

Women's Career Advancement within the Swedish Central Adminis- tration

FINAL REPORT



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1 Summary and Proposals for Future Development

1.1 Summary

The Swedish Council for Strategic Human Resources Development (“Krus”) lead and coordinated the Government assignment, *Women’s Career Advancement within the Swedish Central Administration*¹, during the period of 2009-2010. The objective of the assignment was to increase the proportion of women in management and senior expert positions in government agencies, and thereby contribute to a decreasing pay gap between women and men. Krus implemented a systematic process of change within twenty government agencies. In total, 340 individuals from twenty government agencies were involved in the programme, *Leadership and Equality in the Swedish Central Administration* (“Staten leder Jämt”). Together, these agencies employ approximately 70,000 individuals.

Krus concludes that, in the short term, the approach and implementation of the Government assignment, *Women’s Career Advancement within the Swedish Central Administration*, through the programme, *Staten leder Jämt*, had a direct positive impact on the twenty participating agencies. The use of a management-driven change process and a highly structured work process inspired the agencies, on short notice, to produce fact-based support material to facilitate decision-making, which, in turn, easily could be applied to everyday operations. One conclusion, therefore, is that a carefully considered process, in both form and content, is important for the development of sustainable gender equality.

The overall progress in these agencies is positive, and the degree of gender equality appears to be on the increase. Through the use of gender equality indicators, the aim to increase the proportion of women in management and senior expert positions could be monitored. The progress in the participating agencies could also be compared with the development within other agencies, and within the Central Administration as a whole. The results indicates a positive trend with regard to the proportion of women in senior management teams, and in management and strategic positions at the participating agencies. It also suggests that this progress occurs at a faster pace than for the Central Administration as a whole.

The groundwork was laid with respect to how management and expert analyses could be carried out, and how the results could provide input for future development. Interesting areas for future development are how various tasks and their complexity are understood, how tasks are coded in the classification system for the Central Administration, the BESTA position classification system², and how to identify positions of a strategic nature at each agency. The management and expert analyses also exposed substantive gender inequalities in agencies that were perceived to be substantively gender equal, i.e. in these agencies, women were not in positions of power to influence the development of core operations.

¹ “Central Administration” is defined as those agencies that operate directly under the control of the Government.

² The Swedish Agency for Government Employers (SAGE), and the Swedish trade unions for the government sector have developed a system, BESTA, to classify government job positions based on complexity of duties and level of responsibility. The BESTA system also provides statistical data to be used in the collective negotiations for the Central Administration.

The dissemination of knowledge from the programme *Staten leder Jämt* to the Central Administration as a whole, involved a total of 108 government agencies, and 409 individuals participated in the programme's open activities. The approach to link gender equality with the development of operations, and with the strategic human resources development and management contributed to a broadening of the target group. In turn, this resulted in an increase in the proportion of managers from core operations and the proportion of men, who attended each subsequent conference.

The strength of the instructions issued by the Government Offices has a direct impact on how government agencies perceive and prioritize their work towards gender equality. The implementation of gender mainstreaming and gender equality measures is easily overlooked, unless it is given special attention, and is coupled with reporting requirements. Generally, government agencies, whose letters of regulation and instructions include requirements to work towards gender equality, clearly showed a higher level of engagement. This was also the case for those agencies that participated in *Staten leder Jämt*.

Finally, it is obvious from the work to implement the Government assignment, *Women's Career Advancement within the Swedish Central Administration*, that such development must be allowed ample time in order to bring about sustainable change. Krus notes that a project period of at least 3-5 years is a minimum in order to ensure long-term effects, especially when the work involves complex organisations and contexts. Sustainability requires strategic efforts and decision-making, as was the case in *Staten leder Jämt*, allowing the results to have an impact on, and influence routines, policies and systems.

