specific gender mainstreaming policies as well. Secondly, in the theoretical section 2.3.2 critical success factors to policy implementation in general were listed. Success factors are mentioned under ‘success factors’ in the coding scheme. Previous research has indicated that there are generally two success factors in implementing gender mainstreaming, namely: (political) will and local capacity (McLaughlin, 1987). Based on the political will of a country, regional or local government, the implementation of gender mainstreaming could be fostered or opposed. Furthermore, local capacity to actually implement the gender mainstreaming policies is vital for the eventual success of the policy. Local capacity entails (financial) resources but also for example expertise. Besides influential features to the implementation of policy in general, the theory chapter has also extensively discussed influential

features to the implementation of gender mainstreaming policy specifically according to the theory in section 2.3.3. Based on the influential features according to the theory, seven hypotheses were formulated. These hypotheses addressed the organizational culture, political, context, relevance, leadership, technical resources, training and accountability, monitoring & evaluation. In order to address the hypotheses in the analysis, these influential features play a central role. They have been listed under 'gender mainstreaming implementation hypotheses' in the coding scheme.

The third sub question formulated is: *"what are the differences in the implementation of gender mainstreaming between the Netherlands and Sweden?"* When the first two sub questions are answered, the third sub question seems to be a logical follow-up on the answers of the previous sub questions, namely (1) how gender mainstreaming policies are perceived in the Netherlands and Sweden and (2) the differences regarding the influence of features influencing how gender mainstreaming is being implemented in the Netherlands and Sweden. After identifying how gender mainstreaming is being (perceived and) implemented in both countries via sub question 1, and identifying how influential features have had an influence on how gender mainstreaming has been implemented via sub question 2, the third sub question will address the *differences* in the implementation of gender mainstreaming between both countries. As outlined in theoretical section 2.4 gender mainstreaming implementation differences are expected between countries and they usually address differences from a political, social, cultural or historical context. The key concepts concerning the differences in the implementation of gender mainstreaming between the Netherlands and Sweden have been listed in the coding scheme under the corresponding third sub question.

Figure 3: Coding scheme

SRQ1: "How is gender mainstreaming being implemented in the Netherlands and Sweden?"

- Perspective
- Transformative potential
- Width/depth of implementation
- Good practices

SRQ2: "What is expected to influence the implementation of gender mainstreaming?"

- **Policy implementation success factors**
 - (Political) will
 - Local capacity (financial resources; expertise; capacity; employees)
- **Policy implementation obstacles**
 - Ambiguity
 - Conflicting existing policies
 - Lack of priority
 - Insufficient resources
 - Male resistance/conflict other actors
 - Hard to reach target group
 - Lack of effectiveness
- **Gender mainstreaming implementation hypotheses**
 - (Organizational) culture (norms, values)
 - Political context (political will; political commitment, political structures, masculine structures, political opportunities, networks)
 - Relevance (prioritization)
 - Leadership (top management, middle management, commitment leadership; relevance leadership)
 - Technical resources (expertise; financial resources)
 - Training
 - Accountability, monitoring, evaluation

SRQ3: "What are the differences in the implementation of gender mainstreaming between the Netherlands and Sweden?"

- **Culture** (organizational culture; position of men/women, values, attitudes)
- **Politics** (representation of women politics; commitment, male structures, status quo; networks; organizations)
- **Economic** (resources available; finances; accountability, expertise)
- **History** (gender equality development; historical structures)

The method of analysis to analyze the documents selected (section 3.2) using the coding scheme listed above, is content analysis. Content analysis is widely used in qualitative research (Hsieh & Shannon, 2005). Content analysis enables qualitative researchers to analyze text data. The goal of content analysis is “to provide knowledge and understanding of the phenomenon under study” (Downe-Wamboldt, 1992, p. 314). The phenomenon under study in this thesis is the implementation of gender mainstreaming in the Netherlands and Sweden. The data used in this study are documents: text data. Therefore, content analysis suits this study, as it enables the researcher to analyze the documents collected in order to gain knowledge and understanding about the implementation of gender mainstreaming policies in the Netherlands and Sweden. Content analysis can study both explicit communication and inferred communication (Hsieh & Shannon, 2005). “Research using qualitative content analysis focuses on the characteristics of language as communication with attention to the content or contextual meaning of the text” (Hsieh & Shannon, 2005, p. 1278). When studying the implementation of gender mainstreaming policies, it is expected that the positive developments will be explicitly mentioned. This might however not always be the case when it comes to negative experiences or problems with implementing gender mainstreaming policies. Therefore, the fact that content analysis also enables inferred communication to be analyzed is an advantage to this study.

In order to execute a content analysis using the code scheme (see Figure 1) and documents analyzed (see Appendix 1), the software program Atlas.ti will be used. Atlas.ti is a qualitative data analysis software program that is often used in qualitative academic research, especially in social sciences (Hwang, 2008). An important advantage of using qualitative data analysis software, such as Atlas.ti, is that the analysis processes “can be more transparent and replicable, which is meaningful in social science disciplines, particularly public administration research” because of the increasing number of case studies (Hwang, 2008, p. 521). Thus, using qualitative data analysis software enhances the validity/reliability of this research because the research process becomes more transparent and replicable. In other words, using Atlas.ti can make the research more credible (Hwang, 2008). Furthermore, another advantage of using Atlas.ti as a tool for analysis is that “it can be time saving and more effective in terms of project management” (Hwang, 2008, p. 521).

The selected documents for this research will first be uploaded in Atlas.ti. Subsequently, the coding scheme will be entered. The code groups (perspective, transformative potential and so on) will be entered and subsequently codes/labels belonging to these code groups based on theory will be added to each code group. The codes added in each code group are usually important concepts, terms, characteristics or descriptions of the code group. During the coding process, codes can be added to the code group if it appears that these codes are often (explicitly or implicitly) mentioned in the selected documents and if they have a clear connection to the code group. Atlas.ti enables to create an overview of the amount of codes used, to see which codes were frequently mentioned and which codes were not frequently mentioned or perhaps not at all. Furthermore, it is important to keep the context of the codes in mind. Finally, the co-occurrence explorer enables the researcher to create an overview of the connections between codes. If a part of a document, or a piece of text, is coded by more than one code, then the code-occurrence explorer enables to make this visible in the end. Thereby, the relationship between several codes can be further explored.

This chapter explained the methodology used in this thesis. First of all, in the case selection it the choice to compare the implementation of gender mainstreaming policies in the Netherlands and Sweden was justified based on historical reasons, EU Member States and the EIGE results regarding

gender mainstreaming in 2015. Subsequently, the case selection section shortly mentioned which topics would receive extra attention during the analysis. In the data collection section, an overview was provided of the documents collected. Furthermore, the process of collecting these documents was explained as well as the selection requirements, which were: relevance, accessibility, originating from reputable source, time frame (1995 – present) and efforts to collect approximately the same number of documents for both countries. In the data analysis section, the coding scheme for analysis was listed and explained based on each sub question and the theoretical foundation of each sub question as described in the theory chapter. Furthermore, the choice for content analysis as a data analysis method was explained as well as the benefits of using Atlas.ti as a qualitative data analysis software program.

4. Analysis

This chapter will provide the analysis based on 7-fold particularities regarding the implementation of gender mainstreaming in the Netherlands and Sweden that were found during the content analysis. The 7-fold particularities are organized in line with the hypotheses that were formulated in the theoretical chapter (section 2.3). Through the perspective of each particularity it will be discussed how gender mainstreaming is being implemented in the Netherlands and Sweden (sub question 1), to what extent the theoretical expectations as formulated in the hypothesis are met (sub question 2), and what the differences in the implementation between the Netherlands and Sweden are (sub question 3). How gender mainstreaming is being implemented through the perspective of each particularity (sub question 1) will be discussed for each particularity and illustrated with notable citations. To what extent the theoretical expectations as formulated in the hypothesis are met through the perspective of each particularity (sub question 2) will be discussed in each section and summarized in a table below each section. What the differences in the implementation of gender mainstreaming between the Netherlands and Sweden are through the light of each particularity (sub question 3) will be discussed for each sub question and summarized in a table below each section. The 7-fold particularities that will be discussed in this chapter consist of: the importance of the wider socio-cultural context for organizational culture (4.1), political structures and developments (4.2), prioritization of gender mainstreaming (4.3), creating commitment through political and administrative leadership (4.4), the importance of expertise as a capacity (4.5), training an instrument for awareness, commitment and expertise (4.6), and follow-up and evaluation (4.7).

4.1 The importance of the wider socio-cultural context for organizational culture

Gender mainstreaming is a culturally sensitive topic that is largely dependent on the societal context of the country or region it is implemented in.

“Gender mainstreaming is a type of work that sometimes arouses strong feelings, and abusive treatment and other counterproductive behavior are not uncommon in connection with the change process” (Swedish Government Official Reports, 2007, p. 20)

To achieve gender equality by implementing gender mainstreaming, existing values may be challenged. The content analysis has showed a strong focus on values within the documents analyzed. Therefore, gender equality may be a sensitive topic and addressing gender inequality by implementing gender mainstreaming policies may be time consuming. The cultural and societal context in which a certain government or organization is operating is highly influencing the time it takes to change attitudes and values necessary to successfully implement gender mainstreaming policies. Therefore, the cultural and social context may explain the differences regarding the implementation of gender mainstreaming policies between countries, but also within countries between different organizations.

“Most people who become involved in the practical work of mainstreaming gender into their activities learn that it takes time. Many, too, discover that in the final analysis it is a matter of changing people’s values and attitudes in the organization” (Swedish Government Official Reports, 2007, p. 30)

Furthermore, Swedish experiences have shown that gender mainstreaming may enforce changing power structures and exposing prejudices which could lead to various forms of protest on various levels within an organization. Thus, the existing prejudices regarding either the specific gender mainstreaming policies or gender equality in general will influence the process of successfully implementing gender mainstreaming. Furthermore, the existing power structures – and perhaps more importantly – the values and attitudes of higher ranked employees regarding gender equality and gender mainstreaming will also influence the process of implementing gender mainstreaming. Training is seen as an important mechanism to change prevailing norms and prejudices. However, as mentioned before, training may also reflect the existing norms and prejudices: if there is no coordination regarding gender mainstreaming training and if there is no willingness to participate to gender mainstreaming trainings among employees then there seems to be a cultural context which leads to a more time consuming process of implementing gender mainstreaming.

