

# Equality for Local Development: Gender Mainstreaming in Municipalities



**Executive Summaries**  
of 3R surveys in Bulgaria

**2007**



**The project entitled “Equality for Local Development: Gender Mainstreaming in Municipalities” (2006-2007) is financed and implemented within the Community Programme relating to the Community Framework Strategy in Gender Equality (2001-2005).**

**Sole responsibility for the contents of this publication lies with the authors, the Commission is not responsible for any use that may be made of the information contained therein.**

**© Center of Women’s Studies and Policies, 2007**

**This publication is available at: [www.cwsp.bg](http://www.cwsp.bg)**

**e-mail: [cws@\[cwsp.bg](mailto:cws@[cwsp.bg)**

## **INTRODUCTION**

**In 2007 three Bulgarian municipalities made the first steps in the implementation of gender mainstreaming at local level in Bulgaria. The Municipalities of Sofia, Veliko Turnovo and Plovdiv as partners of the Center of Women's Studies and Policies took part in the project "Equality for Local Development: Gender Mainstreaming in Municipalities" (2006-2007) – an international initiative with promoter the Office of the Equal Opportunities Ombudsperson in Lithuania. Apart from Bulgaria, in the project took part partners from Lithuania – the Ministry of Social Security and Labour, the Centre for Equality Advancement and the municipalities of Sirvintos, Ukmerge and Siauliai; and Estonia – the Gender Equality Commissioner and the municipalities of Kuressaare and Narva.**

**The project aims at increasing the analytical and practical capacities of local authorities to implement real gender equality policies by ensuring that different interests, values and life experiences would be taken into account when decisions are made at the local level. For this purpose, during the period of March – June 2007 a team of Swedish and Bulgarian experts provided a series of trainings to municipal councillors and officers that mainly focused on the 3R method.**

**This publication presents the Executive Summaries of the surveys conducted during the period March – October 2007 under the project and in close collaboration with the team of the Center of Women's Studies and Policies – Tatyana Kmetova, Magdanela Delinesheva and Roza Dimova.**

## **3R Method**

**There are different ways to start working on gender equality. One of them is the 3R method which was developed in Sweden to serve the purpose of gender mainstreaming, and which is used to make surveys of the situation of women and men in different spheres of life.**

**The 3R method presents a possibility for examining whether municipal practices have in-built discriminatory practices. In this method, a quantitative investigation of the first two Rs, representation and resources, forms the basis of the third R, realia, which is more of a qualitative component. With the aid of a simple survey and analysis, it is possible to generate concrete local discussions on equality, based on the work actually being done.**

**The logic behind the 3R method is that very often we make decisions or initiate activities that help to maintain inequality between women and men. This may be because our notions of women and men include stereotypes or are obsolete, or because we regard the administrative or political areas as gender neutral. This method has already been used in Nordic municipalities and has proven to be very efficient. It is also easily applicable in other countries due to its relative simplicity.**

## **EQUAL ACCESS AND EQUAL OPPORTUNITIES FOR MEN AND WOMEN TO THE MUNICIPAL CLUBS FOR PENSIONERS AND PEOPLE WITH DISABILITIES IN SOFIA**

### **Team**

**Margarita Peeva, Chief Expert in the Social Activities Directorate, Sofia Municipality, Phone. +359 2/ 822 61 44, e-mail: mpeeva@sofia.bg**

### **Description of the problem**

**There are nine municipal clubs for pensioners and people with disabilities in Sofia, used by members of the respective associations to the clubs or with individual permits for attendance. The main goal of the clubs' activities is to provide opportunities for social contacts. The activities are organized by the associations to the respective clubs and basically include board games like chess, backgammon, cards, as well as lectures, excursions, concerts and trips. However, in practice, the men and women who actually attend the activities are less than the members of the associations to the clubs. Moreover, there is a clear gender division in the choice of activities which separates men and women into large groups with different interests.**

### **Object of the survey**

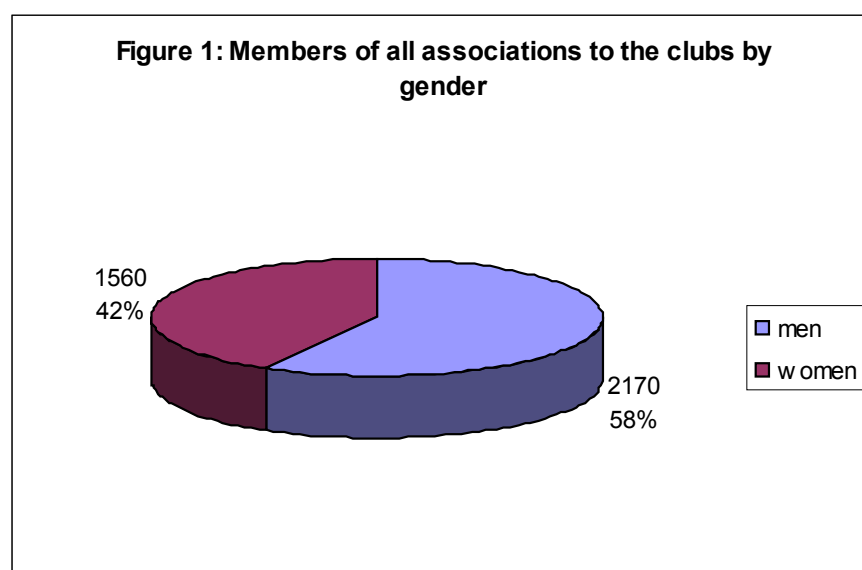
**The survey explores the associations using the municipal clubs for pensioners and people with disabilities in Sofia from gender perspective regarding membership, schedule for attendance and attendance.**