1.2 Proposals for Future Development

The conclusions and recommendations are based on three years of experience of working on initiatives aimed at different target groups, and at several organisational levels. In order to ensure that this work is actively pursued, and that the long-term objectives are reached, Krus proposes a number of initiatives directed at the Central Administration, and at agency and individual levels. Krus recommends that:

Central Administration Level:

- the Government should commission a follow-up study of the work carried out by government agencies concerning talent management, specifically of managers and senior experts, within the framework of the annual long-term competency management report for the Central Administration;
- the Government should commission an impact evaluation of the programme, *Staten leder Jämt*, to be carried out by a government agency or university during 2013;
- Krus should be assigned the task to maintain and further develop the concept behind the change process used in the programme, *Staten leder Jämt*, to also include initiatives by government agencies to increase diversity within the Central Administration; and
- the Government should assign the task to continue the development of statistical data, disaggregated by sex, that reflect substantive gender equality, and indicators for gender equality through benchmarking.

Government Agency Level:

- Krus should be assigned the task to assist government agencies in their work to increase the proportion of women in senior management positions. In particular, Krus should support agencies in setting up a management-driven change process, identify agency-based target groups that should be involved in this development, provide tools for the gathering of facts and conducting of analyses, as well as for the development of new measures;
- Krus should be assigned the task to provide continued support to the network developed through the *Women's Career Advancement within the Swedish Central Administration* programme to ensure the integration of methodologies for increased gender equality into the development of operations, and into the strategic human resources development and management;
- Krus should be assigned the task to provide fora for discussions about current governance issues related to gender and gender equality for Directors General and senior management teams in government agencies; and
- Krus should be assigned the task to further develop tools for strategic management and senior expert talent management with a special focus on the achievement of gender balance.

Individual Level:

- Krus should be assigned the task to develop a basic structure for a long-term senior management programme that can be adapted to the current subject matter of the strategic talent management prioritized by the Government. The programme should be based in the needs of the Central Administration for change, and should be adaptable to the political priorities and policies of the Government as an employer;
- Krus should be assigned the task to make available an E-learning resource free-of-charge to raise awareness about gender mainstreaming, and provide basic information and knowledge about gender and gender equality in preparation for, or within the framework, of the on-going change process.

2 The Government Assignment

2.1 Background

In order to further facilitate the development to increase the proportion of women in senior management positions, the Government announced a targeted measure in its 2008 Budget Bill.³ The measure involved the design and implementation of a long-term development programme to guarantee career advancement opportunities for women in the Central Administration.

In 2006, 50% of the employees within the Central Administration were women. However, within the group of managers only 34% of the positions were occupied by women, compared to 66% by men. Using the BESTA position classification system, twice as many men were classified as holding the two most senior positions; 18% compared to 9%. The fact that women and men hold positions on different levels of responsibility in government agencies contributes, among other things, to a general gender pay gap. In 2006, the total average salary of women in government employment was 14.4% lower than that of men.

The Government concluded that this situation is unsatisfactory. In order for the Central Administration to fulfil its duties towards the public, it is of vital importance that, as an employer, it makes full use of the collective expertise of the workforce irrespectively of sex, ethnicity, age, disability and sexual orientation.

The Central Administration must set an example and be attractive as an employer. It is also important for the legitimacy of, and public confidence for, the Central Administration that its employees reflect the population at large. The objective set by the Government for the Central Administration employers is very clear: the proportion of women in management and senior expert positions must increase, and, thereby, contribute to a reduction of the gender pay gap in government agencies.

The Government allocated SEK 17.3 million (approx. €2 million) for the implementation of this measure. The programme ended on 31 December 2010. Krus submitted its final report to the Government Offices, with a summary of the outcomes of the assignment, on April 15, 2011.

2.2 Government Gender Equality Policy

Equality between women and men is an important factor for economic growth. To achieve results, gender equality policies must be integrated into all areas of Government policy. In Sweden, gender mainstreaming is the primary strategy for achieving the aims of gender equality policies. Since equality between women and men is shaped where decisions and the distribution of resources are made, and where norms are created, a gender equality perspective must be integrated into every-day operations.

³ Govt. Bill 2007/08:1, expenditure area 2, section 6.