Thus, training could have an influence on the social and cultural context of an organization or country. On the other hand, the social and cultural context of an organization or country may also be reflected in the way trainings are organized and/or received. Based on this, there seems to be either a more patriarchal society in the Netherlands than in Sweden or the patriarchal society in the Netherlands is less problematized compared to Sweden. The content analysis clearly shows that there is much more attention, motivation and activity regarding gender mainstreaming in Sweden than in the Netherlands. In the Netherlands there is less pressure from higher stated individuals, there is less commitment and interest for gender equality and gender mainstreaming among employees and external pressures are sometimes needed to actually implement gender mainstreaming policies (see 4.2 political structures and developments).

“Training is particularly important since gender equality is an issue that stirs the emotions. Many people have ideas, beliefs and values in relation to it. Also, misconceptions and prejudices need to be brought into the open. This is why we believe in training that provides a forum for discussion, where the participants have the opportunity to talk over the issues and test their ideas. For this to happen, sufficient time must be allocated. Change processes and work on values both take time” (Swedish Government Official Reports, 2007, p. 42)

These findings regarding the cultural and societal context are to some extent in line with the expectations based on previous scientific literature and experiences (see 2.3.3.1). The findings of this content analysis are in line with these expectations in the sense that the importance of values and changing values for successful implementation of gender mainstreaming are stressed. However, the expectations based on scientific literature and previous experiences focused specifically on organizational culture instead of the more societal and cultural context as discussed in this analysis. The findings of this analysis suggest that the larger societal and cultural context of both countries influence the organizational culture and thereby indirectly the implementation of gender mainstreaming. Regarding to this, the findings of this analysis slightly differ from the expected findings as described in section 2.3.3.1. However, the expectation that changing norms and values for successful implementation of gender mainstreaming is time consuming seems to be confirmed by these findings, especially for the Netherlands.

Based on this, there seems to be either a more patriarchal society in the Netherlands or the patriarchal society in the Netherlands is less problematized compared to Sweden. There is much more attention, motivation and activity regarding gender mainstreaming in Sweden than in the Netherlands. In the Netherlands there is less pressure from higher stated individuals, there is less commitment and interest for gender equality and gender mainstreaming among employees and external pressures are sometimes needed to actually implement gender mainstreaming policies. Overall, the cultural and societal context are very influential on the implementation of gender mainstreaming as the implementation of gender mainstreaming appears to be culturally sensitive and focused on changing people's attitudes and values.

Table 4: Differences in implementation between the Netherlands and Sweden from the socio-cultural context perspective

The Netherlands	Sweden
Less attention, motivation and activity regarding gender mainstreaming	Much more attention, motivation and activity regarding gender mainstreaming
Less pressure from higher stated individuals	More pressure from higher stated individuals
Less commitment and interest in gender equality	More commitment and interest in gender equality
External pressures are sometimes needed to actually implement gender mainstreaming policies	Less need for external pressures to actually implement gender mainstreaming
More patriarchal society/less problematized	Less patriarchal society/more problematized

Table 5: Summary of hypothesis 1, analysis and findings

Hypothesis 1: The (organizational) cultural context, comprising of values and views on gender equality, will influence the implementation of gender mainstreaming
Analysis: Gender mainstreaming is a culturally sensitive topic. Implementing gender mainstreaming requires changing people's values and attitudes and therefore the cultural context is relevant for successfully implementing gender mainstreaming. Moreover, changing people's values and attitudes is a time-consuming process and the time it takes to successfully implement gender mainstreaming will therefore be dependent on the cultural context. The main focus is on the values and attitudes of the larger socio-cultural context instead of the values and attitudes of the organizational culture. The larger socio-cultural context is indirectly influencing the organizational culture what could explain the differences in the implementation between the Netherlands and Sweden as well.
Conclusion: The findings of the analysis are largely in line with the theoretical expectations as formulated in hypothesis 1. There is a slight deviation as the analysis appears to focus more on the wider socio-cultural context instead of a focus on organizational culture.

4.2 Political structures and developments

In line with the theory, political will is an important factor regarding the implementation of gender mainstreaming. Moreover, political developments contribute to the successfulness of the implementation of gender mainstreaming as well. In Sweden, there has been a strong political will to achieve greater gender equality and to use gender mainstreaming policies to achieve this goal.

“Every year since 1994 the Government has declared in its annual Statement of Government Policy its political conviction that a gender equality perspective must permeate all aspects of government policy” (Regeringskansliet, 1999, p.1)

Moreover, the commitment of the Swedish government to gender mainstreaming has been reaffirmed in 2012. One could thus conclude that there is a relatively strong political will to use the implementation of gender mainstreaming policies to achieve gender equality and that the political structures in Sweden are focused on challenging the status quo. This can also be illustrated by for example the establishment of JamStöd (Swedish Gender Mainstreaming Support Committee) in 2005 which “is working with training, method development, and information on gender mainstreaming in central government activities” (Nordic Council of Ministers, 2006, p. 56).

In the Netherlands, there seems to be less political will to focus mainly on gender mainstreaming policies to obtain gender equality. Whereas Sweden continuously mentions its commitment to gender mainstreaming as its main strategy to achieve gender equality, the Netherlands continuously stress that gender mainstreaming is a good strategy to address gender inequality besides already existing, specific gender policies. Moreover, the changes in the Emancipation policy illustrate the different political will and focus on gender mainstreaming in the Netherlands:

“As of 2007, the emancipation policy is no longer just about women’s emancipation, but the emancipation of lesbian women, gay men, bisexuals and transgender people (LGBT people) is also part of the Dutch emancipation policy” (Regioplan, 2018, p. 7)

The abovementioned quote shows a political development in the Netherlands, namely the shift within the emancipation policy from focused on gender emancipation to emancipation of both women and LGBT people. Thus, mainstreaming will focus not only on gender but from 2007 onwards also on LGBT people. Furthermore, mainstreaming is seen as a strategy besides the already existing specific gender equality policies. However, these specific gender equality policies have also shifted their focus from gender to other disadvantaged groups, such as again the LGBT community or ethnic minorities. Overall, the political developments in the Netherlands have shown a shift from more specific gender equality policies to more general ‘diversity’ policies or policies regarding reducing inequalities in general. Therefore, one could say that perhaps gender inequality has received reduced attention. Moreover, in the Netherlands organizations such as JamStöd in Sweden, to contribute to gender mainstreaming on a national level are not established. There thus seems to be less political will, coordination and active organizations to implement gender mainstreaming initiatives. The lack of political will as illustrated by the lack of coordination and active organizations to enhance gender mainstreaming initiatives could

perhaps be due to the more male dominated structures in Dutch political structures which are more focused on the status quo instead of actually challenging the status quo for change.

By contrast, the Swedish government is more demanding in the implementation of gender mainstreaming policies. Whereas Swedish public universities need to write down their strategy to implement gender mainstreaming over the years by government assignment, the Dutch Ministry of Education did not want to enforce such gender mainstreaming policies on Dutch public education institutions.

“Given the great social importance of achieving greater gender equality, the ministry could indeed place some obligation on schools by asking for the development of innovation plans which take cultural and gender differences into account and indicate how they have taken them into account in approach” (VCE, 2006, p. 16)

The difference in the relationship between Dutch and Swedish ministries of Education and public education institutions is that in Sweden the ministry of Education seems to be intrinsically motivated to implement gender mainstreaming by obliging public higher education institutions to create strategies on how to implement gender mainstreaming in their institution. By contrast, the Dutch ministry of Education does not seem to have an intrinsic motivation to do so and is instead advised to do so by an external committee.

“Decentralization and deregulation of policy to “the field” does not relieve the ministry of the obligation to ensure that the Netherlands complies with international obligations in the field of gender mainstreaming. In a decentralized situation, of course, it is not a question of direct management of emancipation objectives in detail, but of explicit attention to the gender perspective and to ‘colorful talent’, formulation of objectives, division of responsibilities, organization of monitoring, and addressing the field on the ground. the results achieved. It is about visible impact in all parts of the policy” (VCE, 2006, p. 16)

This abovementioned quote shows that the committee addresses the international obligations to pressure the ministry to comply to these obligations by implementing gender mainstreaming. Again, an external pressure seems to be necessary to actually implement gender mainstreaming policies in the Netherlands (namely the obligation to international agreements, instead of intrinsic motivation as shown via active and visible gender mainstreaming policies in Sweden).

The findings of this analysis are to some extent in line with the expectations regarding the importance of the political context as described in section 2.3.3.2. The findings suggest that – in line with the expectation – the political context, including political structures and developments – are of great importance for successful implementation of gender mainstreaming. The expectation that political will is important for creating commitment and allocating resources is acknowledged by these findings. Furthermore, the expectation that the roots of gender inequality lies in the genderedness of structures, systems and procedures of (political) organizations is confirmed by the finding of the masculine structures in the Netherlands. The expectation regarding the importance of political opportunities has not been addressed as such but the expectation that existing organizations and

networks (such as the creation of Jamstöd) is important for fostering gender mainstreaming is confirmed.

Table 6: Differences in implementation between the Netherlands and Sweden from the political structures and developments perspective

The Netherlands	Sweden
Weak political will to achieve (more) gender equality	Strong political will to achieve (more) gender equality
Gender mainstreaming sometimes named as a strategy to achieve gender equality. Almost always along with gender-specific policies	Gender mainstreaming consistently named as the key strategy to achieve gender equality (and reaffirmed in 2012)
No organization established to support gender mainstreaming in the central government.	Establishment of an organization (JamStöd) to support (the implementation of) gender mainstreaming in the central government.
Shift within the Emancipation Policy from more specific gender equality policies to more general 'diversity' policies or policies regarding reducing inequalities in general (including e.g. the LGBT community)	Mainstreaming specifically focused on gender
Political structures relatively focused on the status quo when it comes to gender equality	Political structures relatively challenging the status quo when it comes to gender equality
Government not demanding in the implementation of gender mainstreaming policies (e.g. critique on the lacking obligation from the Ministry of Education to schools to create and develop gender mainstreaming policies)	Government more demanding in the implementation of gender mainstreaming policies (e.g. strategy of public universities)
Need for external committees and pressures to implement gender mainstreaming in some cases	More intrinsic motivation to implement gender mainstreaming

Table 7: Summary of hypothesis 2, analysis and conclusion

Hypothesis 2: The political context, comprising of political will, structures, opportunities and networks, will influence the implementation of gender mainstreaming
Analysis: Political will is an important feature regarding the implementation of gender mainstreaming. Gender mainstreaming is much more likely to be implemented successfully if there is a strong political will to implement gender mainstreaming and/or address gender inequality. Political structures are influential as well, masculine political structures complicate the implementation of gender mainstreaming. The influence of political opportunities could not be found in the analysis. The existence of networks illustrates the willingness of the political context.

Furthermore, political developments such as widening the emancipation policy in the Netherlands turned out to be relevant.

Conclusion: The findings in the analysis are partially (political will, structures and networks) in line with the expectations as formulated in the hypothesis. However, the influence of political opportunities was not analyzed and by contrast political developments appeared to be influential.

