

# **Policy Frames and Implementation Problems: The Case of Gender Mainstreaming**

## **State of the Art and Mapping of Competences in Spain**

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## State of the Art and Mapping of Competences in Spain

### Summary

This paper explores the process in which Spain has developed specific policies on gender equality in general and gender mainstreaming in particular, highlighting the main actors and processes in Spanish gender policy.

The Socialist Party promoted a **State Feminism** when it created a National Women's Agency, called *Instituto de la Mujer*, in 1983, that is currently the main governmental agency working on Women's Issues in Spain. **Political Parties and Trade Unions** are recognised actors on the gender equality scenario. In the last two decades, the Spanish democracy has developed a quasi-federal organisation (*Comunidades Autónomas*), in which regional governments have gained control over a number of institutions, and Women's Agencies were created at a regional level. These agencies exist in most of the Spanish regions and have their own Equality Plans, following different rhythms of development. This paper includes a **scheme of the Equality Plans at a National and Regional Level** that shows which institutions are involved in the process and the different periods of development of the Plans.

Equality **Plans are horizontal** (gender mainstreaming *ante litteram?*), which means that other governmental departments must implement the actions included in the plans as Women's Institutes have no power and no budget to implement them. The main characteristic of Equality Plans in Spain is that they are approved by the **governmental** cabinet. This gives a major role to the executive level while the legislative level has a minor influence on the articulation of gender policies.

International institutions such as the European Union and the United Nations had an impact on the continuity of gender policies in Spain, in spite of changes in the colour of the party in government, thank to their legal framework on gender equality. There is a lack of hard policy measures, and a **prevalence of soft legislation** on gender issues. "**Politics of Persuasion**" is the strategy adopted by gender advocates to gain support of policy-makers when planning Equality Plans and gender mainstreaming measures.

We include a short **overview of the Spanish Legislation on Women's Issues**, excluding the area of labour market, since it is a major topic in itself.

The **feminist movement and Women's Movement** have had a relevant role during the transformation of the Spanish democracy, but not as much as it has had in other countries. Nowadays, this movement is fragmented into a great number of NGOs and womens' associations that are not labelled as 'feminist' but rather as women's movement. We hypothesise that the institutionalisation of gender policy could have had a negative impact on the feminist movement.

**Academic Feminism** has gained presence overtime, as the growing bibliography on gender issues shows, developing Women's interdepartmental seminars, gender courses and Ph.D programs. The paper lists some of the main research centers and programs on Women's Studies as well as most of the **research** on Women's Issues in Spain since 1995.

Bibliography also shows that there is not so much literature on Gender Mainstreaming in Spain, as those who are working in this field, i.e. *Consulting Companies, NGOs, individuals, governmental bodies*, do not tend to publish their work. Publications on gender mainstreaming have been produced by Spanish partners working within European Union funded projects.

## 1. State of the Art on Gender Equality Policies and Gender Mainstreaming

The **creation** of the national agency, *Instituto de la Mujer* (Woman's Institute), in **1983**, is **the starting point for state feminism and for gender equality public policies in Spain** (Gil, 96), and **an important "tool in" women's policy-making** (Valiente, 95). From the moment of the Institute's creation, gender equality public policies -and the institutional frameworks around them- in Spain have developed very quickly. As Celia Valiente (Valiente, 95) has pointed out, that starting point for state feminism arrived approximately ten years later in Spain than in other Western countries. Nevertheless, the *Instituto de la Mujer* (IM) was comparable in 1994 -ten years after its creation- to similar institutions in other advanced industrial democracies in terms of goals, budget, and human resources.

The 17 Spanish Regional Governments (*Comunidades Autónomas*) have all followed the national model, and have also developed equality plans of their own. These plans are developed by "women" specific agencies, though they are supposed to also involve other departments in the regional public administrations. Some of these regional agencies are now developing their own third plans; others have just approved their first one. These plans are the main instruments in the articulation of equality public policies in Spain.

To fully understand this development, we must analyze it at least from two different perspectives. First of all, we have to consider *the social, economic and political context in Spain*. It is important to note that Spain went from a right-wing, closed dictatorship to a modern and European oriented democracy in approximately 10 years<sup>1</sup>. This change has led to deep and enormous social changes, including changes in women's roles in Spanish society. Secondly, it is also necessary *to analyze the changes that have taken place regarding the political and institutional organization in the Spanish territory*. The Spanish Constitution of 1978 set an original model for the territorial organization in Spain -neither unitary centralised nor federally centralised- which established political and administrative autonomy for the different regions and nationalities<sup>2</sup>. This model was flexible and open, and it has permitted a strong, complex and continuing development of the so-called "*Estado de las Autonomías*" (Autonomic State). Definitely, Spain has gone from being a strong centralised State to a quasi-federal State<sup>3</sup> in 20 years. This context is important for understanding the current development and the role of public policies at the regional level in Spain.

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<sup>1</sup> Franco died on November 1975 and Spain entered the European Economic Community (EEC) in 1986

<sup>2</sup> The intention, at the beginning was the recognition of just the three "historical" nationalities of *Cataluña*, *País Vasco* and *Galicia*. These three regions were the ones which plebiscited their Statutes of Autonomy in the II Republic (1931-36). This possibility of autonomy was generalised for all the territories in Spain

<sup>3</sup> Some authors (Carreras, 97) claim that we have a federal model in its structure. In his opinion we only have one factor which cannot be considered "federal" and that is the Spanish Senate. And precisely, this institution will go under reform for being more territorially oriented. The president of Catalonia and other members of his nationalist party (CiU) have launched the term "shared soberany".

The national Woman's Institute -*Instituto de la Mujer* (IM)- was created at the end of 1983, and the first Plan was approved in 1988. The first regional "specific" women's agencies<sup>4</sup> were created in 1988 in the *Comunidades Autónomas* of *Andalucía*, *País Vasco* and *Comunidad Valenciana*<sup>5</sup>. The last one -in *Navarra*- was created in 1995. All the regional governments have ongoing equality plans at this moment.<sup>6</sup>

The development of state feminism in Spain and, the consequent development of Spanish gender equality public policies was due, among other factors, to the Socialist Party's (*Partido Socialista Obrero Español* - PSOE), commitment to gender equality. The PSOE won the elections in October 1982 and remained in Government till March 1996. It was the drive of the feminist socialist women<sup>7</sup> who created a caucus in 1981 (*Mujer y Socialismo*) inside that party (Valiente, 95) which made the first socialist Government seriously consider the issue of gender inequality in its political agenda.

In this moment the socialist feminists' claims were to develop the equal rights established in the Spanish Constitution of 1978, promoting non-discriminatory legislation, and develop actions for promoting equality between sexes. Within the law creating the IM, we find its goal: " By accomplishing and developing the constitutional principles, the IM's main aim is the promotion and encouragement of the conditions which make social equality between sexes and woman's participation in the political, cultural, economic and social life possible "8.

The type of public actions accomplished by a public policy heavily depends on how the public problem is defined. The problem in the beginning of State feminism in Spain was defined, as the **inequality between sexes**, referring especially to the **lack of women's participation in society**. The problem of equality has logically evolved from that point. Sensat and Varella (1998) analyse the first and second national equality plans in Spain, and claim that gender equality public policies in Spain have tried to fight against sex and not **gender**<sup>9</sup> inequalities (defining gender as "a relational category dealing with the relationships between men and women which are established asymmetrically"). According to these authors, although the concept of gender category **has been recognized** in the second plan, it has been done only at the discourse level.

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<sup>4</sup> There were other small regional administrative units in some regional governments before that date, but they were not "specific" for women's affairs or they were very small inside a non-specific structure, i.e. *Agencia de Promoción de la Mujer* inside the Social Welfare General Direction in the autonomous community of *Cantabria*.

<sup>5</sup> As we elaborate later in this paper, it is important the administrative factor of these agencies. One of these first agencies (*Comunidad Valenciana*) was not created as an *organismo autónomo* (independent agency), although the name was the same as the other ones (*Institut Valencià de la Dona*, *Instituto Andaluz de la Mujer* and *Emakunde -Instituto Vasco de la Mujer*). Precisely, this administrative factor could be one of the reasons why that former agency in Valencia changed (1995) and disappeared (1997), changing the format of the specific agency (now it is the *Dirección General de la Mujer*).

<sup>6</sup> Only in one of the *Comunidades Autónomas* the regional agency is still in the elaboration process of their second plan (*Extremadura*).

<sup>7</sup> At that moment it was used the term "double militancy" for feminist women in some feminist group who were militants in a political party.

<sup>8</sup> IM creation law (*Ley de Creación del Organismo Autónomo Instituto de la Mujer. Ley 16/1983, de 24 de Octubre*).

<sup>9</sup>As Lovenduski (1997) has pointed out sex is referred to the *biological sex* and gender to the way in which relationships between sexes are produced and institutionalised, that is, gender is referred to the social consequences of the biological differences between men and women.

Sensat and Varella's thesis is completed with the analysis that the national plans for gender equality in Spain -both the first (88-90) and second one (93-95)- have been formulated around the productive (and not the reproductive) arena.

Based on the public-private dilemma, Gil (1996) points out a difference between the Plan I and the Plan II was almost exclusively oriented toward the **work field**, not mentioning public-private dualism or the need to promote equal sharing of domestic responsibilities. Plan II, however, did mention the need for **new balances between private and public spheres**. This second Plan mentioned some actions dealing with the "private" sphere. These differences show the evolution of the problem's definition.

Over time, women have realised that it is not enough to have **formal equality**, nor is it enough to have gained more access to the labour market, because the social, economic and cultural structures do not permit real equal opportunities. Women have gained some access to the productive field (mainly masculine) but they still have the main -and almost exclusive- responsibility for the **reproductive field** (mainly feminine).<sup>10</sup> Thus, although it still remains important for women to gain more equal access to the productive sphere, it seems increasingly important to combine strategies in the reproductive realm.

One of the consequences of this problem's evolution has been the increasing, although still weak, (re)consideration of some traditionally *private* aspects (dealing with the reproductive and domestic realm) as public issues (something to be considered for public action). **This has also led to new definitions within the equality problem: transforming the concept of "equality to" to one of "equality between," and changing the idea from one of women's participation in a men's world to one of the world as a place for both women and men.** One symbolic indicator for this tendency may be the changes in the formal title of the national Plans. The Spanish national Plans I and II were titled "Plan(s) for the Equal Opportunities *for* Women". The third one is titled "**Plan III** for the Equal Opportunities *between* Women and Men". Also, Plan III's introduction states that "**the promotion of equality requires not only positive action in the interests of women (...) It also requires action for adapting society to a more fair distribution of roles between the sexes**"<sup>11</sup>. However, we would argue, according to Sensat and Varella, that this new definition is **recognised at the discourse** level but not fully developed into actual public policies for gender equality.

Moreover, in our analysis,<sup>12</sup> we found that the third national plan **it is less advanced in these issues than the second one**. For example, while in Plan II there was a specific area dealing with the "Promotion of a more equal distribution of domestic responsibilities", we have only found one objective inside the "Economy

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<sup>10</sup> The last data about "usage of time" are that in 1996 Spanish women spend 7h35' in a day in domestic activities. Spanish men spend 3h5'. These data were slightly different in 1993 (7h58' for women and 2h30' for men). This may mean that things are changing, but the differences between sexes are still enormous (Instituto de la Mujer. *Mujeres en cifras*. 1997)

<sup>11</sup> III Plan para la Igualdad de Oportunidades entre Mujeres y Hombres (97-2000). Pag. 10.