### **Objectives of the survey**

**The objective of the survey is to find out if men and women have equal access and equal opportunities to use the municipal clubs for pensioners and people with disabilities, based in Sofia and to participate in their preferred activities.**

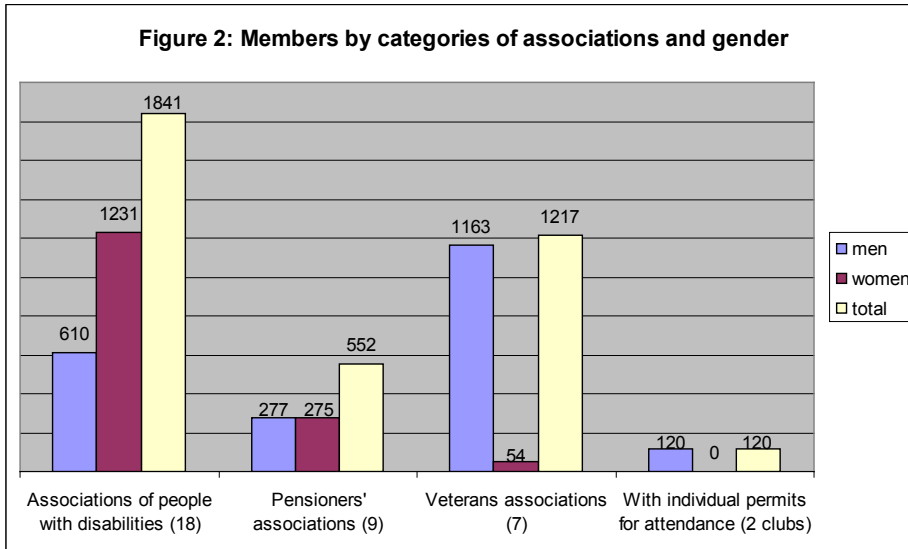
## Data (R1, R2)

The data for R1 (representation) show that the associations in which pensioners and people with disabilities are organized are 34 in total and include 2170 men, which represent 58% of all members, and 1560 women or 42% (Figure 1).

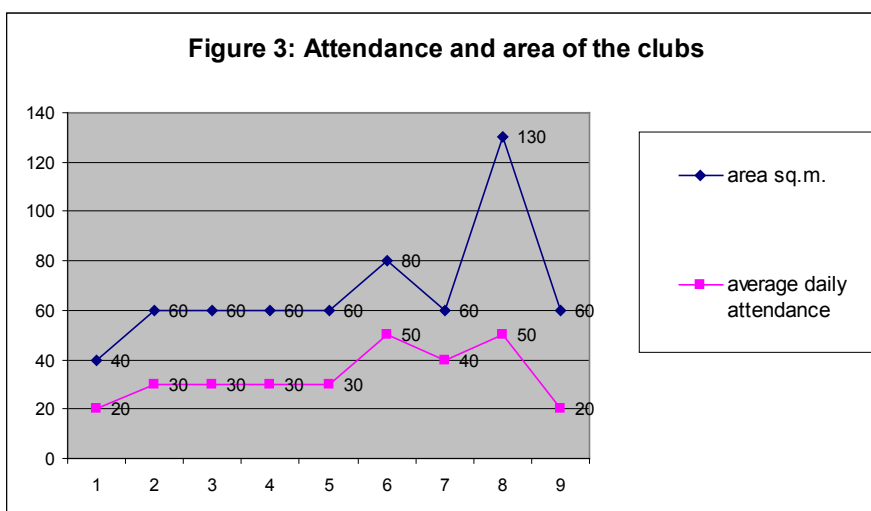


For the purpose of the survey, the pensioners' associations were additionally divided and thus were compared 4 specific categories of associations: of people with disabilities, of pensioners, of war veterans, and people with individual permits for attendance (Figure 2).

The women members of the associations of people with disabilities are twice as men – 67%. In the pensioners' associations the representation of men and women is equal. In the war veterans' associations the women are 4%, while the holders of individual permits are only men. The proportion of the members of the associations by gender varies in the respective clubs – in three of the clubs significantly prevail women, in three – men, and in three – their number is approximately equal.