4.3 Prioritization of gender mainstreaming

Both the Netherlands and Sweden have committed to gender equality for decades. Also, both countries have signed the Beijing Declaration of 1995, thereby stating that “governments and other actors should promote an active and visible policy of mainstreaming a gender perspective into all policies and programs, so that, before decisions are taken, an analysis is made of the effects on women and men, respectively” (Beijing Declaration, 1995, p. 27). Even though both countries have thus in theory committed to gender mainstreaming as an important method to achieve (greater) gender equality, in practice the prioritization of gender mainstreaming as a method to achieve gender equality as well as the prioritization of gender equality (ideals) in general differ. In Sweden, gender equality is prioritized much more as a goal to be achieved and gender mainstreaming is continuously mentioned as the main strategy of the government to achieve gender mainstreaming over the years.

“Gender mainstreaming has been the main strategy to achieve national gender equality objectives in Sweden since 1994. In 2012 the government launched a new strategy which reaffirmed the policy commitments for gender mainstreaming within governmental departments” (EIGE, 2012, p. 1)

The aforementioned quote shows that Sweden already adopted gender mainstreaming as the official main strategy to achieve gender equality in 1994, a year before the Beijing Declaration of 1995. Even though the Netherlands and Sweden both “took the lead in developing specific tools” (Verloo, 2005, p. 12) of gender mainstreaming, Sweden has held a continuous focus on gender mainstreaming (tools) as a method to achieve gender equality goals. Whereas the focus on gender mainstreaming seems to have faded in the Netherlands since the early 2000s.

“It is not the case that gender mainstreaming replaces specific emancipation policies. Sometimes it is better to take separate measures to promote emancipation. But because regular policy is much more extensive, a great deal can be achieved by integrating emancipation goals. Gender mainstreaming can thus be a particular powerful strategy, in addition to the specific emancipation policy” (DCE, 2003, p. 8)

The abovementioned quote shows that in the Netherlands, gender mainstreaming is seen as a potential powerful strategy *besides* the already existing specific emancipation policy. While Sweden may remain to “take the lead” in developing specific gender mainstreaming tools and implementing gender mainstreaming policies, the Netherlands seem to have fallen behind over the years because of a lack of priority for specific gender mainstreaming policy. This could also be illustrated by the EIGE-score measuring the implementation of gender mainstreaming in EU countries in 2012. The average EU-score is 8.4 out of 16. With a score of 13.5 out of 16 Sweden seems to have continued taking the lead in comparison to at least other European countries. By contrast, with a score of only 5.5 out of 16

the Netherlands – a country that previously took the lead – scores below EU-average. This score also indicates that gender mainstreaming is not given much priority in the Netherlands and that the priority given to gender mainstreaming has decreased over the years.

Sweden is acting more in line with the Beijing Declaration of 1995, by continuously taking an active role regarding the implementation of gender mainstreaming by stressing that gender mainstreaming is and remains the main national strategy to achieve gender equality. Also, the gender mainstreaming policies of Sweden are visible because of the continuous reaffirmation of gender mainstreaming as a method and description of gender mainstreaming tools to achieve gender equality. By contrast, the Netherlands seem(s) to have taken a less active role regarding gender mainstreaming than in earlier years. Moreover, over the years there seems to be a declining prioritization of gender mainstreaming in the Netherlands.

In the Netherlands, gender mainstreaming is seen as part of the strategy to achieve gender equality goals, instead of the main strategy to achieve gender equality goals in Sweden. Besides gender mainstreaming, gender specific policies are always named as the other part of gender equality policies. When gender mainstreaming is being discussed, the focus often shifts to the more general mainstreaming which enables the national government to also include other disadvantaged groups, such as ethnic minorities and LGBTI communities, often leading to mainstreaming a diversity perspective instead of a gender perspective.

“The Committee ascertains that the Ministry recognizes the gender dimension to some extent in some policy topics, often within the broadly defined concept of ‘diversity’, or that it explicitly pays attention, but in most fields of Education, Culture and Science gender mainstreaming is hardly ever present” (VCE, 2006, p. 6)

Thus, in practice gender mainstreaming seems not to be prioritized in the Netherlands and if mainstreaming is mentioned, it focuses on mainstreaming disadvantaged groups or on diversity. As the previous quote already suggests, in 2007 the Emancipation policy in the Netherlands has been adapted in line with this shift from a gender perspective to diversity:

“As of 2007, the emancipation policy is no longer just about women’s emancipation, but the emancipation of lesbian women, gay men, bisexuals and transgender people (LGBT people) is also part of the Dutch emancipation policy” (Regioplan, 2018, p. 7)

The priority that is given to gender mainstreaming on a national level has an enormous influence on the actual implementation of gender mainstreaming at all levels of government. In line with the prioritization in Sweden, gender mainstreaming is actively being implemented across different levels of governments and by various actors. Because in Sweden gender mainstreaming is prioritized as the main strategy to achieve gender equality, and because the goal to achieve gender equality has been prioritized by feminist governments as well, the gender mainstreaming policy in Sweden is relatively active and visible, as described in the Beijing Declaration of 1995. This can be illustrated by a ‘good practice’ example of Swedish universities. By government assignment, all Swedish public sector higher

education institutions have developed a strategy on how to implement gender mainstreaming in the universities over several years.

As gender mainstreaming is not prioritized on a national level that much, this has a negative impact on the implementation of gender mainstreaming in the Netherlands. Prioritization of gender mainstreaming is key to eventual successful implementation of gender mainstreaming because prioritization creates legitimacy and often leads to various developments that facilitate gender mainstreaming implementation such as the allocation of resources.

*“A political, strategic approach creates legitimacy in relation to measures and the use of resources in the measures, because it has been given priority and decided upon by politicians”
(Norden/Nordisk Ministerråd, 2015, p. 14)*

The larger, political, strategic approach lacks in the Netherlands as a result of declining prioritization of gender mainstreaming over the years. Thus, this creates less legitimacy and allocation of resources which are both important factors for successful implementation of gender mainstreaming. By contrast, in Sweden there is a clear political and strategic approach for gender mainstreaming to achieve gender equality. This creates legitimacy for gender mainstreaming measures and leads to the allocation of resources to implement gender mainstreaming.

Also, gender inequality seems to be problematized more in Sweden than in the Netherlands. From the Netherlands’ perspective, the focus on gender inequality is often shifted to inequalities in general, leading to a wider view but also to a wider approach. In practice, this leads to a ‘diversity perspective’ of mainstreaming instead of a ‘gender perspective’ of mainstreaming. This marginalizes the gender inequality in the Netherlands and this is thus not problematized that much in the Netherlands as in Sweden.

“Critics also believe that the broadening of the emancipation policy to a more diverse policy has been a negative development. It seems that the focus has shifted from a general approach to specific groups. Also, it assumes that the problems are almost only in society itself, situated at these specific groups, and not on governmental level” (EIGE, 2012, p. 1)

The findings of this analysis are in line with the expectations regarding relevance as described in section 2.3.3.3. For successful implementation of gender mainstreaming, gender mainstreaming should be made relevant – or prioritized as written in the analyzed documents. Gender mainstreaming should be seen as a priority by not only top management which needs to create commitment and allocate resources, but also by staff responsible for implementing gender mainstreaming. Furthermore, the importance of clearly stated prioritization of gender mainstreaming in official documents, as is the case in Sweden, seems to be important as these documents are the starting point for successful gender mainstreaming policy design and implementation.

Table 8: Differences in implementation between the Netherlands and Sweden from the prioritization of gender mainstreaming perspective

The Netherlands	Sweden
Relatively less prioritization of gender equality as a goal to be achieved	Gender equality (visibly) prioritized as a goal to be achieved
Focus on gender mainstreaming as a mechanism to achieve gender equality seems to have faded away since the early 2000s	Continuous focus on gender mainstreaming as the mechanism to achieve gender equality goals
Gender mainstreaming as a potential powerful strategy <i>besides</i> other emancipation policies	Gender mainstreaming centralized as a strategy
Declining visibility of gender mainstreaming as a strategy to achieve gender equality in policy documents, political letters and so forth	Gender mainstreaming visible as a strategy to achieve gender quality because of continuous reaffirmation in policy documents, political letters and so forth
Shift in priority to gender inequality to wider inequality, from gender perspective to diversity perspective. Marginalizing gender inequality	Gender inequality specifically more problematized. Specific focus on gender perspective

Table 9: Summary of hypothesis 3, analysis and conclusion

Hypothesis 3: Gender mainstreaming should be seen as relevant by leadership and staff for successful implementation
Analysis: Gender mainstreaming should be made relevant for successful implementation. Furthermore, gender mainstreaming should be prioritized in official policy documents as these policy documents are the starting point for implementation. When seen as a priority by top management and staff gender mainstreaming is more likely to be implemented successfully
Conclusion: The findings in the analysis confirm the theoretical expectations regarding relevance as described in the hypothesis

4.4 Creating commitment through political and administrative leadership

Commitment of leadership is essential for successful implementation of gender mainstreaming policies. Commitment of top management is important for amongst others the allocation of resources which is another success factor for gender mainstreaming. If top management is committed to gender mainstreaming and intrinsically motivated to implement gender mainstreaming policies, resources such as finances, will become available to address gender mainstreaming. Furthermore, top management needs to openly prioritize gender mainstreaming:

“The top manager is crucial to the success of a development process such as gender mainstreaming. Gender mainstreaming is no different from any other development process in this respect. The attention and active participation of the top executive when strategy decisions are taken sends a message to the organization that she or he expects results” (Swedish Government Official Reports, 2007, p. 19)

When it comes to leadership and successful implementation of gender mainstreaming policies, the first step is the commitment of top management as illustrated in the quote above. However, middle management also has an important role regarding the implementation of gender mainstreaming. In practice, middle management often decides about the day-to-day priorities of the employees as well as the local capacity available. Both the day-to-day priority as the capacity available are important success factors for successful implementation of gender mainstreaming.