<sup>12</sup> Both Sensat and Varella, 98 and Gil, 96 base their analyses in the I (88-90) and the II (93-95) national Plans.

and Employment Area” of Plan III that deals with the “harmonization of men and women’s family and labour life”. Not only is it significant that this objective is stated from the “economy and employment perspective”, but it is also generally less precise and less ambitious than Plan II.

Another developmental trend in defining the equality concept is its vindication not only in terms of (women’s?) rights, but also in terms of the idea that **equality is good** for women **and** men. This is the case, for example, of the slogan for the 1998 campaign of the D.G. of Woman in the Autonomous Region of Madrid (“*Equality matters to all, not only to women. Apply equality in your everyday life*”). Another example is that of the program “OPTIMA” (launched after the national Plan II) which tries to encourage enterprises to make a commitment to equality inside their organizations<sup>13</sup>.

The brand new Fourth Equality Plan (PIOM IV) has the same title as Plan III, Plan for the Equal Opportunities *between* Women and Men, and it is based on the European Community Action Plan IV, which focuses on mainstreaming as an important strategy. Therefore, the PIOM IV is built into two main principles:

- Gender Mainstreaming to guarantee equality between men and women in all areas.
- Cooperation with all actors involved such as: Public Administration, NGOs, social actors, and society in general.

The PIOM IV (If you do change it, just be sure to be consistent and change every one. it is awkward to have the roman numerals in front of the plans as you currently do... another option would be, perhaps, to write out “Fourth,” “Third,” etc) has the following eight priority areas: Gender Mainstreaming in Public Policy; Equality between Women and Men in economic life; Participation in decision-making.; Promotion of Women’s quality of life standards; Promotion of equality in social life; Transmitting egalitarian values and attitudes; Reconciliation of Family and Work Life; Cooperation with all public administration, public and private institutions as well as NGOs, Spanish International Cooperation Agency and others.

Equality Plans from the National Women’s Institute ( <i>Planes de igualdad del Instituto de la Mujer</i> )	Dates	Key Issues
I PIOM: Plan(s) for the Equal Opportunities <i>for</i> Women	1988-90	<ul style="list-style-type: none"> <li>• The Government did not approve the Plan.</li> <li>• Positive actions were not mandatory (except for European ones)</li> <li>• The feminist movement did not participate, nor did they support of the Plan.</li> <li>• The Inequality between sexes is emphasized (“equal to”)</li> <li>• Formal Equality is established.</li> <li>• Fights against sex and not gender inequalities</li> </ul>

<sup>13</sup> In the Plan II, the action 3.8.3. mentions, among other measures campaigns around the idea of “equal opportunities is a good opportunity for enterprises”.



Equality Plans from the National Women's Institute ( <i>Planes de igualdad del Instituto de la Mujer</i> )	Dates	Key Issues
I PIOM: Plan(s) for the Equal Opportunities <i>for</i> Women	1988-90	<ul style="list-style-type: none"> <li>• The Government did not approve the Plan.</li> <li>• Positive actions were not mandatory (except for European ones)</li> <li>• The feminist movement did not participate, nor did they support of the Plan.</li> <li>• The Inequality between sexes is emphasized (“equal to”)</li> <li>• Formal Equality is established.</li> <li>• Fights against sex and not gender inequalities</li> </ul>
II PIOM: Plan(s) for the Equal Opportunities <i>for</i> Women	1993-95	<ul style="list-style-type: none"> <li>• From now on the Government approved the Plan</li> <li>• Made changes based on III European Community Action Plan</li> <li>• Changing the world to be a place for both women and men</li> <li>• Equality <i>de facto</i></li> <li>• Gender category has been recognized at the discourse level</li> <li>• Focused on the work field</li> <li>• Inconsistencies between the formal design of the Plan and the implementation of actions</li> <li>• Global goals are well designed but not prioritised, which made it difficult to coordinate tasks and meet the real needs detected</li> </ul>
III PIOM: Plan(s) for the Equal Opportunities <i>between</i> Women and Men	1997-00	<ul style="list-style-type: none"> <li>• It formally changes the equality concept to “equality between”</li> <li>• Equality promotion requires not only positive actions for women (...), but it also requires actions for adapting society to a more fair distribution of roles ; it is recognised at the discourse level but not taken into action.</li> <li>• New balances between private and public spheres</li> <li>• Positive Effects: equity is not only good for women but also for men</li> </ul>
IV PIOM: Plan(s) for the Equal Opportunities <i>between</i> Women and Men	2003 – 06	<ul style="list-style-type: none"> <li>• It is based on IV European Community Action Plan</li> <li>• Its design follows up the III PIOM</li> <li>• Mainstreaming is pointed out as an important strategy</li> <li>• As previous PIOMs it does not count on the feminist movement nor on NGOs (except International Cooperation area)</li> </ul>

**1.1 Main actors involved:**

**Various levels of the state, movements, relevance inter/transnational level.  
Did this change over time? Why? How?**

The actors and actresses involved are State Feminism, Feminist and Women’s Movement, Political Parties, Unions and Academic Feminism.

**a. State Feminism**

**• The institutional framework: The creation of specific government agencies**

As we said before, the development of specific “women’s agencies” at regional levels in Spain started in the late 80’s, approximately five years after the national agency, *Instituto de la Mujer* (IM) was created at the end of 1983. As it has been pointed out before (Valiente, 96, Martínez, 97) the national agency (IM) represented a model in the regional institutionalization of specific government agencies. This later arrival is mainly due to the pace of the development of the State model in Spain (*Estado de las Autonomías*), which has been shaped in the last 20 years. The seventeen Autonomous Regions (*Comunidades Autónomas*), which are regions and nationalities with administrative and political autonomy, were created from the end of 1979 (*País Vasco* and *Cataluña*) to the beginning of 1983 (the last four were *Extremadura*, *Baleares*, *Madrid* and *Castilla-León*)<sup>14</sup>. In all of created laws (*Estatutos*), general equality rights and powers related to “the promotion of women” were established. The Autonomous Regions have institutionalized these powers through different organizational forms. All of them are Spanish femocracies, which have been the main actors for regional gender equality public policies in Spain.

The regional women’s agencies are analyzed with respect to two important organizational factors: their type of agency and in which regional department of the government where they are situated. **The changes over the years in these two factors, political ascription of each regional government, and sex of each department’s head where agency is inserted are also discussed.** The first factor to take into account is the **type of organisation** established. See **table 2:**

Autonomous Regions	Type of Organization and date of creation	Equality Plans
Andalusia	<i>Instituto Andaluz de la Mujer</i> (1988) <i>Unidad de Igualdad y Género</i> (2000-2006) Andalusia Woman’s Agency Equity and Gender Unit (2000-2006) <i>First Government Unit for Mainstreaming in Spain.</i>	I Plan 1990-92 II Plan 1995-97 (still running)

<sup>14</sup> In 1995 were created by *Estatuto de Autonomía* the “autonomous cities” (*Ciudades Autónomas*) of *Ceuta* and *Melilla*. These two Spanish territories are sited in North Africa and they are part now of the Spanish “autonomic map”. However, we do not take them into account in our analysis, because of their recent incorporation and because their different nature and context.

Autonomous Regions	Type of Organization and date of creation	Equality Plans
<b>Andalusia</b>	<i>Instituto Andaluz de la Mujer(1988)</i> <i>Unidad de Igualdad y Género (2000-2006)</i> Andalusia Woman's Agency Equity and Gender Unit (2000-2006) <i>First Government Unit for Mainstreaming in Spain.</i>	I Plan 1990-92 II Plan 1995-97 (still running)
<b>Aragón</b>	<i>Instituto Aragonés de la Mujer (1993)</i> Aragón Woman's Agency	I Plan 1994-96 II Plan 1997-2000 III Plan 2001-2004
<b>Asturias</b>	<i>Secretaría Regionales de la Mujer (1989)</i> <i>Dirección General de la Mujer (1993)</i> <i>Secretaria Regional de la Mujer (1995)</i> <i>Instituto Asturiano de la Mujer(1999)</i> Progression from a Regional Secretary on Woman's Issues to a Woman's Agency"	I Plan 1989-91 II Plan 1993-95 III Plan 1996-2000 IV Plan 2001-2005
<b>Baleares</b>	<i>Comisión Interdepartamental (1990)</i> <i>Instituto Balear de la Mujer (1999)</i> Interdepartmental Commission Baleares Woman's Agency	I Plan 1991-93 II Plan 1996-99 III Plan 2002-2005 <sup>15</sup>
<b>Canarias</b>	<i>Instituto Canario de la Mujer (1994)</i> Canary Islands Woman's Agency	I Plan 1995-96 II Plan 1997-2000 III Plan 2003-2006
<b>Cantabria</b>	<i>Agencia de Promoción de la Mujer (1986)*</i> <i>Dirección General de la Mujer (1997)</i> Woman's Promotion Agency Woman's Directorate General (D.G.)	I Plan 1991-93 II Plan 1998-2001 (still running)
<b>Castilla-La Mancha</b>	<i>Dirección General de la Mujer(1990)*</i> Woman's Directorate General	I Plan 1990-94 II Plan 1995-99 III Plan 2000-03
<b>Castilla-León</b>	<i>Servicio Regional de la Mujer</i> <i>Secretaría Regional de la Mujer(1994)</i> <i>Dirección General de la Mujer e Igualdad de Oportunidades (1999)</i> Woman's Regional Service Woman's Regional Secretary Woman's Directorate General and Equal Oportunities	I Plan 1994-96 II Plan 1997-2000 III Plan 2001-2006
<b>Cataluña</b>	<i>Comisión Interdepartamental de Promoción de la Mujer (1987)</i> <i>Institut Catalá de la Dona (1989)</i> Woman's Promotion Interdepartmental Commission Cataluña Woman's Agency	I Plan 1989-92 II Plan 1994-96 III Plan 1998-2000 IV Plan 2001-2003

<sup>15</sup> It has been approved by the Advisory Board (Consejo Rector), but it is awaiting the President Cabinet Office's (Consejo de Gobierno Autónomo) approval.