This strategy has been developed to counteract tendencies that gender equality issues are overlooked, or side-lined by other political issues and activities.⁴ The overarching aim for the Government gender equality policy is to ensure that women and men enjoy the same power and opportunities to shape their own lives.⁵ The following two of the four interim gender equality goals have held special significance for the KRUS programme:

- **Equal distribution of power and influence**

Women and men should have the same rights and opportunities to be active citizens, and to shape the conditions for decision-making.

- **Economic equality**

Women and men should have the same opportunities and conditions with regards to education and paid work, which provide them with the means to achieve lifelong economic independence.⁶

Krus has attached greater significance to the use of the concept, “women in senior management positions” than to the concept, “women’s career advancement” when developing the programme. In the feasibility study⁷, a senior management position is defined as a position with decision-making power and/or power to form and influence an agency or society. This means decision-making power over complex tasks, decisions that bring added value for the future, and innovation and development. This definition matches well the description of the two uppermost code levels in the BESTA position classification system⁸, i.e. the system used to classify positions as a basis for the development of statistical data.

Level 5

Work is generally performed in accordance with short-term and long-term operational goals. The results often influence several operations within an agency. The work consists primarily of complex analytical and evaluation tasks, most often involving significant elements of planning and development of methods or of technology. Working methods and alternative solutions are not predetermined or defined, and often demand innovative thinking.

Level 6

Work is generally performed in accordance with the overall policy and objectives of the agency. The results may influence an entire agency or operations long-term. Fundamental solutions can be discussed with, for example, a senior management team. The work consists of solving complex problems of great significance to the entire agency/operation, and often requires new approaches. The work is characterized by its focus on development and innovation.

⁴ Gender Equality and Gender Mainstreaming, online at: www.regeringen.se

⁵ Ministry of Integration and Gender Equality, *Factsheet: The Swedish Government's Gender Equality Policy*, 2009.

⁶ *Supra*, Factsheet.

⁷ *En god chefsförsörjning* [Talent Management within the Central Administration], Verva Dnr 2007/94.

⁸ BESTA, *Befattningsgruppering för statistik* [Classification of Positions and Statistical Data], Swedish Agency for Government Employers (SAGE), 2009, third revised edition.

Statement of Objectives

The decision of the Government⁹ states that the following conditions must be met:

1. A clear connection must be established between the development of operations and the strategic human resources development and management;
2. A programme of implementation involving twenty or so government agencies must be realized. Within this framework, initiatives aimed at promoting the career advancement of individual women are to be developed;
3. A development initiative regarding talent management specifically for managers and senior expert within the Central Administration must be undertaken;
4. Indicators for the follow-up and evaluation of the work must be developed. The design of these indicators must be such that they facilitate comparative analyses¹⁰ within and between agencies.

The initiatives must contribute to:

- increased knowledge, awareness, understanding, commitment and ownership at agency senior management level;
- the change process within agencies, and to an increased common understanding of sound leadership within the Central Administration; as well as
- opportunities for capacity development for individual employees.

2.3 Approach of the Assignment

Throughout the assignment, the connection between operational development and gender equality is highlighted as the principal factor that will bring added value to the programme.

The task given to Krus by the Government was implemented as a change process with the objective to increase the proportion of women in senior management positions, and was built upon experience, knowledge, methods and research gained through previous projects carried out in the Central Administration, or in other parts of the labour market.

The change process was designed to contribute to knowledge and understanding in order to support the transformation of norms, values and behaviour, which, in turn, could lead to results by using gender mainstreaming as a method. In the long-term, this work should involve the entire staff capacity of an agency i.e. senior managers and employees, and also involve the trade unions. An illustration of the factors that are needed to affect lasting change can be found in Chart 1.

⁹ *Government Budget Decision, Fi 2008/2097.*

¹⁰ Benchmarking.



Chart 1: Steps towards Change

As is the case in all change processes, the active involvement of senior management is key to successful implementation. Senior management teams that clearly communicate the importance of gender equality in an organisation, and that prioritize gender equality and related initiatives and provide resources, have enjoyed success.