“Studies have shown that middle managers are often the main stumbling block when gender is to be mainstreamed into an organization. They are the ones who decide which issues are to be allotted time and which are to be given low priority in everyday work. In practice, it is they who decide how much room for maneuver the gender equality strategist and the line staff have in this matter” (Swedish Government Official Reports, 2007, p. 19)

The support or commitment from leadership is largely dependent on the values and attitudes of leadership towards gender equality in general and gender mainstreaming policies specifically. In other words, the socio-cultural context in which an organization or government operates influences the commitment and support of both top management and middle management for gender mainstreaming policies. Top management needs to provide a strategy for gender mainstreaming which will create legitimacy in the organization or government to implement gender mainstreaming policies. Furthermore, top management needs to allocate resources to enable the actual implementation of gender mainstreaming policies in practice. If either of these are not provided by top management, then gender mainstreaming policies have a high chance to be unsuccessful as illustrated in the following quote:

“While gender mainstreaming tools existed, management did not support these tools with adequate staffing or the required organizational changes, resources, or budgets” (IOB Evaluation, 2015, p. 67)

However, when top management has committed to gender equality and gender mainstreaming policies, support from middle management remains an important factor for successful implementation. As mentioned before, middle management often decide on the day-to-day priorities of employees as well as on the allocated resources. Main reasons for no consistent support from middle management entail: too many competing leadership priorities and a lack of performance benchmarks to which middle management is held accountable. Thus, middle management support could be influenced by the difficulties of measuring gender mainstreaming because of its integral

nature. Overall, the will and signals that management (senior and middle) give to the organization is important for the implementation of gender mainstreaming:

“The management must take responsibility for its own show of will or lack of will.” (Swedish Government Official Reports, 2007, p. 40)

When comparing the Netherlands and Sweden, there seems to be more show of will in Sweden from the government which is important for the legitimacy for gender mainstreaming. By contrast, in the Netherlands there seems not to be as much show of will to implement gender mainstreaming policies which has an effect on the legitimacy for gender mainstreaming policies in the Netherlands. The will or lack of will to implement gender mainstreaming policies are probably highly dependent on the personal values, views and attitudes of ‘top management’ or highly placed individuals in governments. These values, views and attitudes could probably be viewed from a wider socio-cultural context which suggests that the Swedish socio-cultural context is more open and supportive towards gender equality and the implementation of gender mainstreaming policies than the Dutch socio-cultural context.

Moreover, when extended to politics and the national context of implementing gender mainstreaming, one could also distinguish between political leadership and administrative leadership instead of top management and middle management. Political leadership could create legitimacy for gender mainstreaming initiatives. Based on the findings as just discussed, it appears that there is much more commitment from Swedish political leaders than from Dutch political leaders, perhaps as a reflection of the political structures and developments in Sweden and the Netherlands as discussed in subchapter 4.2 Administrative leadership could subsequently prioritize gender mainstreaming on a day-to-day basis and allocate resources such as expertise of civil servants. Again, regarding administrative leadership there seems to be more commitment in Sweden than in the Netherlands. When it comes to allocation of resources through expertise of civil servants, this will be explained in the next sub chapter.

The findings as described in this analysis are partially in line with the expectations as described in section 2.3.3.4. As expected, the implementation of gender mainstreaming is positively influenced by commitment from leadership. Leadership enables (more) successful implementation of gender mainstreaming by creating commitment in the organization and by allocating resources. Also, the division between commitment from top management and ‘leadership from other levels’ was found in line with the expectation. More specifically, these findings argue that in a national context, one can distinguish political leadership (‘top management’) and bureaucratic leadership (‘middle management’). Furthermore, these findings suggest that while top management (political leadership) is primarily important for creating legitimacy, middle management (bureaucratic leadership) is primarily important for the allocation of resources for successful implementation as middle management usually decides on the allocation of time and resources on a day-to-day basis.

Table 10: Differences in implementation between the Netherlands and Sweden from the creating commitment through leadership perspective

The Netherlands	Sweden
Government showing less will to address gender inequality and to implement gender mainstreaming	Government showing more will to address gender inequality and to implement gender mainstreaming
Less explicit commitment from Dutch political leaders	More explicit commitment from Swedish political leaders

Table 11: Summary of hypothesis 4, analysis and conclusion

Hypothesis 4: Commitment from top management (by openly expressing support) and middle management (by allocating the necessary resources) is vital for successful implementation of gender mainstreaming
Analysis: Commitment from top management – when comparing countries this will refer to the government – is very influential to create legitimacy for gender mainstreaming and subsequently enable the implementation of gender mainstreaming. Also, commitment from middle management for the practical implementation of gender mainstreaming was found to be necessary for successful implementation
Conclusion: The findings of the analysis are in line with the theoretical expectations as described in hypothesis 4

4.5 The importance of expertise as capacity

Capacity is an important factor in the implementation of gender mainstreaming. This is in line with the literature that already suggested that capacity is one of the main success factors for the implementation of gender mainstreaming. Local capacity is vital to successful implementation of gender mainstreaming. While policies may be written and decided on a higher level, there need to be sufficient resources available locally to actually implement the gender mainstreaming policies. Capacity that is needed to successfully implement gender mainstreaming policies range from financial capacity to finance the (implementation) of the policies and for example the expertise and knowledge of employees to be able to actually implement the gender mainstreaming policies. In the Netherlands there seems to be less expertise and knowledge regarding gender mainstreaming policies among employees and subsequently less capacity to implement gender mainstreaming policies. This is caused by multiple factors. First of all, there are simply less gender specialists employed in the Netherlands.

“The Committee advises the Ministry of Education, Culture and Science to invest structurally in promoting the emancipation expertise of people who need to help realize gender mainstreaming [...] To increase gender sensitivity within the department, the committee recommends intensifying contacts between civil society organizations and the Ministry of Education, Culture and Science, for example in the form of workshops. Another simple way is to recruit explicit emancipation experts” (VCE, 2006, p. 17)

In Sweden, the recruitment of explicit emancipation experts to increase gender equality through the implementation of gender mainstreaming is much more common than in the Netherlands. Moreover, the Swedish government has created a manual with best practices and practical experiences to support and inform these explicit emancipation experts. In the Netherlands, little or no explicit emancipation experts are employed. Furthermore, employees that are responsible for the implementation of gender mainstreaming are often also coping with various other, often more important, tasks.

“Few gender specialists at the embassy level, dealing with gender only on a part-time basis and with gender-mainstreaming coming second amidst a range of other priorities;” (IOB Evaluation, 2015, p. 69)

This quote illustrates the lack of priority and capacity regarding gender mainstreaming implementation. While in Sweden explicit emancipation experts are responsible for coordinating the implementation of gender mainstreaming policies, in the Netherlands civil servants are responsible to do so besides various other tasks and often without the required expertise, experience and knowledge.

“As in the past, temporary junior staff plays an important role in the Task Force” (Task Force Women’s Rights and Gender Equality) (IOB, 2015, p. 56)

This example of junior staff again underlines the apparent lack of priority as well as the lack of capacity, as in expertise, experience and knowledge, that is required for successful implementation of gender mainstreaming. Finally, as discussed before, training is an important measure to advance the capacity of employees. While training of regular civil servants has been organized on a large scale in Sweden, in the Netherlands there is less enthusiasm to attain a gender mainstreaming training which could therefore also not lead to an increased capacity via increased knowledge and expertise that could be attained through a training.

“Gender training, which was only taught on a voluntary base, virtually disappeared at a time when knowledge on women’s rights and gender equality was limited” (IOB Evaluation, 2015, p. 69)

Thus, when it comes to capacity it seems that there is less capacity available in the Netherlands than in Sweden to promote and implement gender mainstreaming policies. This mainly refers to the expertise, knowledge and experience of employees responsible for the implementation of gender mainstreaming. Whereas employing gender specialists is common in Swedish organizations, this is not

the case in the Netherlands. Instead, either junior staff or civil servants with many other, often more important, tasks are equipped with implementing gender mainstreaming policies. The difference in expertise, knowledge and experience of employees mirrors the differences in priority given to the implementation of gender mainstreaming. Financial resources regarding gender mainstreaming are difficult to measure because gender mainstreaming is supposed to be an integral policy. However, based on the differences regarding employees responsible for gender mainstreaming it is expected that the financial resources are much higher in Sweden than in the Netherlands. Employees are a very deciding factor regarding the implementation of gender mainstreaming policies. This could be illustrated by the following example:

“In brief, incorporating ‘gender’ has remained optional. Whether it is actually done depends to a considerable extent on the individual staff member in The Hague or at the embassies or of the third parties contracted for program management or implementation. Neither positive nor negative incentives exist to make sure that ‘gender’ is addressed and that staff and organizations are indeed accountable for implementing what has been agreed upon at the political level” (IOB Evaluation, 2015, p. 69)

Thus, incentives could perhaps increase the focus on gender mainstreaming of employees. However, there would still remain a lack of expertise, experience and knowledge. Furthermore, accountability and monitoring of the progress of the implementation of gender mainstreaming policies may influence the focus of employees. This will be discussed in the next sub chapter.

When it comes to the importance of expertise as part of resources, the findings of this analysis are to some extent in line with the expectation based on scientific literature and previous experiences. Scientific literature and previous experiences are divided about the importance of financial resources for the implementation of gender mainstreaming. Thus far, financial resources have often been underacknowledged as an important resource for successful implementation in the context of gender mainstreaming. The findings in this analysis are in line with the experiences thus far that when it comes to resources, expertise is by far the most discussed resource for the successful implementation of gender mainstreaming and financial resources appear to be mostly indirectly relevant by for example financing trainings to increase expertise.

Table 12: Differences in implementation between the Netherlands and Sweden from the importance of expertise as a capacity perspective

The Netherlands	Sweden
Less expertise and knowledge regarding gender mainstreaming policies among employees and subsequently less capacity to implement gender mainstreaming policies	More expertise and knowledge regarding gender mainstreaming policies among employees and subsequently more capacity to implement gender mainstreaming policies
Little or no emancipation experts employed to implement gender mainstreaming	Common to recruit emancipation experts to increase gender equality through the implementation of gender mainstreaming

Civil servants responsible to coordinate the implementation of gender mainstreaming besides various other tasks	Emancipation experts responsible to coordinate the implementation of gender mainstreaming
In some cases, temporary junior staff plays an important role in the implementation of gender mainstreaming policies	Apparent less dependency on temporary junior staff for the implementation of gender mainstreaming policies
Virtual disappearance of gender training at a time that knowledge on women's rights and gender equality was limited among employees, leading to further decreasing expertise as capacity	No warning signs or critiques on the knowledge on women's rights and gender equality among employees

Table 13: Summary of hypothesis 5, analysis and conclusion

Hypothesis 5: The availability of resources, especially expertise and financial resources influences the implementation of gender mainstreaming
Analysis: The analysis shows that expertise is of great importance for successfully implementing gender mainstreaming and that a lack of expertise also illustrates a lack of prioritization (see hypothesis 3) and likely reflects the socio-cultural context (see hypothesis 1) and the political context (see hypothesis 2). However, the importance of financial resources was not recognized that much, it appeared to be only indirectly relevant by for example having the financial resources to organize a training and subsequently increase the expertise
Conclusion: The analysis is in line with the hypothesis when it comes to the importance of expertise as a resource. When it comes to the importance of financial resources, however, this appeared to be only indirectly relevant and therefore the importance of financial resources did not appear to be very influential

4.6 Training: an instrument for awareness, commitment and expertise

Training turned out to be an important success factor for gender mainstreaming implementation. Through training the competence of the staff of an organization and subsequently the resources (expertise) of that organization can improve. Moreover, training is even seen as “pivotal” to keep up the continuous development of competence (SIDA, 2003, p. 2). Training programs for gender mainstreaming could be given to employees on all levels: from civil servants working at municipalities to ministers and so on.