Autonomous Regions	Type of Organization and date of creation	Equality Plans
<b>Andalusia</b>	<i>Instituto Andaluz de la Mujer (1988)</i> <i>Unidad de Igualdad y Género (2000-2006)</i> Andalusia Woman's Agency Equity and Gender Unit (2000-2006) <i>First Government Unit for Mainstreaming in Spain.</i>	I Plan 1990-92 II Plan 1995-97 (still running)
<b>Comunidad Valenciana</b>	<i>Institut Valencià de la Dona (1988)</i> <i>Dirección General de la Mujer (1997)</i> Valencia Woman's Agency Woman's Directorate General (D.G.)	I Plan 1989-91 II Plan 1997-2000 III Plan 2001-2004
<b>Extremadura</b>	<i>Asesoría Ejecutiva de la Mujer (1988)*</i> <i>Dirección General de la Mujer (1991)</i> <i>Instituto de la Mujer de Extremadura (2001) adscrito a la consejería de cultura.</i> Women's Executive Consultant Woman's Directorate General (D.G.)	I Plan 1991 II Plan 2000-2003
<b>Galicia</b>	<i>Servicio Galego de Promoción da Igualdade del Home y la Muller (1991)</i> Agency for the Promotion of Equality between Woman and Man	I Plan 1992-94 II Plan 1995-1997 III Plan 1998-2000 IV Plan 2002 - 2005
<b>La Rioja</b>	<i>Centro Asesor de la Mujer en la D. G. de Bienestar Social (1988)*</i> <i>Consejo Sectorial de la Mujer (1997)</i> <i>Consejo Sectorial de la Mujer que desde 2002 depende del Consejo Riojano de Servicios Sociales</i> Consulting Centre for Women at the Social Welfare General Directorate. 1988 Woman's Sectorial Board (1997) Woman's Sectorial Board since 2002 depends on La Rioja Social Services Board.	I Plan 1991- 95 I Plan Integral 1996-99 II Plan Integral 2001-2004
<b>Madrid</b>	<i>Dirección General de la Mujer (1989)</i> Woman's Directorate General (D.G.)	I Plan 1989-91 II Plan 1993-1995 III Plan 1997-2000 IV Plan 2001-2005
<b>Murcia</b>	<i>Dirección General de la Mujer (1991)</i> <i>Dirección General de Política Social y Familia (1995)</i> <i>Dirección General de Juventud, Mujer y Familia (1997)</i> <i>Secretaría Sectorial de Mujer y Juventud (1999)</i> Woman's Directorate General (D.G.) Social Politics and Family Directorate General Directorate General for Youth, Women and Family Issues Women and Youth Sectorial Secretary	I Plan 1993-95 II Plan 1997-2000 (still running)
<b>Navarra</b>	<i>Subdirección General de la Mujer (1991)</i> <i>Instituto Navarro de la Mujer (1995)</i> Woman's General Subdirection Navarra Woman's Agency	I Plan 1998-2000 (still running)

Autonomous Regions	Type of Organization and date of creation	Equality Plans
<b>Andalusia</b>	<i>Instituto Andaluz de la Mujer (1988)</i> <i>Unidad de Igualdad y Género (2000-2006)</i> Andalusia Woman's Agency Equity and Gender Unit (2000-2006) <i>First Government Unit for Mainstreaming in Spain.</i>	I Plan 1990-92 II Plan 1995-97 (still running)
<b>País Vasco</b>	<i>Instituto Vasco de la Mujer – Emakunde (1988)</i> Basque Woman's Agency	I Plan 1991-94 II Plan 1995-98 III Plan 1999-2000

\*Administrative units with an inferior status to the Directorate General, depending on a Directorate General that is not specific to women's issues.

a) Ten agencies (out of seventeen) are independent agencies with administrative and economic autonomy (*organismos autónomos*). This is different from the other nine, in the following ways:

- These agencies were created by a law approved by the legislative branch (in this case by each regional Parliament). The rest are regulated by an executive bill (*decreto*) originally approved by the regional cabinet (*Consejo de Gobierno*). This means that for changing or eliminating those agencies, another law approved by the legislative branch is needed. For the second ones, another executive bill is enough.
- They have their own legal status (*personalidad jurídica*), which is different from that of the Public Administration to which they are assigned. This means they have administrative autonomy and manage their own budget.
- These agencies normally have a "Board of Directors" (*Consejo de Administración*). In these Boards, not only the regional Public Administration is represented, but also some social agents feminists, unions, etc.) usually have a voice.

One exception is the Asturias Women's Agency (*Instituto Asturiano de la Mujer*), that also has a certain degree of autonomy, but does not have the same legal status<sup>16</sup> as the other *Institutos* (*it was approved by the executive instead of the legislative branch*)

b) The seven agencies that are not independent agencies are different types of administrative units with some differences among them:

<sup>16</sup> Instead of an independent agency (*organismo autónomo*), it is called "*órgano desconcentrado*".

Five Woman's Directorates General (D.G.) (*Direcciones Generales de la Mujer*) in *Cantabria, Castilla-La Mancha, Madrid, and Comunidad Valenciana*. Plus one "Regional Secretary" (*Secretaría Regional de la Mujer*) in *Castilla-León*, quite similar to women's D.G.

1. A Directorate General (D.G.) and a Sectorial Board, gathering a number of so-called "minorities", both in small one-province Autonomous Regions.

- In *Murcia* the Directorate General in charge of women issues is also responsible for youth and "family" issues (*Dirección General de Juventud, Mujer y Familia*)

- In *La Rioja* there are a number of units called Sectorial Boards (*Consejos Sectoriales*) for each group of people (Elderly, Infants and Youth, Handicapped People, Social Excluded Groups, etc), so we find the "Sectorial Board for Women" (*Consejo Sectorial de la Mujer*) inside the Social Services.

These General Directorates are in charge of gender equality policies and plans, and are also responsible for relationships with the IM and woman's agencies in other Autonomous Regions.

Generally speaking, independent agencies are less likely to suffer political changes. They are supported by a better and a more stable institutional framework for gender equality public policies than the dependent agencies. In fact, *Andalucía, Cataluña* and *País Vasco* (the oldest independent women's agencies) have been the most stable and also have made the most progress for gender equality public policies.

The second factor to analyse is the Government Department to which the women's agency belongs. This categorization can also be seen in table 1. Seven regional agencies depend directly on the **Departments of Presidency**, and one regional agency depends on the **Department of Culture**. This implies a better position in persuading the other departments to formulate and implement gender policy measures (accomplishing the gender perspective "mainstreaming" across all public policies). This type of relationship seems to make more sense for comprehensive gender equality public policies (i.e. dealing with all possible issues affecting women).

Within the seven woman's agencies depending on the **Departments of Social Welfare**: *Canarias* belongs to the same department as the employment agency (like at the national level), and in others (*Castilla-León* and *La Rioja –is there a third?*), the social welfare issues are in the same department as the health issues. In the meantime, the local agency (*Dirección General de la Mujer*) in Madrid has belonged to the Labour Department since 2001. One Autonomous Region (*Galicia*), with a long series of conservative governments, has a specific "Family, Woman and Youth Department" to which the specific agency ("Agency for the Promotion of Equality between Women and Men") is assigned.

At the Balears Island, the Local Women's Agency (*Instituto Balear de la Mujer*) depends on the Social Welfare Department. The two remaining "women's institutions" depend on **Departments of Culture**.

If we combine these two factors we have an idea of how favourable or advantageous the institutional framework for each regional gender equality public policy is. We have four regional agencies (*Andalucía, Aragón, Cataluña* and *País Vasco*) with a very favourable institutional framework.

Femocrats are aware of these factors, and the evolution and changes that have occurred around regional femocracies have gone in this direction: either creating an independent agency (like in *Navarra*<sup>17</sup>), creating superior or specific administrative units (like in *Cantabria, Castilla-León* and *Asturias*)<sup>18</sup>, or moving the agency or organisation from a specific Department to the Department of Presidency (like in *Cantabria* and *Murcia*). There are only three significant exceptions. One of them precisely illustrates this trend: the Andalusian Woman's Institute was assigned to Presidency at the beginning, but in 1990 it was moved to the Culture Department to finally be returned to Presidency again in 1994. The Andalusia Institute's evaluation of that "non-presidency" period is negative. The other two exceptions have to deal with political changes in the regional governments through the 1995 elections; the conservative party (*Partido Popular, PP*) won some Autonomous Regions, *Madrid* and *Murcia* among them<sup>19</sup>.

At a **local level, there are heterogeneous experiences of public gender institutions**, depending on the amount of citizens, the size of the city, town or village, the ruling political party, etc. In larger towns, there are independent Units on Women's Issues (*Concejalías de la Mujer*), programs on equal opportunities for women and men, etc.

- **Mainstreaming in the Andalusian Government**

The first stable unit created for mainstreaming in Public Policies in Andalusia, and within the Regional Government all over Spain, was born in 2000 with European funding. It is a pilot experience to provide policy-makers with the specific knowledge and tools to bring gender perspective into their decisions and activities, according the European Community recommendations. Both the Andalusian Women's Agency (*Instituto Andaluz de la Mujer*) and the Regional Department of Economics and Finance (*Consejería de Economía y Hacienda*) promote the Equity and Gender Unit (Unidad para la Igualdad y el Género), with European Funding.

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<sup>17</sup> In 1997 the *Instituto Navarro de la Mujer* was created. Before then, there was a small administrative unit (*Subdirección General de la Mujer*) depending on the D.G. of Social Welfare.

<sup>18</sup> Cantabria in 1997 created the D.G. of Woman depending on Presidency. Before then there was a small administrative unit (*Agencia de Promoción de la Mujer*) depending on the D.G. of Social Welfare. Castilla-León changed in 1994 its Regional Secretary for Women from being a small administrative unit depending on the D.G. of Social Action to depending directly on the Head of the Social Welfare Department. Extremadura changed in 1991 from a small unit depending on the D.G. of Social Action (*Asesoría Ejecutiva de la Mujer*) to a D.G. of Woman.

<sup>19</sup> At that time -1995-, *Madrid* moved its D.G. of Woman from the Department of Presidency to the Department of Health and Social Services, whose Head is Rosa Posada, the only woman in the Regional Government. *Murcia* changed the former D.G. of Woman into a significantly different D.G. of Social Policy and Family. However, in 1997, changed it again to the D.G. of Youth, Woman and Family and moved it from the Department of Health and Social Welfare to the Department of Presidency.

- **Equality Plans as a basic tool to articulate gender equality public policies in Spain**

Equality Plans are the main tool for articulating gender equality policies in Spain. They are a set of aims, objectives and actions to be accomplished within a concrete period of time (from two to five years) by the different governmental Departments involved in each action. These plans usually also involve, at least formally, other governmental levels and non-governmental organizations.

- **Evolution of the equality plans in Spain**

The first national equality plan was approved in 1988. One year later, four other Regional Governments approved their plans (*Asturias, Cataluña, Madrid and Comunidad Valenciana*). In 1990, another two Autonomous Regions submitted their first plans and in 1991 there were eleven Autonomous Regions that had their first plan approved. The remaining six plans have been approved since then (*Galicia* in 1992, *Murcia* in 1993, *Aragón* and *Castilla y León* in 1994, *Canarias* in 1995 and the last one, *Navarra* has just recently prepared its first plan for approval). See table 2.

When the **period of application** for a plan ends, the following plan is not always automatically approved. Normally, creating a new plan is a long process and there is a gap between the old plan and the new one. Sometimes the need to evaluate the results of the recently finished plan, which normally are not ready on time, is the claim for that delay. Nevertheless, there are seven Autonomous Regions where there was no time gap. In the remaining regions, except *Cantabria, Extremadura* and *Comunidad Valenciana*, which have longer gaps, the average time taken between plans -one year or exceptionally two- is spent on evaluation and preparation.

With regard to the **format**, there have been two evolutionary trends:

- 1) Plans are becoming *more specific* and
- 2) Plans are seeking for a *more explicit commitment* of public powers.

There is a general trend towards formulating more detailed plans. This evolution has to do with the monitoring and evaluation needs: it is very difficult, if not impossible, to monitor and evaluate objectives and actions which are vaguely stated. This trend also shows a decreasing number of actions in each plan.

The second trend consists of a higher number of commitments, either by formally pointing out the Departments which are responsible for each concrete action, by a formal commitment for monitoring and evaluating the plan or a specific budget, or by a formal intention of a few of them of letting the Regional Parliament know of the Plan the Plan to the Regional Parliament.

Regional gender equality plans have evolved under **external influences**. Two opposite trends may be found in this evolution: an increasing international influence, which we can see in the national plans and all of the ongoing regional equality plans, mentioning both the IV Conference of Beijing and the Platform for Action



and the IV European Program of Action in their presentation<sup>20</sup>. The second trend is the decreasing national influence, since the National Woman's Agency is losing its influence and the local governments are increasing theirs.