The process of change aims to enable the active involvement of both senior management and employees. The commitment of senior management sets the tone for the whole organisation, and facilitates understanding and participation in the development process. Hence, the *Staten leder Jämt* programme was designed to function as support for senior management in the participating agencies. The programme provided information, and created an understanding of gender and gender equality as being vital parts in the development of the agency, and its strategic human resources development and management.

3 Government Agency Participation

3.1 Selection and Invitations

The Government-initiated Krus project, *Women's Career Advancement within the Swedish Central Administration*, had as its overall aim to initiate a process of change in a number of government agencies. through the programme, *Staten leder Jämt*. In the fall of 2008, around twenty selected agencies were invited to participate in the programme. The selection of agencies was made jointly by the Government Offices and the Swedish Agency for Government Employers (SAGE) using the following criteria:

1. A high level of interaction with citizens and businesses;
2. Involvement of a large portion of the employees in the Central Administration;
3. Representation of different sectors and types of government operations;
4. Representation of different government ministries;
5. Different agency sizes.¹¹

The ultimate goal was that twenty government agencies participate in the change process. To reach this goal, targeted invitations were sent to directors general and human resources managers ("HR managers") in 56 agencies. Notwithstanding that a large number of agencies declared their interest to participate in the programme during the feasibility study, fewer agencies than expected expressed their interest to participate during 2009.

As a result, Krus carried out a survey to analyse the reasons why agencies decided or declined to participate in the programme. The survey shows that the majority of those agencies that decided to participate were instructed to work on gender equality measures and/or use gender mainstreaming through their letters of regulation.

One important reason given for why agencies opted to participate in the programme is the lack of gender balance in that particular agency. However, agencies that already have reached a gender balance also decided to join the programme, as they wished to preserve the quality of existing gender balance initiatives.

Another important reason for participating in the programme was the interest to further advance the work to strengthen talent management. Among those agencies that declined participation in the programme, the most common reason given was a current lack of resources and capacity, followed by the argument that the agency already had a high proportion of women as employees and in senior management positions¹².

¹¹ The limit was set at 300 or more employees.

¹² *Analysis of Participation in Staten leder Jämt*, Swedish Council for Strategic Human Resources Development (Krus), Ref. no. 2009/35.

3.2 Staten leder Jämt - Participating Agencies

3.2.1 Staten leder Jämt 2009

By February 2009, twelve government agencies had opted to participate in the change programme, *Staten leder Jämt*. The following agencies participated:

The Swedish Rail Administration	The County Administrative Board of Norrbotten
The Swedish Fortifications Agency	Skåne County Police
The Swedish National Defence College	Örebro County Police
The Swedish Board of Agriculture	The Swedish National Heritage Board
The Swedish Enforcement Authority	The National Archives and the Regional State Archives
The Swedish Coast Guard	The National Police Board

Together, these agencies employ approximately 17% of the total number of employees in the Central Administration. These agencies represent seven government ministries, and six out of eight areas of operation. They vary in size from between 290 employees to approximately 27 000 employees, and show a geographic distribution from Luleå in the north to Malmö in the south. The proportion of women employed in these agencies varies from 21-67%, and the proportion of women in management positions has a distribution of 12% - 57%. This reflects well the composition of the Central Administration as a whole, and allows for non-participating agencies to locate a similar agency to use as comparison.

The twelve agencies reported positive experiences from participating in the programme during 2009. They expressed a sense of ownership and active involvement, and had identified a number of measures to be implemented even before the programme ended. There were also activities underway to pass on the knowledge to other managers and employees in several of the agencies. During the first year, Krus was approached by other government agencies about opportunities to participate in the second round of the programme. As a result, the offer to participate in the programme was renewed.

3.2.2 Staten leder Jämt 2010

The second round of the programme was initiated at the time when *Staten leder Jämt 2009* was coming to its end. *Staten leder Jämt 2010* involved six agencies and seven organizations.