“Since autumn 1994 the Government has organized courses in gender equality studies for ministers, state secretaries, press secretaries and political advisers; heads of division and other personnel at ministries and other public administration authorities; and committee secretaries and commissioners. The purpose of the training is to deepen awareness of women’s and men’s conditions in society, to spread information about gender equality policy objectives, and to increase officials’ understanding of their own responsibility in the work to mainstream a gender perspective” (Regeringskansliet, 1999, p. 1)

The abovementioned quote shows that Sweden has provided gender mainstreaming training relatively early. Whereas gender mainstreaming training focused on higher ranked government employees in the early days, such as ministers and state secretaries, gender mainstreaming training is nowadays also organized on a large scale for civil servants operating on all levels of government, including regional and local levels. The original focus on higher ranked government employees may have been necessary as there needs to be a prioritization and understanding of gender mainstreaming policies to create legitimacy for gender mainstreaming and to allocate resources to enable gender mainstreaming implementation executed in practice by lower ranked government employees. Furthermore, the abovementioned quote shows that training is important for several reasons: to deepen awareness, to spread information about the objectives and to increase the understanding of officials’ own responsibility. This illustrates the importance of training for successful gender mainstreaming policy implementation. To enable successful implementation of gender mainstreaming policies the higher ranked officials need to be aware women’s and men’s different conditions in society to be motivated to implement gender mainstreaming policies. Also, knowledge about gender equality objectives is important to the implementation of gender mainstreaming policies as these objectives determine the extent to which gender mainstreaming policies should be taken. Finally, by confronting the officials with their own responsibility to mainstream a gender perspective in their work their commitment to gender mainstreaming policies (and thus their support for the implementation of these policies) will be improved. As the abovementioned quote shows, the initial focus of the gender mainstreaming training was on higher placed employees. Over the years, however, training has also been given to civil servants:

“Policy commitments to gender mainstreaming and training also exist at the local and regional levels. The Swedish Association of Local Authorities and Regions (SALAR) put in place the program for sustainable gender equality (2008– 13) in order to ensure that services and activities at the municipal and regional level respond to both men’s and women’s interests and needs. The County Administrative Boards support gender mainstreaming at a regional level [...] SALAR’s program of training at local and regional level has provided gender training courses for 66 000 civil servants” (EIGE, 2012, p. 3)

The abovementioned quote shows that gender mainstreaming training seems to have been organized on a large scale for civil servants working in regional and local governments. This extension of providing gender mainstreaming training from higher ranked officials to civil servants working on the regional and local level seems to be a logical step. By first creating awareness for the different conditions of men and women in society, by creating knowledge of gender equality objectives and by creating awareness of officials' own responsibility regarding gender mainstreaming policies, prioritization of gender mainstreaming policies on a higher level can be obtained. Thereby, legitimacy to implement gender mainstreaming policies in lower levels of government is created and resources to implement these policies will be allocated. Part of the resources to successfully implement gender mainstreaming policies, however, consist of the knowledge and expertise of civil servants. In practice, these civil servants will need to implement the gender mainstreaming policies created in their region. Therefore, it is vital that civil servants working for regional and local government organizations will obtain gender mainstreaming training. Overall, these quotes show that gender mainstreaming training has been offered already very early in Sweden and that the training is very extensive. What is also affirmed by the following quote:

"The number of gender training programs is likely to be extensive. For example, one ministry had tailor-made and mandatory gender mainstreaming courses on seven occasions during 2010" (EIGE, 2015, p. 3)

In the Netherlands, there has not been much attention for gender mainstreaming training. There has not been a standardized gender mainstreaming training organized for higher placed officials or for civil servants working at the regional or local level. When training is offered, this is often done via so called E-quality (e-learning).

"According to the Government position, policy officers should become more and more involved in gender mainstreaming. But as long as knowledge about this is not yet included in regular policy courses, policy officers depend on the knowledge they receive [...] In the long term, it is the intention that policy officers have sufficient knowledge themselves" (Visitatiecommissie Emancipatie, 2006, p. 21)

The abovementioned quote shows that on the one side policy officers do not possess sufficient knowledge of gender mainstreaming policies which could hinder successful implementation of gender mainstreaming policies. On the other side, training is also not being provided. Because knowledge and expertise of employees are vital to successful implementation of gender mainstreaming policies, it is advised that training should be organized on a larger scale:

“The Committee advises the Ministry of Education, Culture and Science to invest structurally in promoting the emancipation expertise of people who need to help realizing gender mainstreaming. For example, through the development of modules in the introduction program for new employees” (Visitatiecommissie Emancipatie, 2006, p. 21)

However, besides the lack of gender mainstreaming trainings being organized on a larger scale and the subsequent lack of knowledge and expertise among policy officers responsible for the creation and implementation of gender mainstreaming policies, there seems to be another reason for the unsuccessful training attempts. Gender equality is also officially embedded in the Netherlands' foreign policy regarding to providing aid to developing countries. Embassy staff is usually responsible for the implementation of aid policies which should promote gender equality as well. However, even though trainings were organized for embassy staff responsible for these policies, the following quote shows that the willingness of the employees to participate is very low:

“Training was often initiated to address the issue of thinly spread knowledge of gender equality. With some exceptions, the judgement of this training is not positive and it remains unclear what training works for whom. Moreover, unless made mandatory, it was difficult to get senior management and non-gender specialist operational staff to participate” (IOB Evaluation, 2015, p. 55)

Apparently, despite the thinly spread knowledge of gender equality and probably gender mainstreaming policies as well, there was no interest for increasing knowledge and expertise on these subjects by policy officers. As a consequence of the lack of interest for the gender equality and gender mainstreaming training, the training has been stopped:

“Like other donor countries, the Ministry of Foreign Affairs used to have a dedicated ‘gender training’ for its staff. In 2011, however, it was decided to stop this training: it was not obligatory and only few people showed an interest” (IOB Evaluation, 2015, p. 57)

So, there was both not an interest or willingness to participate for enlarging knowledge and expertise through training among policy officers and not an interest for the higher levels of government to prioritize gender mainstreaming by making a gender mainstreaming training obligatory and thus increasing the knowledge and expertise of policy officers responsible for implementing gender mainstreaming policies.

“Gender mainstreaming is part of initial staff training for new ministry staff at all levels and in all policy areas. A 30-minute, basic training seminar on gender mainstreaming is part of introductory training and new managers in government offices receive a 45-minute gender mainstreaming module as part of their management training” (EIGE, 2012, p. 1)

Overall, gender mainstreaming seems to be a priority for neither higher placed officials nor policy officers responsible for gender mainstreaming. One could interpret this as a vicious circle: there is a low willingness to participate to gender mainstreaming trainings by policy officers responsible for gender mainstreaming. Thus, these policy officers do not obtain the necessary knowledge and expertise to successfully implement gender mainstreaming policies. While a training could also underline the importance of gender mainstreaming policies, create awareness for gender inequality, create legitimacy for gender mainstreaming policies and stress the importance of the policy officers' responsibility for successful implementation.

“Besides a strategist to coordinate efforts, your organization needs resources for the work, not least in terms of time allocation. It takes both time and money to train staff, for instance. Such investments signal that the work has priority” (Swedish Government Official Reports, 2007, p. 20)

Furthermore, compared to Sweden there seems to be less commitment to gender mainstreaming in the Netherlands, which leads to scattered organized, non-obligatory and often online training. The lack of coordination regarding the training also gives a signal that gender mainstreaming does not have the priority, as interpreted from the quote above. By contrast, in Sweden the organization of training suggests a high priority:

The findings in the analysis regarding training are partially in line with the expectations based on the theory and previous experiences as described in section 2.3.3.6. In case of the Netherlands, the findings are in line with the theory as the experiences with training here are insufficient as was expected. By contrast, the experiences with training in Sweden are not in line with the expectations. Sweden heavily invested in the organization of trainings with time and effort and appears to have positive experiences with training even though the expectations suggest that in practice trainings are not able to meet the expectations as described in theory.

Table 14: Differences in implementation between the Netherlands and Sweden from the training: an instrument for awareness, commitment and expertise perspective

The Netherlands	Sweden
Provision of gender mainstreaming training relatively late	Provision of gender mainstreaming training relatively early
Scattered and small-scale gender mainstreaming training	Coordinated and large-scale gender mainstreaming training
Training offered via e-learning	Training offered in real life
Gender mainstreaming training stopped in some cases due to lack of participants (non-obligatory, little interest, negative judgment of training)	Gender mainstreaming training likely to be extensive, in some cases mandatory

Table 15: Summary of hypothesis 6, analysis and conclusion

Hypothesis 6: Training will not lead to more successful implementation of gender mainstreaming in practice, despite its theoretical promise
Analysis: When it comes to the Netherlands, training did not appear to lead to more successful implementation of gender mainstreaming, despite its theoretical promise. One should note, however, that training in the Netherlands was non-obligatory and stopped after some time due to little interest and participation. By contrast, when it comes to Sweden, training did appear to lead to more successful implementation despite the expected shortcomings of training in practice as described in the hypothesis. Training in Sweden has been organized on a large scale and is in some cases obligatory
Conclusion: When it comes to the case of the Netherlands the findings in the analysis are in line with the hypothesis. However, when it comes to Sweden the findings in the analysis are not in line with the hypothesis.

4.7 Follow-up and evaluation

In order to successfully implement gender mainstreaming, gender mainstreaming initiatives and policies need to be monitored, evaluated and a follow-up should take place. Only by continuously and actively monitoring and evaluating the implementation of gender mainstreaming could be improved.