- **Structure of the Plans: typologies of initiatives and activities to be developed**

In order to understand how equality plans articulate gender policies in Spain, it is necessary to take a look at their contents and their structure. The contents of regional equality plans are quite homogeneous with regard to the “big areas” around which the different actions are organised. They have been influenced by the national plans in the first regional plans and by international and European programs and legislation later. The plans are not very similar regarding the number of actions included, the application of those actions, or the relative importance for each set of actions.

Generally speaking, the “big areas” of the regional equality plans are: **legislation** (adaptation, dissemination and publicity), **education** (co-education programs, teachers training, stimulation and vigilance of non-discriminatory text-books, etc.), **health** (cancer prevention programs, menopause program, humanization of pregnancy and labour care, etc.), **social services** (programs for women in social exclusion situations, single-mothers, prostitution, etc.), **employment and work** (job market studies, job training, women enterprise's promotion and support, collaboration with unions, etc.), **participation** (women's group promotion, support and consulting, etc.) and **cooperation** (some plans refer to national cooperation among national, regional and local governments, some to international cooperation and some to both)<sup>21</sup>. There are other areas dealing with **research** (university women studies groups' promotion, grants for women studies, etc.), **culture** (women artists' promotion, cultural activities for women, etc.), and **women's public image** (promoting a women's image adjusted to reality, controlling discriminatory advertising and commercials, etc.) that usually appear in Plans inside another area or as an area of its own. Finally, there are some “new fashion” areas which appear in the latest plans: women and **environmental protection**, women and **urbanism**, **rural women** and **violence** against women. The novelty of these areas is due, in some cases, to the emphasis, relative importance or specific treatment in Plans. That is, they have been present somehow in older plans.

Later on, some new concepts appear in the IV Plan (PIOM):

- **Mainstreaming:** In the III Equality Plan (PIOM) a new concept, “Mainstreaming”, appears but it is only mentioned in the introduction, not describing how this strategy will be taken to action. This emerging new

<sup>20</sup> The only three plans that do not mention the IV Conference in Pekin and the IV Program of Actions are the plans approved before September 95 (IV Conference date): *Castilla-La Mancha* approved 28/2/95 and *Galicia* approved on 6/3/95. *Andalucía*, approved on 17/1/95 makes a general reference to the impulse in women's promotion by the UN and the European Union.

<sup>21</sup> From 15 ongoing plans, two refer to international cooperation (*Aragón, Castilla-La Mancha*), four to national and related to the European Union (*Castilla-León, Madrid, Murcia and La Rioja*), another four to both (*Canarias, Navarra, País Vasco, Valencia*) and the remain five mention the term “cooperation” related to participation among women's groups and to those groups' promotion and support (*Andalucía, Baleares, Cantabria, Cataluña, Galicia*).

concept is better developed in the IV Plan (PIOM), where it is one of the eight actions to develop with particular strategies.

- **Decision-making:** This is a whole new area that focuses on women's participation in political, social, economical and cultural decision-making, as well as the presence of women in public administrations. It reinforces the women's role in public administration and public policy.
- **Quality of Women's Lives:** It is related to health, education and the vulnerability of certain groups of women in different periods of women's lives: maternity, abuse, drugs, handicapped, reproductive health, food disorders, immigration, adolescence, etc.

Regarding the **type of actions**, both Catalonians and Basques in their respective Woman's Institutes, have elaborated categorizations of actions in order to evaluate their plans. Besides the target groups and the already mentioned "big areas", they have developed other interesting categories for classifying plan actions.

First, the Basques establish seven categories that depend on the type of actions: 1. Actions for sensitizing, informing and popularizing; 2. Actions for guidance, consulting and support; 3. Training; 4. Investigation, studies and evaluation; 5. Extending and adapting existing resources; 6. Actions of co-ordination, collaboration and exchange and 7. Intervention on legal and social norms (these actions try to modify basic situations which generate discrimination). According to the 1996 report of the Woman's Institute in *País Vasco (Emakunde)*, 65% of the plan activities done that year were actions for sensitizing and informing, training and resources adaptation. Only 5% dealt with the last category.

Second, the Catalanian Woman's Institute has developed three categories based on the "type of policy" undergoing each action: a) "promotion" actions (services for women), "equality" actions (in order to establish the necessary conditions for men and women to have the same opportunities) and c) "parity" actions (aimed to modify social relationships which make women and men share responsibilities both in the public and the private realm). According to the Catalanian Woman's Institute most of the actions are "promotion" and "equality" actions, and "parity" actions should therefore be increased.

Finally, most of the ongoing regional plans mention "positive actions" as the plan's main strategy, although only two plans make that explicit in the plan's name. Only in *Aragón* and in *País Vasco* are the plans named "Positive Action" Plans. The other plans are named "Equal Opportunities" Plans.

- **Threats and strengths of the plans as main instruments for gender equality policies**

Some characteristics regarding equality plans can be considered as strengths. In this sense, Equality Plans (PIOM) promotes:

- **Awareness:** Public powers must think about the problem they want to solve and how they want to solve it. This factor leads to a strengthened rationale for gender equality public policies.

- *Comprehensiveness*: Equality plans are designed to be comprehensive, that is, to deal with the equality problem in different fields (employment, education, legislation, health and so on) and from different perspectives. This factor helps to see women’s development from a more realistic and comprehensive perspective and to increasingly overcome the traditional and limited linkage of social welfare to women’s promotion.
- *Strategic Vision*: A good plan means that strategic aims must be focused on and related to specific periods of time. Resources -economic, human, and institutional- have to be taken into account in advance and a commitment about them has to be made. This is an aid for knowing where public powers want to go and when they are expect to do things.
- *Public Commitment*: Equality Plans in Spain are normally approved by Governments and, in some Autonomous Regions, by the Regional Parliaments as well. This circumstance implies an important formal commitment to equality.
- *Horizontally*: The comprehensiveness of equality plans requires the active participation of different governmental departments. This is the first step and a necessary condition for promoting the *mainstreaming* of gender perspective in all public policies.
- *Interdepartmental Co-ordination*: The different departments are encouraged to work together or at least be aware of what the others are doing.
- *Participation*: Most of the last regional plans have gone through previous “elaboration processes” before their approval. These processes usually include some kind of participation of women’s groups, although this participation may be a formal way for gaining legitimacy for the women’s agency. Normally, there is less participation in the implementation process and hardly anyone actively participates in the evaluation processes. However, the plan structure is supposed to stimulate that participation and some times bears an institutional framework for it.
- *Monitoring and Evaluation*: Using plans as a tool for articulating policies leads to thinking in terms of monitoring and evaluating those plans, especially when they cover a specific period of time and are supposed to be followed by other plans. Femocrats starts to think in terms of plan evaluation. Moreover, this is extremely important for the creation of an “evaluation culture” inside Public Administration.

All these factors may *potentially* be present. Plans allow and stimulate them. But they may also hide only formal commitments or general statements of good intentions. The evaluation tool can help in controlling the whole formulation and implementation process.

Two other factors may also be considered strengths. One of them is that they are supported by international legislation and programs (UN Platform for Action and IV European Program for Action). The other one is that they represent a reference framework to be emulated by other governments (especially the local governments).

There are also some **threats** to the gender equality plans. First of all, not only are gender equality policies in Spain still very small compared to other public policies, but also their main instrument, equality plans, relies on persuasion. Plans' promoters, that is, **women's agencies, encourage equality policies, rather than actually executing them.** Thus, plan's promoters must persuade other departments to adopt and develop their objectives. Furthermore, they do not have any power to sanction or punish the non-fulfilment of those objectives or actions to be taken.

Secondly, plans may lead to mimicry. In the first steps of plan elaboration, **experts in women's agencies claim that they take other gender equality plans into account in order to build up their own.** This may lead, in first place, to routines and a lack of innovation. Furthermore, stereotyped plans may make it difficult to easily react to any new contingency not included in rigidly planned programs.

There is also a third threat, which is related to actors' participation. Although **some women's agencies have tried to involve other groups** (in order to give legitimacy to **their?** plans) in the plan elaboration processes, gender equality plans are oriented towards public powers. In other words, although **the theoretical model may be based on shared participation, the practical model is not.** At this point, femocrats seem to be especially concentrated on obtaining participation and collaboration from their governmental colleagues and not from other women's groups.

## **b. Feminist Movement and Women's Movement**

As Celia Valiente (1996) states in her study on the creation of the National Women's Agency (*Instituto de la Mujer*), there is a relative influence of the Feminist and Women's Movement to the emerging public policies. Also, the relationship between Femocrats and the Feminist Movement has not been as good as expected.

There was a wide heterogeneity within the Feminist Movement, and Feminist women were involved both in the Feminist Movement and the Political Parties. As political parties needed women to work more actively, they hired them in the local governments, which pushed these women to leave the Feminist Movement. Some people, and especially other feminists, perceived this change as a betrayal.

The impact of these movements has been less important than in other occidental democracies, and women's movements are not as willing to develop networks between them. There are, though, great differences within the Spanish context: some regions have developed a much stronger feminist movement, such as Madrid, País Vasco, Cataluña and Canarias, among others. Attempts to include women's demands and concerns at an earlier stage of the plan elaboration have been more effective, particularly at the local level. '*Consejos de la mujer*' or women's assemblies, created for incorporating women's perspectives, is an example of this trend (Sampedro 1992; Valiente 1998; Lombardo 2003). However, more research is still needed at a local level in

order to establish its influence and impact, analyzing the flexibility and willingness of femocrats to work with the feminist movement, the strength of each movement and the framework of relationships between them to develop public policies (Bustelo, 2001 p:173).

The first wave of feminism in Spain coincided with the establishment of the Republic in 1931, which answered most of the feminist demands. In the 1920s there were several feminist associations, among which the Asociación Nacional de Mujeres Españolas and the Unión de Mujeres Españolas. The main concerns of these associations were education, equal civil rights, and the right to vote (which was granted to women in 1931). The movement emphasised equality rather than difference and was based on liberal principles. A parallel strand of the feminist movement developed socialist and working class demands, although women often found themselves divided between faithfulness towards their party and the feminist cause (Salas 1996).

A clandestine independent women's movement existed in Franco's time, as is testified by the series of conferences that were organized (*I Jornadas Nacionales por la Liberación de la Mujer*) soon after the dictator's death in 1975 (United Nations International Women's Year). The movement was extremely active at the end of the 1970s and its clandestine origins made it unique across Europe during the second wave of the feminist movement (Threlfall, 1985). Women continued to 'silently' claim the rights they had gained during the Republic and then lost at the end of the Civil War (did they gain or lose in spite of the dictatorship? It is unclear... I would place this phrase in commas right after either gained or lost). The year 1975 was a milestone for the Spanish feminist movement. The UN call for non-governmental organisations to take action against sex discrimination encouraged and protected the already emergent Spanish movement (Threlfall, 1985). Two weeks after Franco's death, the women's movement held its first national conference in Madrid 'I Jornadas de Liberación de la Mujer'. Hundreds of women from different backgrounds and from all of Spain gathered for the first time to discuss feminist ideas and ways to advance feminist goals. The following year, another feminist conference was organised in Barcelona, 'I Jornadas Catalanes de la Dona'. The conferences revealed the two different trends in the Spanish feminist movement of the second wave: one trend was in favour of maintaining political activism parallel to the feminist action (*doble militancia*), and the other considered feminism as a global alternative to a male dominated society. An incredibly large number of feminist groups were formed, disappearing and reappearing in different forms in those years. The MDM (Movimiento democrático de mujeres), created by women of the PCE (Spanish Communist Party) and independent women with the aim of becoming a mass movement, and the ADM (Asociación Democrática de la Mujer) promoted the double involvement of women both in political parties and in the feminist movement. Other groups were against this collaboration: the feminist author and lawyer Lidia Falcón, for example, believed that women need to create their own political parties and formed the Spanish Feminist Party to participate in political elections.