The focus for R2 (resources) fell on the schedule for attendance, which is determined by the chairmen of the associations and the technical assistant to the respective club, as well as on the actual attendance of the clubs based on the observations of the assistants. In some cases the actual attendance corresponds to the number of the members. In others, although there are more women members of the associations, they have restricted opportunities for using the club for their activities. In third cases, with almost equal number of men and women associations' members, most of the visitors are from one gender only (Figure 3).



### **Analysis and conclusions (R3)**

**There are more men than women among the members of the associations to the municipal clubs in Sofia. It is due to the fact, that the war veterans' associations represent half of the members of all associations. Therefore, although at retirement age women are more than men, they are not well represented in the pensioners' associations – almost 17% for all categories. This makes them a neglected target group, who does not use the public resources (the municipal clubs for pensioners and people with disabilities) equally with men. It is necessary to identify all the reasons for this situation and propose measures to attract more women to participate in these associations, considering that most of them live alone, not surrounded by children or relatives. There is an opposite trend with regard to the associations of people with disabilities. Here, the future work should be focused on men in order to identify their problems and take measures, specifically targeting them.**

### **Action Plan**

- **The clubs should start gathering statistics by gender related to the attendance of the clubs which should be used for the preparation of the schedule, in order to ensure equal access and equal opportunities for men and women.**
- **The Social Activities Directorate should conduct a survey by gender among the target groups on the territory of Sofia Municipality about: preferred activities, needs of such clubs, and the reasons for not participating in the associations and/or not attending the municipal clubs. Based on the results, a gender sensitive municipal strategy for senior citizens should be developed, with financially supported measures.**
- **The activities in the municipal clubs should be expanded by attracting additional funds through projects of the Social Activities Directorate for external financing and partnerships between the associations and NGOs.**
- **The activities in the municipal clubs should be promoted in the communities in order to attract and actively engage more people from the target groups.**



## SCHOOL SPORTS FACILITIES – SUITABLE FOR GIRLS AND BOYS

### Team

**Directorate of Sports and Prevention of Dependencies, Sofia Municipality:**

**Irena Dimitrova, Director**

**Pavel Ivanov, Chief Expert**

**Chavdar Velinov, Senior Expert**

**Contacts: phone: +359 2/9810649, e-mail: [bowlingfest@abv.bg](mailto:bowlingfest@abv.bg)**

### Description of the problem

**The identified problem is the low participation of pupils in both curricula and extra-curricula sports activities practiced in the school sports facilities, which has negative effects on their health and physical development. Usually the reasons are seen in the unsatisfactory conditions of the sports facilities. But why it has more negative impact on girls compared to boys?**

### Object of the survey

**The survey focuses on data for one representative school in Sofia – 119 Secondary Comprehensive School.**

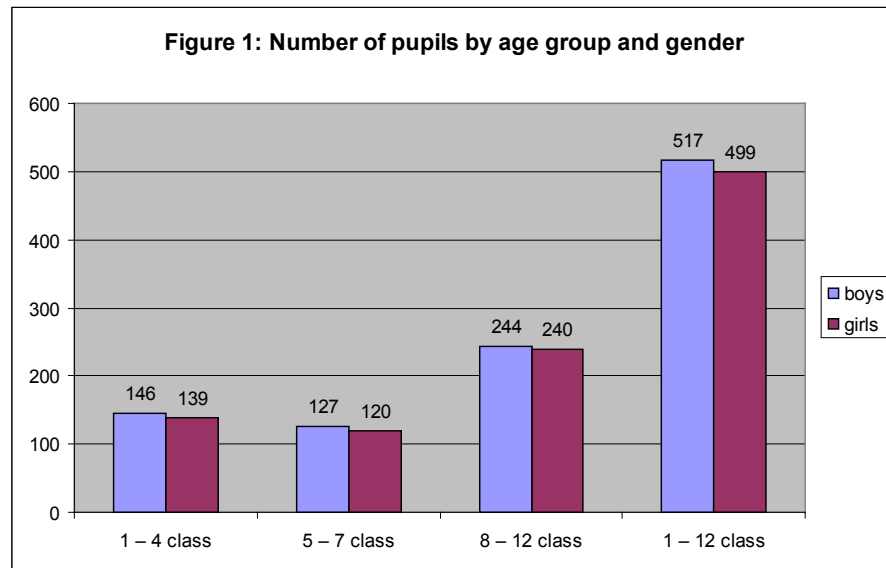
**The school was chosen for several reasons: (i) it includes pupils from 1 to 12 class; (ii) it has own sports facilities, used for curricula and extra-curricular sports activities; and (iii) allows data comparison as boys and girls are equally represented. The survey focused on the use of school sports facilities by the pupils from different age group by gender and the general conditions of the sports facilities.**