“Transitioning to gender mainstreaming is a long process that requires continued evaluation, monitoring, and adaptation.” (EIGE, 2012, p. 2)

Especially when it comes to the implementation of gender mainstreaming policies, continuous monitoring and evaluation is important to achieve the desired outcomes and actual implementation. Monitoring and evaluation of gender mainstreaming policies are both commonly mentioned in Swedish and Dutch policy documents concerning gender mainstreaming. By actively monitoring and evaluating policies from the beginning, support and commitment could be created. However, when active monitoring and evaluation lacks, then the efforts to implement gender mainstreaming may lead to failed implementation and no outcomes which in turn decreases the support. Therefore, it has been recommended to start focusing on tangible results when implementing gender mainstreaming in an environment with little support. Furthermore, lack of monitoring and evaluation could have negative consequences regarding to the knowledge and experience that has initially been created while implementing the policy as well as to the reputation of an organization and gender mainstreaming policies in general as described in the following quote:

“In the visit interview, the committee insisted on more structural - rather than project-based - attention to gender and diversity. The committee is told by the field that OCW often has good initiatives, but that these will get bogged down or even be stopped altogether. The knowledge gained quickly flowed away with all the negative consequences that this entails” (VCE, 2006, p. 13)

Thus, there is a link between the evaluation and monitoring of gender mainstreaming policies and capacity available. First of all, capacity needs to be available in order to both implement gender mainstreaming policies and to monitor and evaluate these policies subsequently. On the other hand, when implemented policies are not monitored, evaluated or followed-up, as illustrated in the quote above, then the knowledge created by the implemented policies will fade away and thus there will remain a lack of capacity when it comes to knowledge of employees. In other words: monitoring and evaluating is vital to attain and remain the knowledge of employees.

Furthermore, monitoring and evaluating of gender mainstreaming policies is important to create support for the policies. When one is able to show tangible results, more support may be created for gender mainstreaming policies. However, because of its integral character, gender mainstreaming policies are difficult to measure:

“I acknowledge the importance of measuring the effectiveness and efficiency of a policy. However, as indicated in the Letter to Parliament of 11 September 2017, given the nature of the emancipation policy, there are limits to its measurability” (Ministerie van Onderwijs, Cultuur en Wetenschap, 2018, p. 2)

As the effectiveness and efficiency of gender mainstreaming policies are difficult to measure because of its integral character, this could lead to several obstacles for successful implementation of gender mainstreaming policies. First of all, as mentioned before, the inability to show tangible results will have a negative effect on the commitment to gender mainstreaming policies, especially if there was already little commitment for gender mainstreaming or gender equality in general. Secondly, because of the difficulty to ensure the effectiveness and efficiency of gender mainstreaming policy it may also be less attractive for politicians to connect a strong political will and ambition to gender mainstreaming policies. Gender mainstreaming will remain difficult to measure:

“The input and yield of gender mainstreaming cannot be measured separately from the effects of the policy on which gender mainstreaming takes place. After all, mainstreaming is part of the regular policy” (Directie Emancipatie, 2018, p. 5)

What could be measured instead is the output regarding gender equality of organizations or institutions that have been implementing gender mainstreaming policies. As gender mainstreaming is by its nature focused on the output (gender equality), this may be a way to ‘measure’ the implementation of gender mainstreaming.

“More attention should be paid to the monitoring of the results of the institutions. They must constantly bring and keep the gender mainstreaming issue under their attention. The committee therefore recommends that the necessary expertise among staff be developed for this purpose” (VCE, 2006, p. 17)

As the aforementioned quote shows, staff should be trained to develop skills to monitor the results of institutions or organizations. However, there have been negative experiences regarding gender mainstreaming training in the Netherlands. By contrast, in Sweden there may be more potential to improve the monitoring and evaluation of gender mainstreaming policies. However, the monitoring and evaluation of gender mainstreaming policies may have less effect in Sweden as there is in general already more support for gender mainstreaming compared to the Netherlands.

The findings regarding monitoring and evaluation are not completely in line with the expectations based on scientific literature and previous experiences as described in section 2.3.3.7. As the title of this subchapter already suggests, accountability appears not to be as present in the documents analyzed as would be expected. Furthermore, the findings underline the importance of monitoring and evaluation for successful implementation of gender mainstreaming. The findings underline the relevance of monitoring and evaluation in case of low political and cultural support as shown in the case of the Netherlands.

The Netherlands	Sweden
Recommendations urging development of staff to carry out monitoring and evaluation	Staff thought to be capable to carry out monitoring and evaluation
More need for monitoring and evaluation due to lower support	Less need for monitoring and evaluation due to higher support
Project-based attention for gender and diversity, including monitoring and evaluation	More structural attention for gender and more structural monitoring and evaluation

Table 16: Differences in implementation between the Netherlands and Sweden from the follow-up and evaluation perspective

Table 17: Summary of hypothesis 7, analysis and conclusion

Hypothesis 7: Accountability mechanisms, monitoring and evaluation are important indicators for successful implementation of gender mainstreaming
Analysis: The analysis shows the importance of monitoring and evaluation for successful implementation of gender mainstreaming. This appears to be important especially in an environment with low political or cultural support for gender mainstreaming. Accountability was not found to be an important indicator for the implementation of gender mainstreaming.

Conclusion: The analysis is partially in line with the hypothesis. The analysis confirms the importance of monitoring and evaluation. However, accountability mechanisms were not identified in the analysis as an important indicator

This chapter provided an overview of the main findings of the content analysis based on 7-fold particularities regarding the implementation of gender mainstreaming in the Netherlands and Sweden. The 7-fold particularities were structured in line with the 7 hypotheses that were formulated in the theoretical chapter (section 2.3). Even though all theoretical expectations were confirmed to some extent in the analysis, the socio-cultural context and the political structures and developments appeared to be the most influential on the implementation (differences) of gender mainstreaming in the Netherlands and Sweden. In Sweden, the socio-cultural context and the subsequent values and attitudes towards gender equality in general and gender mainstreaming specifically seem to be more in favor of the implementation of gender mainstreaming and this is important as the analysis has shown that the implementation of gender mainstreaming is a very culturally sensitive topic that challenges existing norms and values. By contrast, in the Netherlands the socio-cultural context and its subsequent values and attitudes seem to be less in favor of implementing gender mainstreaming. This complicates the implementation and makes implementation of gender mainstreaming more time consuming. When it comes to the political structures and developments, the Netherlands seem to have more male-dominated political structures that are less focused on challenging the status quo and that are not problematizing gender inequality that much. In other words, “the genderedness of systems, procedures and organizations”, what is seen as the roots of inequality, is much more visible in the Netherlands than in Sweden (Verloo, 2005, pp 11-12). This severely complicates the implementation of gender mainstreaming, as gender mainstreaming may enforce changing power structures and exposing prejudices. By contrast, the political structures in Sweden seem to be more focused on challenging the status quo through the implementation of gender mainstreaming initiatives. Furthermore, political developments in the Netherlands have shown a shift. The focus of the emancipation policy has shifted from gender inequality and gender mainstreaming to wider inequalities (such as ethnic minorities and LGBT people) and mainstreaming disadvantaged groups in general. In Sweden mainstreaming kept focusing on gender specifically. These two main findings can be illustrated by differences in the prioritization of gender mainstreaming (much more in Sweden than in the Netherlands), the commitment from political and administrative leadership for gender mainstreaming (more in Sweden than in the Netherlands), the availability of expertise as a capacity for gender mainstreaming (available in Sweden, problematic in the Netherlands), the organization and attendance of gender mainstreaming training (organized and attended on a large scale in Sweden, scattered organization and low attendance in the Netherlands) and the active monitoring and evaluation of gender mainstreaming initiatives (appears to be problematic in the Netherlands).

5. Conclusion

5.1 Conclusion

This thesis was based on the following main research question: *“How can the differences in the implementation of gender mainstreaming between the Netherlands and Sweden be explained?”* In line with the expectation based on the EIGE scores, the findings show that gender mainstreaming is implemented much more in Sweden than in the Netherlands. In section 5.2.1 the subdivided findings of the EIGE scores from 2012 will be compared with the findings of this thesis. The apparent falling behind from the Netherlands is interesting because literature has shown that both the Netherlands and Sweden were countries that were “taking the lead” in implementing gender mainstreaming a few decades ago (Verloo, 2005). However, over the years it seems that Sweden remains taking the lead in implementing gender mainstreaming while the Netherlands has fallen behind.

The analysis shows that gender mainstreaming is a very culturally sensitive topic that may challenge existing values. Successfully implementing gender mainstreaming is a time-consuming process and Swedish experiences have shown that the implementation of gender mainstreaming often entails a change of attitudes and values of people within an organization. Therefore, the cultural and societal context in which an organization is operating is influential regarding the successfulness of implementing gender mainstreaming. Dependent on the cultural and societal context – and thus the values and attitudes regarding gender equality and gender mainstreaming as a strategy to achieve gender equality – the time it takes to successfully change the values and attitudes of people working in the organization differs. These findings are partially in line with the expectations based on scientific literature and previous experiences. The expectation was that organizational culture, norms and values would be influential (and in case these are not in favor of gender mainstreaming implementation would be constrained and changing the organizational culture, norms and values would be time consuming) regarding the implementation of gender mainstreaming. The findings show that norms and values are indeed important for the implementation of gender mainstreaming and if not in favor of gender mainstreaming measures, changing these norms and values is a time-consuming process as in line with the expectation. Contrasting to the expectation, the focus appeared to be primarily on the societal and cultural context of a country which influences the organizational culture instead of organizational cultures in itself. It appears that the Swedish values and attitudes are more in line with achieving gender equality through implementing gender mainstreaming than the Dutch values and attitudes. Overall, the differences in the implementation of gender mainstreaming between the Netherlands and Sweden can be explained via the socio-cultural context of both countries.

Besides the cultural and societal context, existing political structures and political developments were also found to be one of the key explanations for differences regarding the implementation of gender mainstreaming. A political and strategical approach towards (the implementation of) gender mainstreaming will create legitimacy for gender mainstreaming mechanisms and the use of resources in general to implement gender mainstreaming. In Sweden, the government has stressed its commitment to gender mainstreaming as the main strategy to achieve gender equality every year since 1994. Therefore, gender mainstreaming has received a central and clear role in Swedish gender equality politics. This could also be illustrated by for example the establishment of JamStöd (Swedish Gender Mainstreaming Support Committee) in 2005 which “is working with training, method development, and information on gender mainstreaming in central government activities” (Nordic Council of Ministers, 2006, p. 56).

On the contrary, in the Netherlands gender mainstreaming is not as centralized as the main national strategy to achieve gender equality. Moreover, gender mainstreaming is often widened towards mainstreaming in general to also include other disadvantaged groups, such as the LGBTI community and ethnic minorities. This could be illustrated by the changes that took place regarding the Emancipation Policy in the Netherlands in 2007. From 2007 onwards, the Emancipation Policy officially focuses on the emancipation of LGBT people as well. When looking at the historical positioning of gender mainstreaming by Rees (see table 2), the Netherlands could therefore be positioned in the positive action – ‘tailoring’ phase, as the main focus appears to be on group advantage (of women and the LGBT community) and ‘special’ projects and measures, such as specific-gender policies that are continuously named besides gender mainstreaming in Dutch policy documents. Sweden, instead, could be positioned in the mainstreaming – ‘transforming’ phase, as Sweden continuously focuses on mainstreaming a gender perspective. These different positionings partially explain the differences in the implementation of gender mainstreaming. Also, there is no central organization that assists the central government in implementing gender mainstreaming.