Commentators (Escario, Alberdi, López-Accotto, 1996:335-336; Folguera, 1988:123) agree on stating that the great rupture within the Spanish feminist movement can be dated to the feminist national conference named *II Jornadas Feministas* celebrated in Granada in 1979. During the conference in Granada, the *difference feminism* appeared in public for the first time. According to this perspective, it was impossible to separate the public from the private, as they both had political connotations. Supporters of this strand were against hierarchies of power and therefore opposed any contact with institutions and political parties, disagreeing with the demands of equality of rights between women and men and promoted the abandonment of marxist ideology.

Equality feminists formed the majority of the groups joined in Granada and included the socialist feminists. Women in favour of the '*doble militancia*' (party politics and feminism) instead proposed a series of reforms that would level women's social position with that of men. These two separate strands of the Spanish feminist movement started organising separate feminist conferences that made the split between the two feminisms even more evident. The difference feminist celebrated their *Jornadas del Feminismo Independiente* in Barcelona, where in 1981 the II Jornadas dedicated to a reflection on the identity of the feminist movement, were organised (Escario, Alberdi, López-Accotto, 1996:336). The great rupture within the feminist movement in Spain had taken place.

An important phenomenon to consider in the analysis of contemporary Spanish feminism is the impact of institutionalisation on the movement. This is still a scarcely explored area of study, although some doctoral theses are beginning to fill the gap (Ruiz García<sup>22</sup>). Two different perspectives can be taken on this issue. (either "movements" or "The second wave feminist movement") articulated a number of demands for the transformation of society in more gender-equal terms. Part of the feminist movement decided to integrate its demands into the political agenda. Many of the women's demands of the 1970s and 1980s received an institutional answer through legislative changes and policy implementation on the part of the Spanish government. However, the institutionalisation process has the risk of depriving women's demands of its meaning and critical potential, due to the inevitable reconciliation of interests that is involved in all institutional negotiations (Guzman: 1999, 2; Ruiz García).

The feminist movement still suffers from the important rupture occurred in the 1980s. Women who supported equality feminism and the '*doble militancia*' in left-wing parties achieved some decision-making positions in the Spanish government. This generated tensions between institutionalised feminists and some sectors of the movement, as they both compete for similar roles in the defence of women's interests and the improvement of their situation (Valiente, 1994:26). According to Valiente, the gap between institutional feminism and the feminist movement in Spain is by now impossible to fill. However, there also exist alliances between femocrats and feminists, as the experience in the autonomic and local context confirm. Gender

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<sup>22</sup> Sonia Ruiz García, tesis doctoral, work in progress, 'La institucionalización del movimiento feminista', Facultad de Ciencias Políticas, Universidad Autónoma de Barcelona.

policy at the local level is often the result of a cooperation between governmental and non-governmental actors. The principle of subsidiarity and the closer contact between citizens and institutions has improved the relationships between feminists and femocrats by promoting a direct participation in the elaboration of equality plans and creating women's assemblies (Consejos de la Mujer) that are periodically consulted on gender equality legislation (Sampedro 1992; Valiente 1998; Lombardo 2003). In any case, further investigation is needed on the relationship between feminists and femocrats at the national, autonomic, and local levels.

The contemporary feminist movement is characterised by atomisation and sectorialisation, plurality of goals and demands and the existence of women's organisations vs. Feminist organisations (Ruiz García). Changes within the feminist movement that have taken place in the last decades have brought about a number of important consequences: an increasing weakening of feminist links with other social actors, a progressive distance of groups within the women's movement, an understanding of feminists as specialists rather than the expression of a pluralistic social movement, the abandonment of transgressive and radical discourses in favour of negotiation with institutional actors, and a weakness in proposing new issues which are the expression of current social conflict vis-à-vis the institutions (Vargas, Fempress).

Although some feminist organisations are transforming and updating their discourse, action, and structure in order to face challenges such as the institutionalisation process and the economic, political, and socio-cultural changes that are caused by globalisation, it seems that the contemporary feminist movement's collective action is less visible, and that the movement has lost a certain central role in society (Ruiz García). Today's feminist movement consists of a proliferation of groups and activities which are loosely connected by a series of informal networks (Threlfall 1985). Feminist study collectives and lesbian groups are numerous across Spain, as well as independent, non-parliamentary feminist political groups, which are mainly left-wing. A wide range of semi-feminist non-governmental organisations have been created to provide specialised services to women. Moderate, conservative, agricultural or catholic women's groups do also exist and operate to promote more traditional female behaviour and pro-life ideas on birth-control and abortion. There is also a network of housewives' associations that were created under Franco's regime.

In spite of the challenges that the feminist movement is currently facing in Spain, its role in bringing about important improvements in the lives of Spanish women is undeniable, although, according to some scholars, institutionalized feminism has 'domesticated' a large part of it (Falcón)<sup>23</sup>.

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<sup>23</sup> Falcón, L (1993) 'España' Robin Morgan Editora, in *"Mujeres del Mundo. Atlas de la situación femenina. 80 Países vistos por sus mujeres"*. Barcelona: Hacer.

**c. Political Parties**

As we said before, the impact of the Socialist Party (*Partido Socialista Obrero Español, PSOE*), and especially the women's caucus (*Mujer y Socialismo*) in this party, was crucial during the creation of the National Women's Agency in 1983 and the beginning of the equality public policy (Bustelo 2001, p:173).

When this national policy was being translated into the local policies, the Socialist Party (PSOE) had a high impact on this, since it was the promoter of the National Women's Agency (*Instituto de la Mujer*) and the party ruling most of the local governments. This impact decreased when the Socialist Party (PSOE) lost its absolute majority in Parliament, when they lost the general elections in 1995 1996. From that moment onwards, at a local level, public policies have developed on their own, with a decreasing influence of the National Woman's Agency (*Instituto de la Mujer*).

Once the Conservative Party (*Partido Popular*) won the elections, the conception of women and their role changed towards more conservative ideals, therefore there was an impact, though lower than expected, on public policies and the equality public policies. One of the Conservative Party's (*Partido Popular*) proposals ) during their campaign was to close down the National Women's Agency (*Instituto de la Mujer*), probably because of its identification with the Socialist Party (*PSOE*), which did not happen in the end. Bustelo's (2001, p.174) hypothesis is that there were two important factors promoting the agency's existence: the Women's World Conference in Pekin in 1995 and the IV European Community Action Plan for Equal Opportunities for Women and Men (1996-2000). The legal framework on gender equality created by the United Nations and the European Union protects the continuity of equality policies in member countries, even in times of conservative governments.

At a local level, the Nationalist Parties' influence is high in the Regional Government (*Comunidades Autónomas*) as it is in Cataluña and País Vasco, and also at a micro-level: in cities, towns and villages. The Women's Agencies (*Institutos de la Mujer*) with the largest tradition are located in these regions (and Andalusia). In many regions and local governments, the majority party rules in a coalition government with nationalist parties (for example in Canary Island (*Islas Canarias*)).

**d. Unions**

All the larger unions have created Women's Departments on their own (*Secretarías de la Mujer*), and have played a role as long as they have included some feminist women in their organizations and due to their influence on employment public policies. Nowadays, unions are promoting actions against sexual abuse of women at work, mobbing, and women's role as agenda setters (Bustelo, 2001, p:174).



e. **Academic Feminism**

Nowadays, the increasing importance of Academic Feminism in Spain is due to the impact of those first public policies that required the support of the Academia at that time. The National Women's Agency (*Instituto de la Mujer*) has promoted research through funding university seminars on women, as well as funding academic feminists at an individual level, and most importantly, through creating a specific sectorial program within the National Research Plan. Also, this institution has published and promoted studies on women's research. All regional equality plans have also developed actions to support research on women's issues.

However, Academic Feminism in Spain is not as strong as it is in other European Countries, especially on public policies with a gender perspective. More research and academics are needed for Spain to achieve European standards.

1.2 **Main accents in policymaking : process and organisation.**

**Soft/ hard? Did this change over time? why? how?**

a. **The Politics of Persuasion**

In 1983, the National Womens Agency (*Instituto de la Mujer, IM*) was created as an independent body (*organismo autónomo*) attached to the Culture Office (*Ministerio de Cultura*) and later, in 1988, attached to the Labour and Social Affairs' Office (*Ministerio de Trabajo y Servicios Sociales*). Both of these offices are rather peripheral compared to the Presidency Office and Economy Office (Valiente, C. 1995, p. 226). This situation explains the relatively little importance of women's issues in the Government's agenda.

Since 1985, the IM director has been supported by an Advisory Council (*Consejo Rector*) made up of representatives of the largest Governmental Offices, including those Offices in the equality policies design, implementation and evaluation, through Cooperation Agreements (*Convenios*) between the IM and the different Offices. Those agreements were not supported by any kind of mandatory legislation, so it was up to the IM *Politics of Persuasion* to achieve their involvement. As we have said before, Spanish equality policies are shapped into Equality Plans (*Planes de Igualdad*). They are **soft legislation** since they are not supported by mandatory legislation, and because no punishable actions are taken when requirements are not met.

The femocrats at IM have been constant and successfull in engaging Government Offices in the design of some equality policies, even though those Offices had complete control over them (Valiente, C. 1995, p. 229). A govermental office may have openly agreed on a particular equality policy, but the IM has no power

over its development nor is it able to punish them for not accomplishing it. The decision makers must want to achieve those actions, keep their commitments, and pursue their support. Therefore, it is easy to understand that the more polemic or harder measures are not taken into action.

The Femocrats have succeeded in persuading other governmental agencies to develop equality actions within the Equality Plans, but only to the extent to which those agencies and decision makers were willing to be persuaded. It is unlikely that those Governmental Offices would have developed such equality actions if the IM had not persuade them or existed itself.

*Unlike other countries' experience, the soft legislation has not turned into hard legislation.*

The IM has an indirect influence on policymaking through the results of the research and the information dissemination that the IM promotes. 78% of the men and women polled on IM performance's opinion gave a positive rating (IM, Metra Seis, 1985-1991).

The *IM Politics of Persuasion* has some positive aspects, such as a *personal link of the policy makers to the Femocrats at the IM*, which results in much more effective involvement in Equality Plans. Also, it is a different (womanly) way to do politics, probably determined by the women's profile (Bustelo, M. 2003, ph D. Classes), which requires an *activist attitude and involvement* of those Femocrats in their daily work. This kind of politics is more likely to *develop Lobbying groups* and raise support of those pressure groups around policy makers; European Union experience is showing the effectiveness of this kind of *Politics of Persuasion*, which is far different from the traditional and male way (more used to mandatory laws and hard legislation) of doing politics. Perhaps we are facing the development of female politics, different women's tactics to achieve their goals and gain support when women are not part in equal terms of Governments and the hard legislation decision making bodies.