### Objectives of the survey

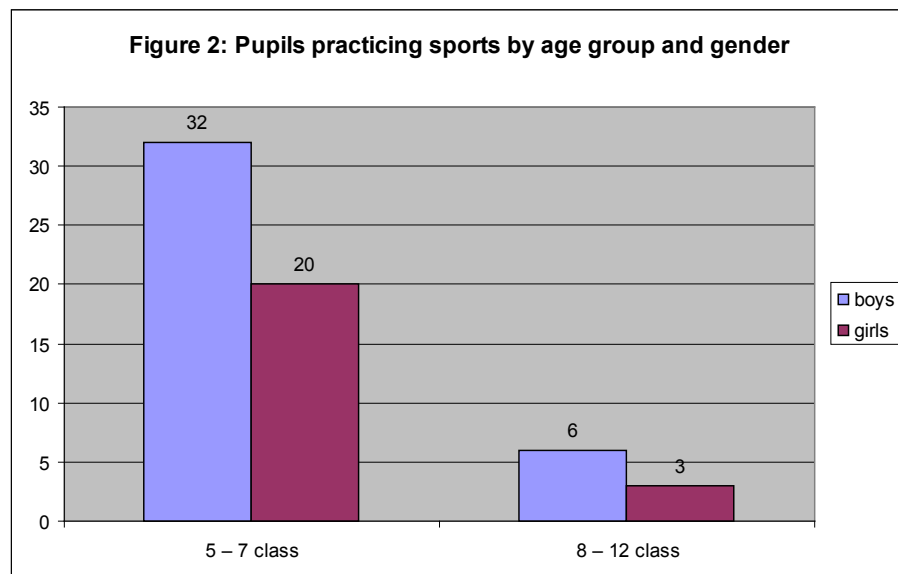
**To determine the main trends regarding the participation of pupils in sports activities from a gender perspective and make recommendations.**

## Data (R1, R2)

The data for R1 (representation) show, that for all age groups the number of girls and boys is approximately equal (Figure 1).



Only 32 boys and 20 girls from 5-7 class and 6 boys and 3 girls from 8-12 class practice some sport. Furthermore, the proportion of boys and girls practicing sports is 2/1 for all age groups (Figure 2).



**Concerning the R2 (resources) the school has its own gymnasium and outdoor playgrounds for basketball, football, volleyball.**

**For 2007 the Sofia Municipal Council approved 3.7 million BGN for the repair and renovation of nearly 30 school gymnasiums and playgrounds. Within this subsidy the school received 50 000 BGN for repair of the gymnasium and the locker rooms.**

**Except for regular classes the sports facilities are used by the sports sections to the school and by external clubs based on an agreement with the school ensuring the participation of the pupils. Based on the observations of the team and discussions with the teachers and the students the outdoor school sport facilities are mainly used by boys after classes and at weekends by men, living in the neighborhood.**

### **Analysis and conclusions (R3)**

**The data in R1 shows clearly that the share of the pupils practicing sports is extremely low: 21.1% for 5-7 class and only 1.9% for 8-12 class (there is no data available for 1-4 class).**

**There is an obvious and alarming trend of decreasing the number of pupils both in curricular and extra-curricular sport activities with the age increase, especially for girls: from 16.7% to 1.3% i.e. the share of girls practicing sports diminishes nearly 13 times. For the boys it is nearly 10 times. There is also reluctance to and non-attendance of the regular classes in physical education or practicing sports in the free time, which is more definitely seen with girls.**

**One of the reasons is in the bad condition and/or inadequate space of the indoor facilities including the locker rooms, the bathrooms and the WCs, which influences stronger the girls as the boys are more adaptable to unfavorable hygiene conditions. Another major reason is that the gymnasium and the playgrounds are suitable for sports preferred by the boys, like football and basketball.**

## Action Plan

### *The school should:*

- **Attract more girls in sports like football, basketball, martial arts for which there are more facilities; such sports create new skills and talents for the girls;**
- **Stimulate the formation of sections for sports usually preferred by girls like badminton, volleyball, swimming, gymnastics, yoga etc.**
- **Conduct an enquiry for the sports preferred by boys and girls as well as the timing and the place of practicing;**
- **Introduce more attractive teaching strategies in physical education classes to motivate pupils.**

### *The Municipality should:*

- **Do a full evaluation from gender perspective of the existing sports facilities and the type and amount of financial resources necessary for the renovation of the sports facilities that would be included in the Municipal Financial Programme.**
- **Reconstruct and renovate through the annual repair works the existing sports facilities into modern multifunctional gymnasiums and playgrounds allowing simultaneously practicing of different sports in order to answer the different interests of girls and boys. This would, on one hand, ensure equal access and more equal use of this municipal resource, and, on the other – to better quality of education in municipal schools.**

## **ATTITUDES OF MALE AND FEMALE STUDENTS TO INTERNSHIPS IN THE KINDERGARTENS**

### **Team**

**Diana Vaneva**

**Chief Expert in International Cooperation and European Integration Directorate, Municipality of Plovdiv, contacts: tel.: 032/ 656527, e-mail: euro@plovdiv.bg**