Overall, there seems to be a much stronger conviction and political will to implement gender mainstreaming in Sweden than in the Netherlands. Whereas the Swedish government stresses the importance of gender mainstreaming and centralizes gender mainstreaming in gender inequality issues, the Dutch government is not as outspoken about gender mainstreaming and has not centralized and organized gender mainstreaming initiatives. Instead, the focus seems to shift from gender mainstreaming to mainstreaming disadvantaged groups in general to reduce general inequality. The political structures and developments in the Netherlands seem to be more masculine and less problematizing gender inequality. The political structures and developments in the Netherlands are not as active in changing the status quo regarding gender inequality as the Swedish political structures and developments. The findings about the political context were to some extent in line with the expectation that political will, political structures, political opportunities and networks were important within the political context for successful implementation of gender mainstreaming. Only political opportunities did not seem to be of great importance for successful implementation. The existence of networks, on the other hand, and political structures in favor of gender mainstreaming turned out to be vital. Overall, the differences in the implementation of gender mainstreaming between the Netherlands and Sweden can to a large extent be explained via the political context of both countries.

In line with the cultural and societal context and the political structures and developments, differences regarding the prioritization of gender mainstreaming were found. Gender mainstreaming is being prioritized much more in Sweden than in the Netherlands. The expectation that relevance or prioritization of gender mainstreaming is important was thereby confirmed.

Secondly, the analysis shows that leadership also turned out to be important for successful implementation of gender mainstreaming. Political leadership creates legitimacy for gender mainstreaming initiatives whereas support of administrative leadership is necessary for day-to-day prioritization of gender mainstreaming and the allocation of resources to actually implement gender mainstreaming initiatives. In Sweden there appeared to be a much stronger commitment from political leadership towards gender mainstreaming, this is in line with the political structures in Sweden. In the Netherlands there was less commitment from political leaders to gender mainstreaming, creating less legitimacy for gender mainstreaming initiatives. Furthermore, administrative leadership also seemed to be more supportive to gender mainstreaming in Sweden than in the Netherlands. The expectations towards leadership and the implementation of gender mainstreaming was largely confirmed. It was

expected that leadership would create legitimacy and allocate resources and the findings confirm this and additionally it was found that top management and middle management could be 'translated' into political leadership and bureaucratic leadership in a national context and that bureaucratic leadership is very important for the allocation of resources.

Thirdly, capacity is important to implement gender mainstreaming and the most important differences regarding capacity to implement gender mainstreaming concerned expertise. Expertise turned out to be necessary for successful implementation and the analysis shows that there is much more expertise regarding gender equality issues as well as gender mainstreaming in Sweden than in the Netherlands. The findings regarding capacity were to great extent in line with the expectations as expertise was stressed as the most important capacity.

Fourthly, training enables successful implementation of gender mainstreaming as it improves the expertise of employees concerned with the implementation, increases the awareness of the employees' responsibility to successful implementation and could create support and understanding for gender mainstreaming initiatives. Since 1994 Sweden has started organizing gender mainstreaming training for higher ranked employees and currently gender mainstreaming training is organized on a large scale for government employees. In the Netherlands, there have been some attempts to start gender mainstreaming training but these were largely unsuccessful due to low attendance. This difference in training also strengthens the difference in capacity (expertise) and commitment and prioritization. The findings of with regard to the importance of trainings for successful implementation of gender mainstreaming were not in line with the expectation. In the past, despite the theoretical promise of training, in practice training did not turn out to benefit gender mainstreaming. The findings of this study suggest that training can however be beneficial for gender mainstreaming in some cases (as illustrated in Sweden).

Finally, it was found that monitoring and evaluation of gender mainstreaming initiatives is vital for successful implementation and that in the Netherlands there was not such a structured and coordinated monitoring and evaluation leading to less (tangible) results, less accountability and scattered knowledge and expertise among employees.

Overall, gender mainstreaming has been implemented much more successful in Sweden than in the Netherlands and this could largely be explained due to differences in the cultural and societal context of both countries and differences in the political structures and developments in the Netherlands and Sweden. In Sweden gender inequality is problematized much more and gender mainstreaming is prominently centered as the mains strategy to achieve greater gender equality. The Swedish cultural and societal context consists of attitudes and values that are more in favor of gender mainstreaming and therefore less time is needed for successful implementation. Furthermore, political commitment to gender mainstreaming has been strong and continuous over the years. In the Netherlands, gender inequality is not problematized as much as in Sweden and the values and attitudes in the Netherlands are less in favor of gender mainstreaming. Legitimacy for gender mainstreaming could be created through commitment from Dutch politics but the political structures in the Netherlands seem to be more masculine and less focused on changing the status quo through gender mainstreaming. These two main explanations for differences in the implementation can also be illustrated through differences in prioritization, commitment from leadership, capacity (mostly expertise), organization and attendance of gender mainstreaming training, and the degree of monitoring and evaluation.

5.2 Discussion

5.2.1 Findings and EIGE scores

The table below shows the subdivided scores of the implementation of gender mainstreaming according to EIGE in 2012. The table provides an overview of the scores of the Netherlands, Sweden and the EU-average.

Table 18: Detailed overview EIGE scores (EIGE, 2019c)

Score	The Netherlands	Sweden	EU-average
Status of the government's commitment (0-2)	0,5 (-1,5)	1,5 (-0,5)	1,4 (-0,6)
Gender mainstreaming structures (0-4)	2,0 (-2,0)	4,0	2,5 (-1,5)
Commitment to and use of the methods and tools for gender mainstreaming (0-10)	3,0 (-7,0)	8,0 (-2,0)	4,5 (-3,5)
Total (0-16)	5,5 (-11,5)	13,5 (-2,5)	8,4 (-7,6)

As mentioned before, the Netherlands are scoring far below EU-average while Sweden is scoring far above EU-average. First of all, when it comes to the scores of 'status of the government's commitment' then these scores seem to be largely in line with the findings of this study. The findings of this study show that in the Netherlands gender mainstreaming is only occasionally being discussed in policy papers and letters to parliament. Moreover, when gender mainstreaming is discussed then the discussion is almost always extended to mainstreaming disadvantaged groups or minorities in general and/or women-specific policies. In some cases, the Dutch government has clearly stated its commitment to gender mainstreaming because of the Beijing Declaration of 1995 but the commitment to actually implement gender mainstreaming is nearly invisible. Furthermore, the findings of this study show that in Sweden gender mainstreaming is continuously stated as the government's main strategy to achieve greater gender equality and by establishing organizations like Jamstöd and organizing gender mainstreaming training on large scales it appears that the government is also committed to actually implement gender mainstreaming as they intended.

Secondly, the findings in this study could be seen as slightly deviating from the EIGE scores in 2012 when it comes to the 'gender mainstreaming structures' score of the Netherlands. The findings of this study suggest that the political structures in the Netherlands tend to be masculine and not open for change via gender mainstreaming. Moreover, the findings in this thesis also suggest that there are little or no gender mainstreaming structures in the Netherlands.

Thirdly, when it comes to the scores of 'commitment to and use of the methods and tools for gender mainstreaming' then this seems to be largely in line with the findings of this thesis as well. As a result of the low commitment in the Dutch context little gender mainstreaming methods and tools are implemented in the Netherlands. And if methods and tools are implemented this is often not leading to full implementation of gender mainstreaming because of for example a lack of accountability, monitoring and evaluation of the implementation of these gender mainstreaming methods and tools.

By contrast, the findings of this study show that in Sweden gender mainstreaming methods and tools are implemented much more and also monitored and evaluated more frequently.

5.2.2 Findings and literature

The findings of this study suggest that there are large differences in the implementation of gender mainstreaming between the Netherlands and Sweden. Whereas previous research found that both the Netherlands and Sweden were taking “the lead in developing specific tools” for gender mainstreaming, this seems to have changed over time (Verloo, 2005, p. 12). Whereas Sweden appears to remain taking the lead – also illustrated by the development of manuals and ‘good practices’ – the Netherlands has fallen behind when it comes to the implementation of gender mainstreaming. The differences regarding the implementation of gender mainstreaming are perhaps reflecting the finding that gender inequality is problematized much more in Sweden than in the Netherlands. This is in line with previous literature which found that addressing gender inequality has been on the public agenda for many years “taking various forms in different times and places” (Andersson, 2018, p. 455). Furthermore, the findings have shown more male-dominated political structures in the Netherlands. In other words, the “genderedness of systems, procedures and organizations” that are seen as the roots for inequality are much more visible in the Netherlands (Verloo, 2005, pp. 11-12). And since implementing gender mainstreaming may enforce changing power structures and exposing prejudices, this largely explains why there is much less political support for the implementation of gender mainstreaming in the Netherlands. Overall, the finding that the implementation of gender mainstreaming differs between countries is in line with the theory (section 2.4) that already suggested that despite the “widespread endorsement” (Rees, 2005, p. 556) among European countries there are various forms and styles of practical implementation of gender mainstreaming, partially because of the different interpretations of gender mainstreaming because of the vagueness of the concept and theoretical diffusion (Booth & Bennett, 2002; Andersson, 2018).

In line with the different socio-cultural context and political structures and developments in the Netherlands and Sweden, differences in the prioritization of gender mainstreaming were found. More specifically, gender mainstreaming was clearly prioritized as the main strategy to achieve gender equality in Sweden. By contrast, in the Netherlands gender mainstreaming was not prioritized. This is not completely in line with previous findings that the 1995 Beijing Declaration “prioritized gender mainstreaming as the main mechanism to achieve gender equality” (Moser & Moser, 2005, p. 11). Instead, even though the Beijing Declaration may have established gender mainstreaming as a global strategy for achieving gender equality, this prioritization of gender mainstreaming as a main mechanism or strategy seems to differ across countries and over time. Furthermore, there seems to be reluctance in the Netherlands regarding the usefulness of gender mainstreaming as illustrated by for example the lack of organization of training and if organized the lack of attendance. This is in line with previous findings that there have been very mixed experiences with gender mainstreaming which led to considerable debate about whether or not mainstreaming is a strategy worth pursuing (Bacchi & Eveline, 2010). Moreover, the findings show that in the Netherlands in some cases gender mainstreaming seems to be an externally imposed procedure that needs to be integrated in policies instead of a main strategy that needs to be implemented to reduce gender inequality. This is in line with previous findings of some scholars that argued that “gender mainstreaming has become a goal in its own right” (Andersson, 2018, p. 458) in some cases.