Femocrats with a feminist profile are decreasing at the IM since the Conservative Party (*Partido Popular*) won the elections in 1995; many of them are civil servants (*funcionarias*) who have applied and transferred to different Governmental Agencies due to the uncertainty of the future with the Conservative Party in power, the disappointment with the IM politics and limited actions, and the loss of their role at the IM because they are transferred to administrative tasks, etc. (Personal Communications from IM workers, Platero R. 2003). These aspects require more research.

b. EQUALITY LEGISLATION: SHORT OVERVIEW	
<b>I. 1978 CONSTITUTION (CONSTITUCIÓN 1978)</b>	Establishes the principle of equality as a superior value of the legal order and no sexual discrimination as a fundamental right. <i>Establece el principio de igualdad como valor superior del ordenamiento jurídico y como derecho fundamental la no discriminación por razón de sexo.</i>

b. EQUALITY LEGISLATION: SHORT OVERVIEW	
<b>I. 1978 CONSTITUTION (CONSTITUCIÓN 1978)</b>	<p>Establishes the principle of equality as a superior value of the legal order and no sexual discrimination as a fundamental right. <i>Establece el principio de igualdad como valor superior del ordenamiento jurídico y como derecho fundamental la no discriminación por razón de sexo.</i></p>
<b>II. CIVIL REGULATION (NORMATIVA CIVIL)</b>	<p><b>Law 11/1981</b>, 13 May on legal equality between husband and wife. It offers the possibility for the spouses to agree on a separate marital economic model after the celebration of the marriage. <i>La Ley 11/1981, de 13 de mayo, sobre la equiparación jurídica entre marido y mujer. Posibilidad de convenir los cónyuges un régimen económico matrimonial distinto con posterioridad a la celebración del matrimonio.</i></p> <p><b>Law 30/1981</b>, 7 July, modifies the regulation of marriage, its nullity, separation and divorce. It is based on the principle of “equal rights and duties” for husband and wife. <i>La Ley 30/1981, de 7 de julio, que modifica la regulación del matrimonio, su nulidad, separación y divorcio. Parte del principio de que marido y mujer "son iguales en derechos y deberes".</i></p> <p><b>Law 11/1990</b>, 15 October, reforming the Civil Code to apply the principle of no-discrimination based on sex, its purpose was to erase all sexual discrimination still existing in the civil law. <i>La Ley 11/1990, de 15 de octubre, sobre reforma del Código Civil en aplicación del principio de no discriminación por razón de sexo, pretendió eliminar las discriminaciones que por razón de sexo perduraban en la legislación civil.</i></p> <p><b>Law 40/1999</b>, 5 November, on the name and surnames, and family names. Modifies the Civil Code and the Law of Civil Registration, on the registration of surnames and its order. <i>Ley 40/1999, de 5 de noviembre, sobre nombre y apellidos y orden de los mismos. Modifica el Código Civil y de la Ley del Registro Civil en materia del orden de inscripción de los apellidos.</i></p> <p><b>Law 36/2002</b>, 8 October, changing the Civil Code on nationality. People who have a Spanish mother or father and were born in Spain can choose their Spanish nationality without any age limit. <i>Ley 36/2002, de 8 de octubre, de modificación del Código Civil, en materia de nacionalidad. Las personas cuyo padre o madre hubiera sido originariamente español/a y nacido/a en España puedan optar por la nacionalidad española sin límite de edad.</i></p>
<b>III. PENAL REGULATION (NORMATIVA PENAL)</b>	<p><b>Comprehensive Law 10/1995</b>, 23 November, a whole new text on the Penal Code, starting out on May 25th, 1996. “With this text we try to advance in the path towards real and effective equality, with the purpose of accomplishing the task imposed to the public institutions by the Constitution”. <i>Ley Orgánica 10/1995, de 23 de noviembre, un nuevo texto de Código Penal, que entró en vigor el 25 de mayo de 1996. "Con este texto se ha procurado avanzar en el camino de la igualdad real y efectiva, tratando de cumplir la tarea que en ese sentido impone la Constitución a los poderes públicos".</i></p> <p><b>Law 35, 1995</b>, 11 December, on resources and assisting the victims of violence and crimes against sexual freedom. <i>Ley 35/1995, de 11 de diciembre, de ayudas y asistencia a las víctimas de delitos violentos y contra la libertad sexual.</i></p>

## b. EQUALITY LEGISLATION: SHORT OVERVIEW

<b>I. 1978 CONSTITUTION (CONSTITUCIÓN 1978)</b>	<p>Establishes the principle of equality as a superior value of the legal order and no sexual discrimination as a fundamental right. <i>Establece el principio de igualdad como valor superior del ordenamiento jurídico y como derecho fundamental la no discriminación por razón de sexo.</i></p>
	<p><b>Royal Statement 738/1997</b>, 23 May, approving the Rules for Assisting the Victims of Violence and Crimes against sexual freedom. <i>Real Decreto 738/1997, de 23 de mayo, por el que se aprueba el Reglamento de ayudas a las víctimas de delitos violentos y contra la libertad sexual.</i></p>
	<p><b>Law Orgánica 13/1995</b>, 18 December, modifying the Comprehensive Law 1/1979, 26 September, on General Penitentiary. It modifies the maximum age of those children living with their inmate mothers. <i>Ley Orgánica 13/1995, de 18 de diciembre, de modificación de la Ley Orgánica 1/1979, de 26 de septiembre, General Penitenciaria. Modifica la edad máxima de los menores que conviven con sus madres reclusas.</i></p>
	<p><b>Comprehensive Law 11/1999</b>, 30 April, modifying Title VIII on Book II of the Penal Code, approved by Comprehensive Law 10/1995, 23 November. Its new denomination is “Crimes against sexual freedom and integrity”. <i>Ley Orgánica 11/1999, de 30 de abril, de modificación del Título VIII del Libro II del Código Penal, aprobado por Ley Orgánica 10/1995, de 23 de noviembre. Denominándose a partir de ahora “Delitos contra la libertad e indemnidad sexuales”.</i></p>
	<p><b>Comprehensive Law 14/1999</b>, 9 June, modifying the Penal Code of 1995, protecting victims of abuse and the Law for Criminal Judgement. <i>Ley Orgánica 14/1999, de 9 de junio, de modificación del Código Penal de 1995, en materia de protección a las víctimas de malos tratos y de la Ley de Enjuiciamiento Criminal.</i></p>
	<p><b>Comprehensive Law 4/2000</b>, 11 January, on Rights and Freedom of Foreign People in Spain and their social integration. <i>Ley Orgánica 4/2000, de 11 de enero, sobre Derechos y libertades de los Extranjeros en España y su integración social.</i></p>
	<p><b>Comprehensive Law 8/2000</b>, 22 December, reforming Comprehensive Law 4/2000, 11 January, on Rights and Freedom of Foreign People in Spain and their social integration, introducing a chapter number 4, to article 89 of Penal Code, referring to crimes of trafficking of human beings. <i>Ley Orgánica 8/2000, de 22 de diciembre, de reforma de la Ley Orgánica 4/2000, de 11 de enero, sobre derechos y libertades de los extranjeros en España y su integración social, que introduce un apartado, el 4, al artículo 89 del Código Penal, se refiera a los delitos de tráfico de seres humanos.</i></p>
	<p><b>Law 13/2002</b>, 24 October, with a partial reform the Criminal Judgement Law, about the procedure of a fast and immediate trial on certain crimes and faults, and the modification of the abbreviate procedure. Starts out on 28 April, 2003. <i>Ley 13/2002, de 24 de octubre, de reforma parcial de la Ley de Enjuiciamiento Criminal, sobre procedimiento para el enjuiciamiento rápido e inmediato de determinados delitos y faltas, y de modificación del procedimiento abreviado. Entrará en vigor el 28 de abril de 2003.</i></p>

b. EQUALITY LEGISLATION: SHORT OVERVIEW	
<b>I. 1978 CONSTITUTION (CONSTITUCIÓN 1978)</b>	<p>Establishes the principle of equality as a superior value of the legal order and no sexual discrimination as a fundamental right. <i>Establece el principio de igualdad como valor superior del ordenamiento jurídico y como derecho fundamental la no discriminación por razón de sexo.</i></p>
	<p><b>Comprehensive Law 9/2002</b>, 10 December, modifying Comprehensive Law 10/1995, 23 November, of the Penal Code and Civil Code, on illegal reappropriation of children. <i>Ley Orgánica 9/2002, de 10 de diciembre, de modificación de la Ley Orgánica 10/1995, de 23 de noviembre, del Código Penal, y del Código Civil, sobre sustracción de menores.</i></p>
<b>IV. LABOR AND SOCIAL REGULATION (NORMATIVA LABORAL Y SOCIAL)</b>  <b>A. LABOR (LABORAL)</b>	<p><b>Workers' Statute Law</b>, Revised Text approved on Legislative Royal Statement 1/1995, March. This law recognizes the basic rights of women workers. <i>Ley del Estatuto de los Trabajadores, Texto Refundido aprobado por Real Decreto Legislativo 1/1995, de 24 de marzo. Esta ley reconoce entre los derechos básicos de trabajadora.</i></p>
	<p><b>Work Procedure Law</b>, Revised Text approved by Legislative Royal Statement 2/1995, 7 April. <i>Ley de Procedimiento laboral, Texto Refundido aprobado por Real Decreto Legislativo 2/1995, de 7 de abril.</i></p>
	<p><b>Law 13/1996</b>, 30 December, on taxes, administration and social order procedures. This law establishes same rights on maternity leave for an adoption and biological maternity. <i>La Ley 13/1996, de 30 de diciembre, de medidas fiscales, administrativas y del orden social. Equiparar la suspensión del contrato de trabajo por maternidad en los casos de adopción con los de maternidad biológica.</i></p>
	<p><b>Law 50/1998</b>, 30 December, on Taxes, Administrative and Social Order Procedure. Introduces as a severe fault, sexual harassment. <i>Ley 50/1998, de 30 de diciembre, de Medidas Fiscales, Administrativas y del Orden Social. Introduce falta muy grave, el acoso sexual.</i></p>
	<p><b>Royal Statement Law 15/1998</b>, 27 November, for urgent procedures to improve the work market in terms of part time jobs and promoting stability. <i>Real Decreto Ley 15/1998, de 27 de noviembre, de medidas urgentes para la mejora del mercado de trabajo en relación con el trabajo a tiempo parcial y el fomento de su estabilidad.</i></p>
	<p><b>Law 39/1999</b>, 5 November, promoting the reconciliation of family and work life of working people. <i>Ley 39/1999, de 5 de noviembre, para promover la conciliación de la vida familiar y laboral de las personas trabajadoras.</i></p>
	<p><b>Infringements and Penalties in Social Order Law</b>, Revised Text, approved by Legislative Royal Statement 5/2000, on August, 4 August. It establishes unilateral decisions in sexual circumstances as a severe infringement. <i>Ley de Infracciones y Sanciones en el orden Social, Texto refundido aprobado por Real Decreto Legislativo 5/2000, de 4 de agosto. Establece como infracción muy grave las decisiones unilaterales por circunstancias de sexo.</i></p>

b. EQUALITY LEGISLATION: SHORT OVERVIEW	
<b>I. 1978 CONSTITUTION (CONSTITUCIÓN 1978)</b>	<p>Establishes the principle of equality as a superior value of the legal order and no sexual discrimination as a fundamental right. <i>Establece el principio de igualdad como valor superior del ordenamiento jurídico y como derecho fundamental la no discriminación por razón de sexo.</i></p>
	<p><b>Law 12/2001</b>, 9 July, on urgent procedures to reform the work market to increase employment and improve its quality. <i>Ley 12/2001, de 9 de julio, de medidas urgentes de reforma del mercado de trabajo para el incremento del empleo y la mejora de su calidad.</i></p>
	<p><b>Law 45/2002, December 12 2002</b>, urgent measures to reform the system for unemployment protection and employability improvement. <i>Ley 45/2002, de 12 de diciembre de 2002, de medidas urgentes para la reforma del sistema de protección por desempleo y mejora de la ocupabilidad.</i></p>
	<p><b>Royal Statement Law 5/2002</b> (which content was later kept by Law 45/2002) on May 24<sup>th</sup>, on urgent measures to reform the system for unemployment protection and employability improvement. <i>Real Decreto-Ley 5/2002 (cuyo contenido fue mantenido luego por la Ley 45/2002) de 24 de mayo, de medidas urgentes para la reforma del sistema de protección por desempleo y mejora de la ocupabilidad.</i></p>

## 2. State of the Art on Academic Studies on Gender Mainstreaming

We have not found any studies that specifically research gender mainstreaming in public policies in Spain. What is written and taken to action has to do with European initiatives with a Spanish partner, and there are usually either local government or NGOs working with a local government.