**Margarita Peeva**

**Chief Expert in Social Activities Directorate, Municipality of Sofia, tel.: 02/822 6144, e-mail: mpeeva@sofia.bg**

**Dobroslav Iliev**

**Junior Expert in Social Activities Directorate, Municipality of Sofia, tel: 02/9875367, e-mail: diliev@sofia.bg**

**Gueorgui Stoimenov**

**Municipal Councilor, mandate 2003-2007, e-mail: geost10@hotmail.com**

### **Description of the problem**

**Kindergartens provide children only with female behavior and role models. Stereotypes about male and female professions contribute to the nearly 100% female teaching staff. Due to the low pay and public image of the profession, it is not attractive for young graduates in pedagogy with more diverse qualifications, like foreign languages and arts or graduates in psychology and as a result they rarely specialize in this area.**

**There is a big demand on the part of the parents for additional classes in music, arts and English language in public kindergartens. For answering the demand the kindergartens ensure external teachers in foreign languages and arts. These services are additionally paid by the parents. All graduates in pedagogical specialties in their final year of study have compulsory practical internships.**

### Object of the survey

To explore the attitudes of male and female students to work with the age group of 3-5 years. For this purpose three parallel surveys were conducted – two in Sofia and one in Plovdiv – among students in different specialties in four universities.

### Object ives of the survey

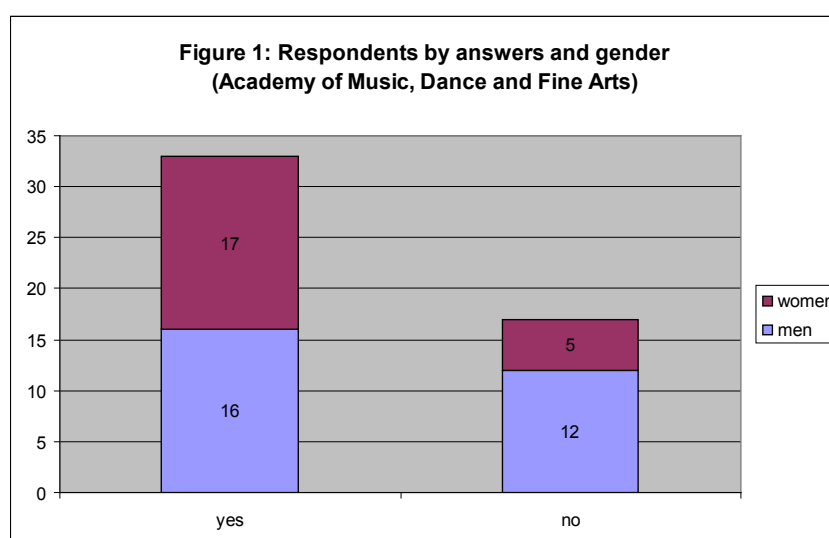
To identify the attitudes of students men and women to: (i) work with children between 3-5 years; (ii) do their internship in kindergartens instead of/and in schools; and (iii) choose a topic of their diploma paper, related to this age group.

### Data (R1, R2)

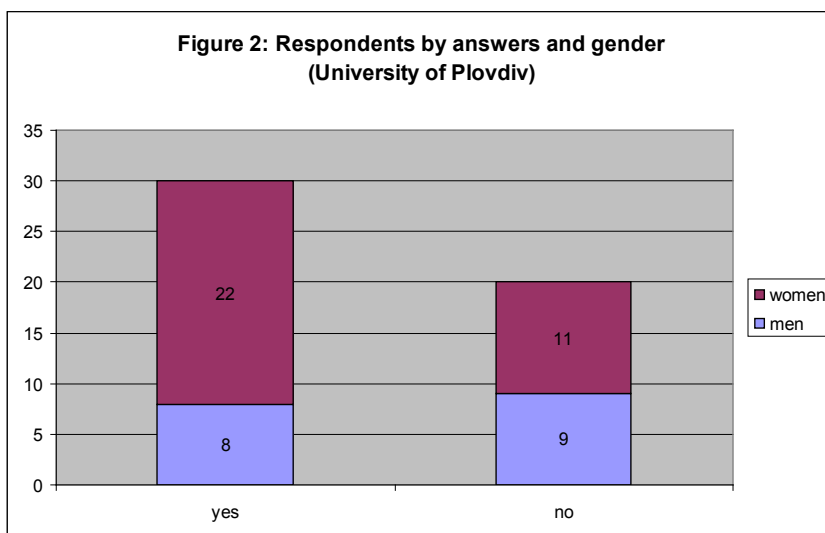
The data for R1 (representation) are presented separately for the tree surveys.

*In Plovdiv* were interviewed 100 students from eight specialties in two universities.