The findings show that the Emancipation Policy of the Netherlands has changed in 2007. The Emancipation Policy focused on women and gender inequality until 2007. From 2007 onwards, however, LGBT people were included in the Dutch Emancipation Policy as well and since then the Emancipation Policy has focused on reducing inequalities more in general instead of specific gender inequality. This finding is in line with Walby (2005) who suggested that intersection with other forms of inequality may problematize the initial primary focus on gender mainstreaming. Furthermore, in the Netherlands gender mainstreaming is named as one of the mechanisms to reduce gender inequality besides gender-specific policies. These gender-specific policies often focus on 'complex' inequalities which is also in line with Walby's finding that in Europe, one of the major issues of gender mainstreaming is the relationship of gender mainstreaming with other so-called "complex inequalities", such as ethnicity, class, disability, faith, sexual orientation and age (Walby, 2005, p. 322).

Gender mainstreaming appears to be a very culturally sensitive topic that may challenge existing attitudes and values. Besides the influence of existing attitudes and values, the findings also suggest that implementing gender mainstreaming is a very time consuming process, depending on the existing attitudes and values or "people's hearts and minds" and how long it will subsequently take to challenge and change these existing attitudes and values (Mehra & Gupta, 2006, p. 14). This is confirming previous findings which suggested that gender mainstreaming policies often entail new norms for the organization as well and "new norms have to fight their way into institutional thinking" (Elgström, 2000, p. 458) and compete with traditional norms (Walby, 2005).

In line with the importance of values and attitudes for successful implementation of gender mainstreaming, the findings of this study were in line with previous findings of McLaughlin who suggested that "will, or the attitudes, motivation, and beliefs that underlie an implementer's response to a policy's goals and strategies, is less amenable to policy intervention" (1987, p. 172). As the findings show that the difficulty in implementing gender mainstreaming lies in the implementer's will, attitudes and motivation which are not as amenable to policy intervention as the allocation of financial resources for example. Furthermore, the findings are also in line with McLaughlin's suggestion that partially the will to respond to the policy's goal and strategy may reflect "the implementer's assessment of the value of a policy or the appropriateness of a new strategy" (1987, p. 172). More specifically, in the Netherlands the implementers (political and administrative leadership as well as employees) seem to respond not that much to gender mainstreaming as a strategy or goal in itself because they do not recognize or assess the value of gender mainstreaming as a mechanism that much.

One of the findings of this study, the differences in prioritization of gender mainstreaming between the Netherlands and Sweden are in line with previous findings. Scientific literature found that "the policy was not seen as a high priority" is one of the obstacles to successful implementation of policies (Colebatch, 2009, p. 51). The findings of this study show that in the Netherlands, gender mainstreaming policies were not seen as a high priority which had a negative impact on the implementation of gender mainstreaming policies in the Netherlands. Therefore, the findings of this study focused on the implementation of specific gender mainstreaming policies are in line with previous findings regarding the implementation of policies in general when it comes to the importance of priority for successful implementation.

In line with the method used and the scope of this study, there are inherent limitations. First of all, the analysis in this study took place on secondary documents. These documents were collected based on their suitability to this research but perhaps there are reasons not mentioned as such in documents

that lead to differences in the implementation of gender mainstreaming. Future research could therefore further research differences in the implementation of gender mainstreaming by collecting more empirical data, for example through interviews with civil servants responsible for implementing gender mainstreaming initiatives, or political or administrative leaders about their commitment and underlying motives for their commitment of gender mainstreaming initiatives. Furthermore, in line with the scope of this research, this study comprised of a comparative case study of the Netherlands and Sweden. It may be interesting to further research implementation differences regarding gender mainstreaming between more EU countries. Furthermore, future research could focus on the role of the EU in the implementation differences of gender mainstreaming initiatives as the EU has taken a leading role in implementing gender mainstreaming after the Beijing Declaration of 1995.

5.3 Practical implications

Based on the analysis and conclusions several practical implications and recommendations could be made. These will focus primarily on the Netherlands as the implementation of gender mainstreaming has severely fallen behind over the years. However, practical implications will also refer to Sweden and the European Union (EU) as the EU has taken a primary role in fostering gender mainstreaming.

First of all, the main complication to successful implementation of gender mainstreaming in the Netherlands appear to be the socio-cultural context which does not problematize gender inequality as much and the political structure and developments which seem to be conservative, masculine and focused on remaining the status quo. First of all, to break through the existing political structures, political leadership should commit openly and specifically to gender mainstreaming as a main strategy to achieve gender equality. By doing so, legitimacy will be created to implement gender mainstreaming and following political leadership, administrative leadership may also have the possibility to commit to gender mainstreaming and prioritize this on a day-to-day basis and allocate resources for implementation locally. As the values and attitudes appear to be important for successful implementation of gender mainstreaming as well, it is recommended that training takes place on a larger, more organized scale in Sweden. Scientific literature is positive about the possible contributions of trainings for the implementation of gender mainstreaming while there have been negative experiences with the usefulness and satisfaction of trainings in practice. The findings in this thesis however suggest that gender mainstreaming training could improve the commitment from employees to this strategy, create more knowledge and expertise about gender inequality and gender mainstreaming and create awareness by employees regarding their own responsibility for successful implementation of gender mainstreaming. Therefore, it is highly recommended that trainings are organized.

Furthermore, the changes in 2007 show a shift in Dutch emancipation policy. Until 2007, the Dutch emancipation policy focused on women and gender inequality. From 2007 onwards, LGBT people were included in the Emancipation Policy as well, causing a shift towards inequalities in general. The findings in this research as well as previous literature have suggested that including other disadvantaged groups as well could shift away the focus from gender mainstreaming. Therefore, it is recommended to focus more on gender mainstreaming instead of mainstreaming of disadvantaged groups in general.

Another major shortcoming in the implementation of Dutch gender mainstreaming which should be solved for successful implementation is the lack of monitoring and evaluation. In line with previous findings, this study found that monitoring and evaluation is vital for successful implementation of gender mainstreaming. Especially when there is low political and cultural support for gender

mainstreaming measures. However, the monitoring and evaluation of gender mainstreaming in the Netherlands does not seem to be coordinated and subsequently is not taking place on a regular basis leading to frustration, shattered expertise and unsuccessful implementation of gender mainstreaming in general. As gender mainstreaming in itself is already difficult to measure because of its integral character, it is recommended to coordinate the monitoring and evaluation of gender mainstreaming efforts. This could also enhance the accountability, legitimacy and commitment for gender mainstreaming as 'tangible' results or results in general could be measured more specifically.

Practical implications for Sweden would entail to remain supporting gender mainstreaming initiatives by prioritizing gender mainstreaming and keep organizing trainings on a larger scale. As shown in the case of the Netherlands, continuous effort is needed to remain among the better performing countries when it comes to the implementation of gender mainstreaming. From the EU perspective, as the EU has taking a leading role in promoting and implementing gender mainstreaming initiatives, it may be interesting to further explore the different socio-cultural context and political structures and developments of the Member States and their role in implementing gender mainstreaming policies as well as general gender equality policies from the EU.

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Appendix I: Data collection overview

Sweden

Doc number	Author	Title	Type of document	Status	Number of pages	Date	Timespan
1	Sida	Mainstreaming gender equality	Memorandum	Final	7	22 nd January, 2003	2003
2	Sida	Gender equality: Mainstreaming gender equality and women's rights	Portfolio overview	Final	2	2005	2005
3	Swedish Government	Gender equality in public services – some useful advice on gender mainstreaming	Official report	Final	56	2007	2007
4	Regeringskansliet	Gender mainstreaming in Sweden: A gender equality perspective in all policy areas	Fact sheet	Final	2	1999	1999
5	Norden/Nordisk Ministerråd 2015	Gender mainstreaming in the work performed by governmental authorities – results and	Research report	Final	24	2015	2015

		recommendations from a trans-Nordic study					
6	Norden/Nordisk Ministerråd 2015	Gender mainstreaming in the work performed by municipalities – results and recommendations from a trans-Nordic study	Research report	Final	28	2015	2015
7	JämStöd	Gender mainstreaming manual. A book of practical methods from the Swedish Gender Mainstreaming Support Committee (JämStöd)	Manual	Final	70	2007	
8	Swedish Secretariat for Gender Research	Gender mainstreaming of regulatory documents	Report	Final	5		
9	EIGE	Factsheet Sweden	Factsheet	Final	3	2015	1995-2015

The Netherlands

Doc number	Author	Title	Type of document	Status	Number of pages	Date	Timespan
1.	Directie Coördinatie Emancipatiebeleid	Handleiding Gender Mainstreaming	Manual	Final	35	May 2003	
2.	Ministerie Onderwijs, Cultuur en Wetenschap. Directie Emancipatie	Beleidsdoorlichting Onderwijs, Cultuur en Wetenschap (totaallijst feitelijke vragen Beleidsreactie op beleidsdoorlichting van de Directie Emancipatie)	Governmental letter	Final	17	14 March 2019	
3.	Ministerie van Onderwijs, Cultuur en Wetenschap	Beleidsreactie op de beleidsdoorlichting van de Directie Emancipatie	Governmental letter	Final	10	26 November 2018	
4.	Regioplan beleidsonderzoek (in opdracht van Ministerie van OCW)	Beleidsdoorlichting Emancipatiebeleid (artikel 25 begroting OCW)	Report	Final	142	2 November 2018	

5.	Ministerie van Onderwijs, Cultuur en Wetenschap	Reactie op internationale rapporten en contouren beleid gendergelijkheid	Governmental letter	Final	5	28 November 2017	
6.	Ministry of Foreign Affairs	Premises and promises – A study of the premises underlying the Dutch policy for women’s rights and gender equality	Report	Final	150	17 November 2015	
7.	Ministry of Foreign Affairs	Kamerbrief over IOB Beleidsdoorlichting – Gender Sense and Sensitivity	Governmental letter	Final	10	17 November 2015	2007-2014
8.	Ministry of Foreign affairs – IOB Evaluation	Gender sense and sensitivity	Report	Final	230	2015	2007-2014
9.	EIGE	Factsheet Netherlands – Gender policy development in the Netherlands in 1995-2015	Factsheet	Final	3	2015	1995-2015

	Visitatiecommissie Emancipatie	Emancipatiebeleid en gender mainstreaming bij het ministerie van Onderwijs, Cultuur en Wetenschap	Report	Interim	14	December 2005	2004-2005
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General

Author	Title	Type of document	Status	Number of pages	Date	Timespan
Regeringskansliet – Ministry for Integration and Gender Equality	The Conference Gender Mainstreaming at governmental level in EU Member States 1-2 February 2007 in Stockholm	Conference report	Final	36	13 February 2007	2007