### a. National Women's Agency (Instituto de la Mujer) / Studies

There are some studies made by or through the Women's Agency (*Instituto de la Mujer*) that point out aspects that are relevant to mainstreaming and public policy. We list our findings in the following Table:

TITLE	AUTHOR	TYPE OF GRANT	YEAR
<p>Equality policy, from academia to society. Re-thinking of equal opportunities. The common effort of Women's Studies approach in the Academia (research and teaching).</p> <p><i>Las políticas de igualdad: desde la academia a la sociedad. Repensando la igualdad de oportunidades.- El esfuerzo en común de la aportación de los Estudios de Mujeres en la Academia (investigación y docencia)</i></p>	<p>Carmela Sanz Rueda Universidad Complutense de Madrid</p>	I+D+I 2002	2002
<p>The Reform of Directive 76/207/CEE on Equality between men and women. Evaluation of Equality Policies and Indicators for the implementation of the new Directive</p> <p><i>La Reforma de la Directiva 76/207/Cee sobre Igualdad de trato entre hombres y mujeres: Evaluación de las políticas de Igualdad y Obtención de indicadores para la transposición de la nueva directiva</i></p>	<p>M. Teresa Freixes Sanjuán Universidad Autónoma de Barcelona</p>	I+D+I 2002	2002
<p>Institutional Interaction and Gender: the participation of women and men in the communication developed within institutions.</p> <p><i>Interacción institucional y género: la participación de mujeres y hombres en la comunicación desarrollada en el seno de las instituciones</i></p>	<p>Pamela Stoll Dougall Universidad de Alicante</p>	I+D+I 2002	2002
<p>Analysis of public policy impact on the reproduction and changing of gender inequality: social action, development cooperation and immigration.</p> <p><i>Análisis del impacto de las políticas públicas en la reproducción y el cambio de las desigualdades de género: acción social, cooperación al desarrollo e inmigración</i></p>	<p>Carmen Gregorio Gil Universidad de Granada</p>	I+D+I 2001.	2001

TITLE	AUTHOR	TYPE OF GRANT	YEAR
Analysis of negative figures in the tax system from a gender perspective. <i>Análisis de las figuras impositivas del sistema fiscal desde una perspectiva de género</i>	Paloma Villota Gil-Escoin Universidad Complutense de Madrid	I+D+I 2001.	2001
The academic excellence of Spanish university female students, market demands and work incorporation. Equality Policy impact at the national and regional levels. <i>La excelencia académica de las universitarias españolas, demandas del mercado e inserción laboral. Incidencia de las políticas de igualdad de ámbito nacional y de las Comunidades Autónomas</i>	Alicia de Vicente y Royo de San Martín Universidad Complutense de Madrid	I+D+I 2001.	2001
Study for Evaluating the III Equal Opportunities Plan between Women and Men (III PIOM). <i>Estudio para la Evaluación del III Plan para la Igualdad de Oportunidades entre Mujeres y Hombres (III PIOM)</i>	CUANTER, S.A.	PLAN DE ESTUDIOS STUDIES PLAN	2001
Gender differences on legal treatment of taxes: analysis of the process of individuation of taxes and social rights in Spain and its quantification. <i>Diferencias de género en el tratamiento fiscal de las rentas: un análisis del proceso de individualización de derechos fiscales y sociales en España y su cuantificación</i>	Paloma Villota Gil-Escoin Universidad Complutense de Madrid	I+D+I 2000.	2000
Female Political Class Style in Spain: agenda and leadership. <i>El estilo de la clase política femenina en España: agenda y liderazgo</i>	Rosalía Martínez García Universidad Pablo de Olavide	I+D+I 2000.	2000
Analysis of the candidates and results of the general elections year 2000. <i>Análisis de las candidaturas y resultados de las elecciones generales del año 2000</i>	ODEC, S.A.	STUDIES PLAN	2000
Assessment of the public policy for work and family life reconciliation in the European Union. Quantification of its effects on Spanish social and work economy. <i>Valoración de las políticas públicas destinadas a conciliar la vida laboral y familiar en la Unión Europea. Cuantificación de sus efectos en la economía social y laboral española</i>	M <sup>a</sup> Teresa López López. Universidad Complutense	I+D 99	1999
Evaluation of Equal Opportunities for Women Policies Impact in some Autonomic Regions. <i>Evaluación del impacto de las políticas de igualdad de oportunidades para las mujeres en varias Comunidades Autónomas.</i>	Judith Astelarra Bonomi. Universidad Autónoma de Barcelona.	I+D	1998



TITLE	AUTHOR	TYPE OF GRANT	YEAR
An individual model of social and taxes and rights to obtain equal opportunities between men and women. <i>Un modelo individual de derechos sociales y fiscales para conseguir la igualdad de oportunidades entre hombres y mujeres.</i>	Paloma Villota Gil-Escoin. Universidad Complutense de Madrid. Book: nº 68: La individualización de los derechos. fiscales y sociales en España: un modelo alternativo. at Women´s Institute	I+D	1998
In the path towards Parity: The presence of Women in decision-making. <i>El camino hacia la paridad. La presencia de mujeres en la toma de decisiones.</i>	Amelia Valcarcel y Bernaldo de Quirós. Universidad de Oviedo.	I+D	1997
Quantification of women eventually applying for compensatory grants anticipation and qualification of the economic amount needed to include these women in the Food Guaranty Fund. <i>Cuantificación del colectivo de mujeres eventualmente solicitantes de anticipo de pensión compensatoria no satisfecha y cualificación del montante económico que supondría incluir a este grupo dentro del fondo de garantía de alimentos.</i>	Universidad Carlos III	STUDIES PLAN  PLAN DE ESTUDIOS	1997
Citizenship as a gender and political subject. Evaluation of women´s equality policies. <i>Ciudadanía, género y sujeto político: Evaluación de las políticas de igualdad de la mujer.</i>	María Nieves Campillo Iborra. Universidad de Valencia.	I+D	1996
Emerging Models in Gender System and Relationships. New socialization and implementation policies. <i>Modelos emergentes en los sistemas y relaciones de género: Nuevas socializaciones y políticas de implementación.</i>	Teresa del Valle Murga. Universidad del País Vasco.	I+D	1996
Female Citizens and Politics: Towards a Democracy without exclusion. <i>Las ciudadanas y lo político. Hacia una democracia sin exclusiones.</i>	María Pilar Pérez Canto. Universidad Autónoma de Madrid.	I+D	1996
Quantitative Analysis of strategies for making family and work compatible in Spain. <i>Análisis cuantitativo de las estrategias de compatibilización familia-empleo en España.</i>	Constanza Tobío Soler. Universidad Carlos III de Madrid.	I+D	1996

TITLE	AUTHOR	TYPE OF GRANT	YEAR
Sex discrimination in the Negotiation of Collective Agreements. <i>La discriminación por razón de sexo en la negociación colectiva.</i>	Universidad de Cádiz Book E. 50 at Women's Institute.	AGREEMENT	1996
Statistical Analysis of Candidates and Results of 1996 General Elections from a gender perspective. <i>Análisis estadístico de las candidaturas y los resultados de las elecciones generales de 1.996 desde la perspectiva de género.</i>	M <sup>a</sup> Teresa Martínez Pardo	DIRECT CONTRACT	1996
Qualitative Evaluation of II PIOM. <i>Evaluación cualitativa del II PIOM</i>	CUANTER		1996
Comparative Study on real work timetables in the European and Spanish administrations. <i>Estudio comparado sobre horarios reales de trabajo en las Administraciones europeas y española</i>	Encarna Sánchez Vega	CONTRACT	1996
<i>Gender impact on political elite recruiting.</i> <i>La incidencia del género en el reclutamiento de las élites políticas</i>	Eduarne Uriarte Bengoetxea	GRANT	1995
European legal protection of the fundamental women's right to equal treatment. <i>La protección jurisdiccional europea del derecho fundamental de la mujer a la no discriminación</i>	Irene López Méndez	GRANT	1995
Policies to combine paid and un-paid work in families. <i>Políticas para la combinación del trabajo asalariado y no remunerado en las familias</i>	Judith Astelarra	GRANT	1995
Statistics Analysis on Candidates and Results on Local and Regional Elections from a gender perspective. <i>Análisis estadísticos sobre las candidaturas y los resultados de las elecciones municipales y autonómicas desde la perspectiva del género</i>	M <sup>a</sup> Teresa Martínez Pardo		1995
Exploring young women's interests and answers on equal opportunities policies. <i>Exploración de los intereses y respuestas de las mujeres jóvenes en relación con las políticas de igualdad de oportunidades</i>	CIMOP		1995
Women and political participation. <i>Mujer y participación política</i>	Escario y Asociados Book E.45 at Women's Institute.		1995

**NOTE:**

I+D+I: Research + Development + Innovation Project

I+D Research + Development Project

**b. National Women´s Agency (Instituto de la Mujer) / Publications**

Also, from the national Women´s Agency (*Instituto de la Mujer*), there are some publications, besides the previous studies :

- De la Fuente Vásquez, Dolores, 'Normativa nacional en el ámbito laboral y de la Seguridad Social', in *La Igualdad de Oportunidades en el ámbito laboral. Ponencias de las Jornadas realizadas por el Instituto de la Mujer en el marco del IV Programa de Acción Comunitario*, Ministerio de Trabajo y Asuntos Sociales, Madrid, 1997, n. 19
- De la Fuente Vásquez, Dolores and Javier Crespán Echegoyen, 'Algunas reflexiones sobre la discriminación salarial de la mujer desde la perspectiva de la inspección de trabajo', in *La Igualdad de Oportunidades en el ámbito laboral. Ponencias de las Jornadas realizadas por el Instituto de la Mujer en el marco del IV Programa de Acción Comunitario*, Ministerio de Trabajo y Asuntos Sociales, Madrid, 1997, n. 19.
- IMOP Encuestas, S.A., *La situación de la mujer en la toma de decisiones*, Madrid, Instituto de la Mujer, 1999.
- Instituto de la Mujer, *Mainstreaming de género. Marco conceptual, metodología y presentación de buenas prácticas*, Madrid, Instituto de la Mujer, 1999.
- Instituto de la Mujer, *Hacia la igualdad laboral entre mujeres y hombres*, Madrid, Instituto de la Mujer, 1999.
- Instituto de la Mujer, *Propuesta de un sistema de indicadores sociales de igualdad entre géneros*, Madrid, Instituto de la Mujer, 1994.
- Lousanda Arochena and José Fernando, 'Informe sobre la aplicación judicial, en el Derecho Español del Trabajo y de la Seguridad Social, del principio de igualdad entre ambos sexos', in *La Igualdad de Oportunidades en el ámbito laboral. Ponencias de las Jornadas realizadas por el Instituto de la Mujer en el marco del IV Programa de Acción Comunitario*, Ministerio de Trabajo y Asuntos Sociales, Madrid, 1997, n. 19.