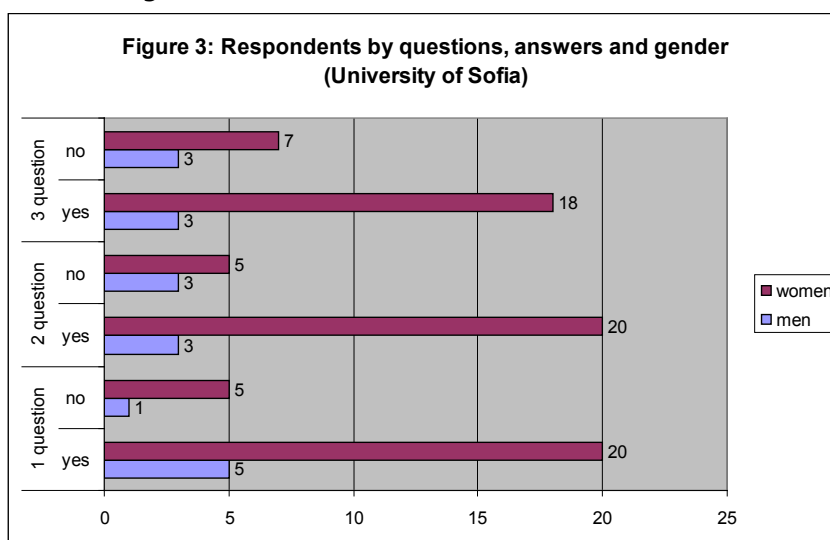
*In the Academy of Music, Dance and Fine Arts* of all 50 respondents (28 men and 22 women) 57% men and 77% women gave positive answers about the possibility to have their internships in kindergartens or to choose a topic of diploma paper related to the age group of 3 to 5 years (Figure 1).



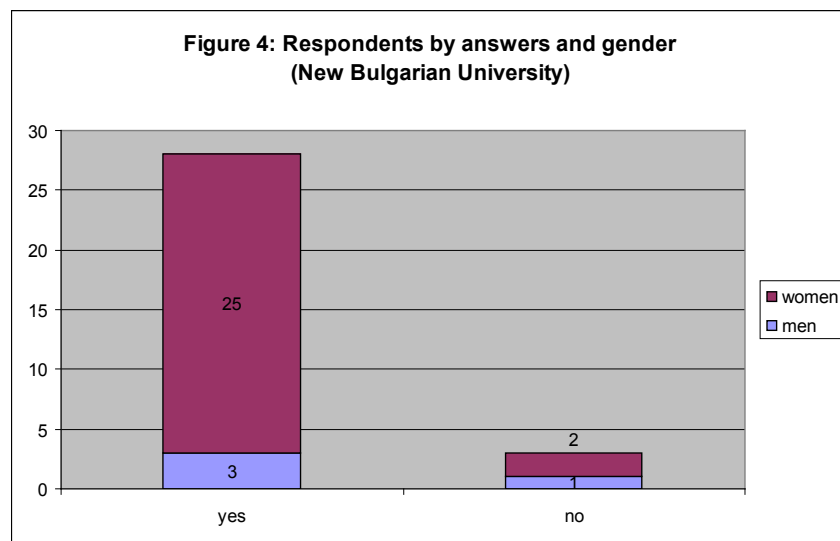
In the *University of Plovdiv* were interviewed 50 students,(17 men and 33 women). Of all respondents 47% men and 67% women gave positive answers about the possibility to do their internships in kindergartens or to choose a topic of their diploma paper related to the age group of 3 to 5 years (Figure 2).



Of the interviewed 31 students (6 men and 25 women) in the *University of Sofia* positive answers gave: to the first question – 5 men and 20 women (83% and 80% of the respondents men and women); to the second question – 3 men and 20 women (50% and 80%); and to the third question – 3 men and 18 women (50% and 72%) (Figure 3).



**In New Bulgarian University in Sofia the survey questionnaire was filled in by 31 students in total – 27 in the Bachelor and 4 in the Master Program in Psychology – 27 women and 4 men. Only 3 students – 2 women and 1 man gave negative answers to the three questions (Figure 4).**



**Regarding the R2 (resources) as an extremely important one is seen the pedagogical qualification and/or willingness of students to follow research careers and their acquired knowledge and skills to work with different age groups, including children aged 3 -5 years. The internship is compulsory, not paid and it is part of the mandatory program of the students. It should cover a certain number of classes. Another resource are the public kindergartens which are 61 on the territory of Plovdiv and 139 on the territory of Sofia.**

### **Analysis and conclusions (R3)**

**Although the surveys are not representative, they gave an idea about the attitudes of students to teach in kindergartens or to follow a research career focused on children's behavior (aged 3-5).**

**In both universities in Plovdiv 24 men and 39 women or 63 students in total are opened and interested in doing their internships in kindergartens. In general,**



**the students from the Academy of Arts are more willing to teach in kindergartens – 57% of the men и 77% of the women interviewed gave positive answers. Regarding the University of Plovdiv these percentages are: 47% of the men and 67% of the women are positive to the idea. It is extremely important that from all respondents (45) men – 53% gave positive answers. The biggest interest shown by men studying pedagogy of teaching fine arts (6) and pedagogy of teaching music (5) at the Academy of Arts.**