The participating agencies were:

The Swedish Armed Forces, through the Life Guards and the Armed Forces Headquarters	Jönköping County Police
University of Gävle	The Swedish Maritime Administration
Air Navigation Services of Sweden	The Swedish Transport Administration

Together, the participating agencies in the second round of *Staten leder Jämt* employ close to 11% of the total number of government employees. They represent four government ministries, and three out of eight areas of operation. They vary in size from between 600 employees to approximately 16,600 employees. The proportion of women employed in these agencies varies from 19-52%, and the proportion of women in management positions has a distribution of 6-33%. Together, the two rounds of *Staten leder Jämt* involved close to 70,000 government employees, i.e. one third of all employees in the Central Administration.

3.3 Parallel Tracks - Common Indicators for Gender Equality

Indicators for follow-up and evaluation were to be developed as part of the project. Their design should facilitate benchmarking within and between different government agencies. Based on the idea to develop activities that would raise the interest to increase the proportion of women in management and expert positions, Krus invited all government agencies to use the same gender equality indicators.

In 2009, this resulted in the creation of a control group of fourteen agencies. In connection with the decision to run *Staten leder Jämt* a second time, in 2010, five more agencies decided to join the control group. In 2010, the group was expanded to include eighteen agencies, and two agencies, prior members of the control group, decided to participate in *Staten leder Jämt 2010*.

Those agencies, that followed the parallel track based on common indicators of gender equality, employ approximately 19% of the total number of government employees. They represent nine government ministries, and six of eight areas of operation. They vary in size between 70 employees to approximately 10,300 employees. The proportion of women employed in these agencies varies from 26-75%, and the proportion of women in management positions has a distribution between 15-57%.

4 Implementation

4.1 Staten leder Jämt

The participating agencies in *Staten leder Jämt* increased their knowledge and understanding of why the process towards gender equality is a strategically important issue. The programme provided a number of support tools:

- Training for five key individuals, which provided support, tools and methods for running the process of change at the agency;
- A strategic management and expert analysis of all management and senior experts positions classified as strategic positions and roles. The analysis provided information about background, composition of the group of, and mobility among managers and senior experts from a gender perspective;
- Three surveys of the current status and progress of the agency using gender equality indicators. The survey aimed to facilitate benchmarking between the agency and other agencies, and with other sectors of the labour market;
- Access to the E-learning tool, *Gender and Equality at Work*, for all employees. This training tool is web-based, and teaches basic gender awareness to a whole agency.

4.1.1 Basic Principles

In order to create sustainable change, and on the basis of research and experiences from similar projects, the programme was designed and implemented using five basic principles:

1. The process of change in the agency should be management-driven i.e. the Director General and the senior management team must own and control the process;
2. Gender equality should be an integral part of agency development and of its human resources development and management;
3. Initiatives to bring more women into senior management positions should be run as a process of change. Focus should be on the identification of structural barriers in the organizations, and the establishment of concrete measures for change. The process of change should include an analysis from a gender perspective of present working methods and routines;
4. Talent management is an issue of strategic importance for government agencies, and should be on the senior managements agenda; and
5. Gender equality indicators should be used in order to monitor the process of change, and to facilitate benchmarking within and between agencies.

4.1.1.1 Increased Awareness about the Significance of Gender

The work to create gender equal government agencies is largely about discovering and changing those hidden structures that prevent an organization from benefiting from the expertise of all employees.

Since the mid-1990s, gender mainstreaming is the preferred strategy globally for achieving gender equal and sustainable societies. The strategy involves a process of change where issues that affect women and men are considered in all decisions, at all levels, throughout the organization.

Everyone affected by an organization - whether decision-makers, employees or beneficiaries - are equally important in the process of change. Research shows that when organizations make decisions based on an awareness of the significance of gender, the focus shifts from “women as leaders” to norms for managers and leadership¹³. (See Step 4 in Chart 2). Unless an organization critically scrutinizes all norms and prejudices, it risks reverting back to the situation prior to implementation of the initiative.