**c. Andalucía Women´s Agency (Instituto Andaluz de la Mujer) / Publications**

- Pérez del Río, Teresa, *Mujer e igualdad: estudio en materia social y laboral*, Sevilla, Instituto Andaluz de la Mujer, 1999.
- Rubio, Ruth, Myriam Herrera and Inmaculada Vivas, *Mujer e igualdad: la norma y su aplicación*, Sevilla, Instituto Andaluz de la Mujer, 1999.

**d. Gender Equality Journals**

- Instituto Andaluz de la Mujer, *Artículo 14. Una perspectiva de género. Boletín de información jurídica*

- Instituto Aragonés de la Mujer, Universidad de Zaragoza, Aequalitas. Revista Jurídica de Igualdad de Oportunidades entre Mujeres y Hombres
- Secretaría Confederal de la Mujer de CC.OO., Trabajadora
- Falcón, Lidia, Poder y Libertad.Emakunde, published by Emakunde.
- Femenino Plural, published by Instituto Aragonés de la Mujer
- Revista 8 de Marzo, published by Dirección General de la Mujer de Madrid.

### 3. Bibliography on Gender Equality Policies and on Academic Studies on Gender Mainstreaming

There are a few academic texts, the majority are rather from a practical experience in a local government or theory for local application.

#### a. English publications

- Arranz Fátima, Beatriz Quintanilla and Cristina Velasquez, Predicting the Impact of Policy: Gender-Auditing as a Means of Assessing the Probable Impact of Policy Initiatives on Women. Country Report: Spain, Working Paper, Feminist Legal Research Unit, University of Liverpool, 1999. (One academic study on gender impact assessment written by the team of a Spanish University as part of a European project has been published in UK)
- Astelarra Bonomi, J. Policy measures on the division of paid and unpaid work: Spain. In Willemsen, T. and Frinking, G. Work and family in Europe: The role of policies. Holanda, Tilburg University Press, 1995.
- EG-S-MS 1998 Instituto de la Mujer. Serie Documentos nº28. Gender Mainstreaming. Conceptual Framework, methodology and presentation for Good Practices. Madrid.
- Gallego Méndez, M.T. Women's political engagement in Spain. In Nelson B. and Chowdhury N. Women and politics Worldwide. New Haven. Yale University Press, 1994.
- Jane Jenson and Celia Valiente Comparing two movements for gender parity: France and Spain. In Lee Ann Banaszak, Karen Beckwith, Dieter Rucht Women's Movements Facing the Reconfigured State, 2003. Cambridge University Press.
- Valiente Fernández C. The power of persuasión: the Instituto de la Mujer in Spain. In Mazur A. G. and McBride Stetson D (eds.). Comparative State Feminism. Thousand Oaks, California, Sage, 1995, 221-236.
- Valiente Fernández, Celia 1995a. Children First: Central Government Child Care Policies in Post-Authoritarian Spain (1975-1994). En Childhood and Parenthood: Proceedings of ISA Committee for Family Research Conference on Children and Families, 1994, eds. Julia Brannen y Margaret O'Brien, 249-66. Londres: Institute of Education (University of London).
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#### 4. MAPPING OF COMPETENCES ON GENDER MAINSTREAMING

Choose the main actresses (within or about your country) from the bibliography. Find and list their affiliations. Not every person, institution or government body that is working on gender mainstreaming, gender public policies, and so on, is publishing their work. This is especially the case Spain, where there is a smaller written tradition on this field. Therefore, using the bibliography alone it is not enough to locate the main actresses in Gender Mainstreaming.

A possible classification would be:

- a. NGOs
- b. Consulting Companies
- c. Local Governments
- d. National Government
- e. Universities and Academic Feminists

##### a. NGOs

These NGOs work for the European Union or for Local Governments to do research, planning, implementation, and evaluation on gender mainstreaming. They act as Consultant Companies, with an NGO status.

Some of the more relevant are:

- Fundación Mujeres: <http://www.fundacionmujeres.es>
- Federación de Mujeres Progresistas: <http://www.fmujeresprogresistas.org/>

##### b. Consulting Companies

There are a few companies specialized on gender programs that currently work with gender units at local and regional governments.

Some of the more relevant are:

- LIKaDI: <http://www.likadi.com/>
- Murgibe (Equal Opportunities Consultant) in the Basque Country.”

**c. Local governments and local programs**

Some of the Specific Programs on Gender Mainstreaming, funded with European Projects are:  
The CITY & EQUALITY: A European project on mainstreaming with a number of partner-cities including Girona and Jerez de la Frontera

<http://www.cityandequality.org/>

- Gender Unit for Mainstreaming, at Andalusian Woman's Agency (*Instituto Andaluz de la Mujer*)  
<http://www.unidadgenero.com/>

**d. National government**

The National Woman's Agency (*Instituto de la Mujer*) or IM, creates Equality Plans, and the IV Plan, just presented, has one area out of eight, focusing on Mainstreaming.

**e. Universities and Academic Feminists**

There are a number of bodies within the Universities for Woman's Studies, such as Seminars, Women's Institutes within the University, listed below (44 Centers)

AUDEM Institutos Universitarios de Estudios de la Mujer  
UNIVERSIDAD AUTONOMA DE MADRID  
D<sup>a</sup> M<sup>a</sup> Teresa Gallego Méndez  
Edif. del Rectorado.  
Ctra. Comenar, km 15  
28049 Cantoblanco. MADRID  
Tlfn: 91 397 37 30 Fax:91 397 41 66

COMUNIDAD DE MADRID	
<a href="#">DPTO. PEDAGOGÍA DE ACTIVIDAD FÍSICA Y DEPORTE</a> UNIVERSIDAD POLITECNICA DE MADRID D <sup>a</sup> Benilde Vázquez INEF - Martín Fierro, s/n 28040 MADRID	<a href="#">INSTITUTO UNIVERSITARIO DE ESTUDIOS DE LAS MUJERES - IUEM</a> UNIVERSIDAD AUTONOMA DE MADRID D <sup>a</sup> Pilar Perez Cantó Edif. Rectorado, 3 <sup>a</sup> Entrepant Ctra. Colmenar, km 15 28049 Cantoblanco. MADRID
<a href="#">INSTITUTO UNIVERSITARIO DE INVESTIGACIONES FEMINISTAS</a> UNIVERSIDAD COMPLUTENSE D <sup>a</sup> Ana Sabaté Matínez Edif. E.U. Estadística - Despacho 209 28040 MADRID	<a href="#">UNIDAD DE ESTUDIOS DE GENERO</a> UNIVERSIDAD PONTIFICIA DE COMILLAS D <sup>a</sup> Ana García Mina Fac. de Psicología 28049 MADRID

<b>COMUNIDAD DE MADRID</b>	
SEMINARIO DE ESTUDIOS DE LA MUJER UNIVERSIDAD PONTIFICIA DE COMILLAS D <sup>a</sup> Emilce Dio Bleichman Diego de León, 44 - 3 <sup>o</sup> izda 28006 MADRID Tlfno: 91 411 24 42/564 26 67 Fax:91 564 50 55	ASOCIACION ESPAÑOLA DE INVESTIGACION SOBRE HISTORIA DE LAS MUJERES (Varias Universidades) UNIVERSIDAD COMPLUTENSE D <sup>a</sup> Cristina Segura Graiño Fac. de Geografía e Historia. Ciudad Universitaria. 28040 MADRID Tlfno: 91 394 59 34 Fax:91 394 59 40

<b>COMUNIDAD DE ANDALUCIA</b>	
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SEMINARIO PERMANENTE MUJER LATINOAMERICANA-MUJER ANDALUZA UNIVERSIDAD INTERNACIONAL DE ANDALUCIA D <sup>a</sup> Adriana Vaghi Sede Iberoamericana La Rábida. Paraje La Rábida 21810 Palos de la Frontera. HUELVA Tlfno: 959 35 04 52 Fax:959 35 01 58	<a href="#">SEMINARIO INTERDISCIPLINAR DE ESTUDIOS SOBRE LA MUJER</a> UNIVERSIDAD DE JAEN D <sup>a</sup> M <sup>a</sup> Antonia Bel Bravo Dpto. Territ. y Patrim. H <sup>o</sup> - Area H <sup>a</sup> Mod. Paraje Las Lagunillas. Edif. 1 Dpo. 1314 23071 JAEN
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EQUIPO ARENAL UNIVERSIDAD DE GRANADA D <sup>a</sup> Cándida Martínez López Fac. Filosofía y Letras Campus de la Cartuja 18071 GRANADA Tlfno: 958 24 28 28 Fax: 958 24 36 79	SEMINARIO INTERDISCIPLINAR DE ESTUDIOS DE LA MUJER UNIVERSIDAD DE SEVILLA D <sup>a</sup> M <sup>a</sup> Jesús Cala Carillo Fac. de Psicología. Area de psicología básica. Avda. San Francisco Javier, S/n 410005 SEVILLA Tlfno: 95 455 76 44 Fax: 95 455 17 84/16 76



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<a href="#">SEMINAR SEMINARI D'INVESTIGACIO FEMINISTA</a> UNIVERSITAT JAUME I D <sup>a</sup> Carmen Olaria Campus Carret. Borriol, Apto. 224	

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<p>SEMINARIO INTERDISCIPLINAR DE ESTUDIOS DE LAS MUJERES            UNIVERSIDAD DE LEON            D<sup>a</sup> Ana Isabel Blanco            Dpto. Filol. y CC. Educación.            Campus de Vegazana            240071 LEON Tlfno: 987 29 10 79 Fax:987 29 11 35</p>	<p><a href="#">SEMINARIO INTERDISCIPLINARIO DE EDUCACION NO SEXISTA</a>            UNIVERSIDAD DE VALLADOLID            E.U. Profesorado EGB            D<sup>a</sup> Carmen García Colmenares            Camino de Miranda, s/n.            34006 PALENCIA</p>
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<p>SEMINARIO MUJER Y CULTURA          UNIVERSIDAD DE LAS PALMAS          D<sup>a</sup> Rosa M<sup>a</sup> Sierra del Molino          Fac. Geografía e Historia          Pérez del Toro, 1          35071 LAS PALMAS DE GRAN CANARIA          Tlfno: 928 45 89 20 Fax:928 45 17 01</p>	<p>CENTRO DE ESTUDIOS DE LA MUJER          UNIVERSIDAD DE LA LAGUNA          D<sup>a</sup> Amparo Gómez Rodríguez          Delgado Barreto, s/n          Universidad de Las Palmas          38204 LA LAGUNA (Santa Cruz de Tenerife)          Tlfno: 922 31 90 45 Fax:922 31 90 30</p>

## 5. Bibliography

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