**In Sofia University and in New Bulgarian University only a small number of students filled in the questionnaires, of which there were few men. This fact is to some extent indicative for the general attitude, especially regarding the University of Sofia, where the students are almost equally represented by gender. On the other, there is quite a high percentage of positive answers of the respondents men and women. This age group is of particular interest for psychology graduates because they would have the chance to observe closely the formation of the personality identity. On the whole, the bigger part of all respondents is willing to and interested yo work with the age group both as pedagogues and researchers.**

**This willingness is extremely important as more young teachers and especially men in the kindergartens can bring a number of advantages for the children and the education process. The children will:**

- have the possibility to communicate with more young people – men and women.**
- have better access to education in foreign languages and arts (free of charge classes) which will develop their imagination and skills.**
- enjoy a more diverse programme and teaching methods, which will contribute for a better environment.**
- have the possibility to communicate with male teachers which will introduce the male role model in kindergartens.**

## Action Plan

- **To further develop the questionnaire for the survey of students' attitudes.**
- **To make an analysis of the feedback information on the results of the intervention, provided by students and tutor teachers during the internships.**
- **To conclude an agreement between the Municipality of Plovdiv, the University of Plovdiv, the Academy of Arts and one municipal kindergarten for students' internships as a pilot initiative. Preliminary negotiations between the managing bodies of the universities and the kindergarten have already been held and showed positiveness and interest to the idea.**
- **To start negotiations between the Municipality of Sofia and Sofia University and New Bulgarian University for internships of students in kindergartens in Sofia, chosen according to their possibilities and willingness to accept interns.**
- **Both municipalities to prepare and disseminate information among parents about the idea, and to explore their opinions on the possibility interns – men and women, to work with children as well as to explore their interest for additional classes.**

## VANDALISM TO MONUMENTS OF CULTURE – FACTOR FOR RESTRICTING THE ACCESS OF WOMEN TO PUBLIC SPACES

### Team

**Team of Veliko Turnovo Municipality:**

**Mina Ilieva, General Secretary; Rozaliya Stefanova, Director of Administrative, Legal and Information Services Directorate; Ivan Krastev, Chief Specialist of Public Relations; Borislav Apostolov, Senior Expert, Eurointegration and Projects Department; Zheni Sapundzhieva, Municipal Councilor, mandate 2003-2007**

**For contacts: Tel.: (+359 62) 619 307; E-mail: [pirvt@abv.bg](mailto:pirvt@abv.bg)**

### Description of the problem



Recently, acts of vandalism, especially graffiti drawing on monuments of culture, was identified as a problem both by the police and the Municipality of Veliko Turnovo – a tourist city with 865 monuments of culture of national significance.

The acts of vandalism influence negatively the image of the city and create the feeling that these places could be considered risky for the citizens and the tourists as the youth groups gathering there often have asocial behavior. These are groups of young people (mainly male) aged, 14-22 who are seeking for expression of their alternative arts or extreme sports. Their behaviour is often provoked by alcohol or drugs and results in separation of these public spaces and vandalism to the monuments. But how does this behavior influence men and women in the city?



### Object of the survey

The survey focused on two of the most popular and most attacked with acts of vandalism monuments situated in the city center, in nice surroundings and equipped with panoramic illumination – the Monument of Mother Bulgaria (the picture on the left) and the Monument of Assenevtsi (the picture on the right), as well as the attitudes of the citizens towards the acts of vandalism, graffiti and youth problem groups.



### Objectives of the survey

To explore the potential lack of access after dark to the areas of the monuments in Veliko Turnovo for the citizens and the tourists, especially for women, and to determine the level of social intolerance towards the acts of vandalism against the cultural and historic monuments.

### Data (R1, R2)

With respect to R1 (representation) it is difficult to determine the exact number of men and women who avoid to visit the areas of the monuments. The police do not gather separate statistics about the people who inform about such acts. Based on the observations of the 24-hour guard of one of the monuments, very few people pass the area at night and almost no women.

**70% of the respondents in a former survey on the night visits to the museums avoid visiting the monuments at night because of the presence of the graffiti drawing groups there.**

**Approximately 20 000 BGN annually are allocated (R2 – resources) for cleaning the monuments. Additional funds are budgeted by the Municipality for the creation of nice and safe areas around them – lighting, maintenance of the surrounding parks with flowers and benches.**

**The objective difficulty in gathering the qualitative data required the use of additional qualitative methods. Two focus groups were organized – the first with younger people at the age of the perpetrators (13-20 години) and the second with citizens (25-60 години) in order to identify the attitude of the participants towards the problem with vandalism, its effects on the citizens and the tourists and how it could be solved. Both groups included 8 persons, equal number of men and women.**

**Both groups (with the exception of one participant in the first group) consider graffiti drawing on the monuments as an act of vandalism, and such gatherings of groups could cause problems related to the public environment safety, especially for women and young people.**

**While the first group cannot give ideas how this problem could be overcome, the second one suggests that that only the joint efforts of the whole community can guarantee the rights of the citizens, the observance of public order and will not allow the separation of public spaces. Effect can be achieved only through strict measures and punishment of the perpetrators.**

### **Analysis and conclusions (R3)**

**The funds spent annually are not enough as a measure and do not have a permanent result as very soon the monuments are again desecrated, accompanied by breach of public order and safety. Gathering of large informal groups of young people with asocial behavior leads practically to the separation of the public spaces around the monuments and makes the areas potentially risky for women and young people during after dark.**

## Action Plan

- To allocate financial resources for surveillance cameras in the areas of the monuments;
- To build an alternative youth territory with panels for drawing graffiti and practicing extreme sports;



- To organize information campaigns for the importance of historical heritage and encourage citizens to inform about acts of vandalism;



- To conduct a survey among school students regarding the reasons for aggressive behavior – already developed questionnaire.

## **EXTRA-CURRICULAR ACTIVITIES – NEED OF RATIONALISING THE FREE TIME OF PUPILS TO DEVELOP THEIR INTERESTS AND TALENTS**

### **Team**

**Irena Dimitrova, Director of Sport and Prevention of Addictions Directorate, Sofia Municipality; Phone: +359 2/ 9461412; E-mail: irena13@abv.bg;**

### **Description of the problem**

**Local authorities are the main provider of extra-curricular activities in the educational institutions. The necessary funds for the implementation of extra-curricular and out-of-school activities are provided mainly through external financing programs for which the schools apply in partnership with the municipalities. Are these programs gender sensitive and how is that reflected in the project proposals regarding the choice of activities and the evaluation of the results achieved?**

### **Object of the survey**

**The survey explored from gender perspective the guidelines and the project proposals developed by the Municipality of Sofia in partnership with schools in 2007 under 2 programs of the Ministry of Education.**

- National Program “The School – Territory of Students” – proposals of 116 schools**
- Three schemes under the Human Resources Operational Program – proposals of 107 schools**

### **Objectives of the survey**

**To make an analysis from gender perspective of the requirements in the guidelines and their application through the criteria for choosing extra-curricular and out-of-school activities as well as to determine the factors for the choice of activities.**

### **Data (R1, R2)**

The choice of the activities is determined by the available resources of the educational institution, the local authorities (Sofia Municipality) and the priorities the state policy, namely: information and technological resources; legal and regulatory framework; financial resources; human resources; identifying the needs of the target groups and the beneficiaries. The focus of the survey fell on the latter as it is considered the most important for determining the activities.

Gender equality is not included among the evaluation criteria for the projects under the National Program and the indicators give only the total number of pupils (representation – R1). Only 25% of the project proposals determine their activities based on the needs of their target groups and direct beneficiaries, but it is not done from gender perspective. Practically, there are no projects that encourage the participation of boys or girls in a certain activity (resources – R2).

In the guidelines of the Operational Program gender equality is listed as the first obligatory horizontal principle. Each activity requires an indicator for the number of participants by gender but it is not bound with the final effectiveness indicator, which is the limitation of the funds per pupil/child participating in the project (representation – R1). Only 15% under the Operational Program determine their activities based on the needs of their target groups and direct beneficiaries. These activities are determined based on the identified needs by gender in only a neglectfully small number of projects (resources – R2).

### **Analysis and conclusions (R3)**

The lack of requirement for gender equality in the National Program does not allow evaluating whether the activities have effects on the boys and girls and if they address the actual interests and needs of the respective groups. In fact, the activities are determined in an outdated manner based only on the traditions in the school or stereotypical notions about their necessity which is not identified through a gender perspective.



**Although the Operational Program requires the observation of the principle of gender equality, it does not require identifying the needs of the target groups and beneficiaries by gender. There are only indicators by gender for the number of pupils but not for the effectiveness of the financial resources used. This fact raises the question how the observance of the main horizontal principle for gender equality is guaranteed. There is a threat that these financial resources are allocated unequally and as a result could deepen existing inequalities instead of overcoming them and as a result – not used efficiently for encouraging equal opportunities and access of boys and girls to extra-curricular activities.**

### **Action Plan**

- **To raise the gender awareness through trainings of the educational community with regard to gender analysis of the needs of pupils, including specific training on gender equality issues for future beneficiaries of the Operational Program;**
- **To create a gender-sensitive data base of extra-curricular activities in order to support the schools in project development for more accurate formulation of the necessary measures;**
- **To enhance the partnerships between the municipality and the schools with non-governmental organizations working on gender issues;**
- **To make a recommendation to the Ministry of Education and Science for amendments in the Guidelines in order to include an ex post evaluation indicator for the efficiency of the resource allocation by gender.**