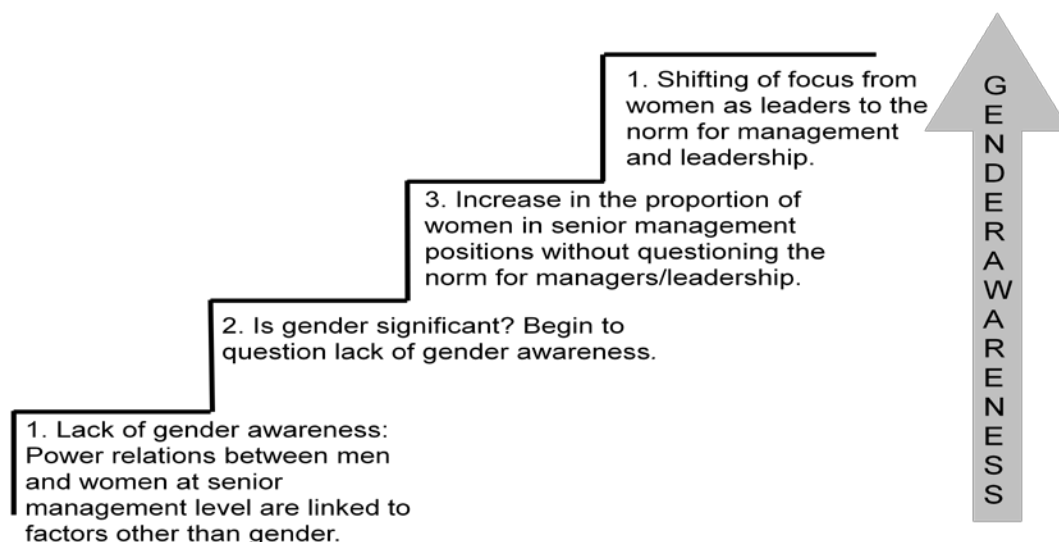


Chart 2: Decision-Making with Gender Awareness

4.1.2 A Management-Driven Approach

Participation by a government agency in *Staten leder Jämt* involved making a commitment to prepare for, and implement a process of change. The senior management team and a group of key individuals participated in a number of seminars to gain knowledge, tools, support and inspiration for their work at the agency. A basic assumption informed the design of

¹³ Eva Wittbom, *Att spränga normer – om målstyrningsprocessen för jämställdhetsintegrering* [Breaking Norms: On Management by Objectives for Gender Mainstreaming] Stockholm University, 2009.

the programme: in order to succeed, agencies must focus on structural barriers and base decision-making on a conscious assessment of how these barriers affect the career prospects of women and versus men. This also involves a critical scrutiny of the norms for management and leadership, and how to shift these towards competence.

The process of change implemented by the government agencies in *Staten leder Jämt* was coordinated by five senior management-selected key individuals in each agency. Each coordination group included two “Change Leaders” (one woman and one man), two “Future Leaders” (one woman and one man), and the HR manager at each agency. In preparation for the initial management seminar in each agency, Krus recommended that the trade unions be informed and, ideally, also be involved in the *Staten leder Jämt* process.

Key Roles in the Change Process

Director General and Senior Management Teams	Senior Management initiates the process, conveys the importance of the issue, demands results, and makes decisions on further measures.
Change Leaders (one woman and one man at each agency)	Change Leaders are senior managers in core operations with the authority to make decisions and manage the process of change. Their role is to develop support material with points of action for decision-making for senior management based on the mapping and analysis of agency structures. Change Leaders maintain a continuous dialogue with agency senior management, and involve HR Managers, Future Leaders and employees in the process.
Human Resources Managers	HR Managers act within their professional mandate, and support Change Leaders by providing information and input into the analysis process. HR Managers are also responsible for the mapping of methods and processes of their own departments from a gender perspective.
Future Leaders, one woman and one man, at each agency	Future Leaders are selected by agency senior management, and should have the capacity to take on additional and more complex tasks over time. Their role is to critically review the career prospects for management and qualified senior experts. Future Leaders provide important input to the Change Leaders by observing and analyzing the difference between formal documents, guidelines and the true culture and practice of the organization. Participation in the programme also helps Future Leaders in their own development as leaders and makes them more visible in the organization.

4.1.3 The Work Process

Change Leaders, HR Managers and Future Leaders were involved in a joint process in three stages: Current Situation – Analysis – Measures. Through six seminars paired with home assignments, they developed, in less than a year, support material for decision-making based on information from their own agency.

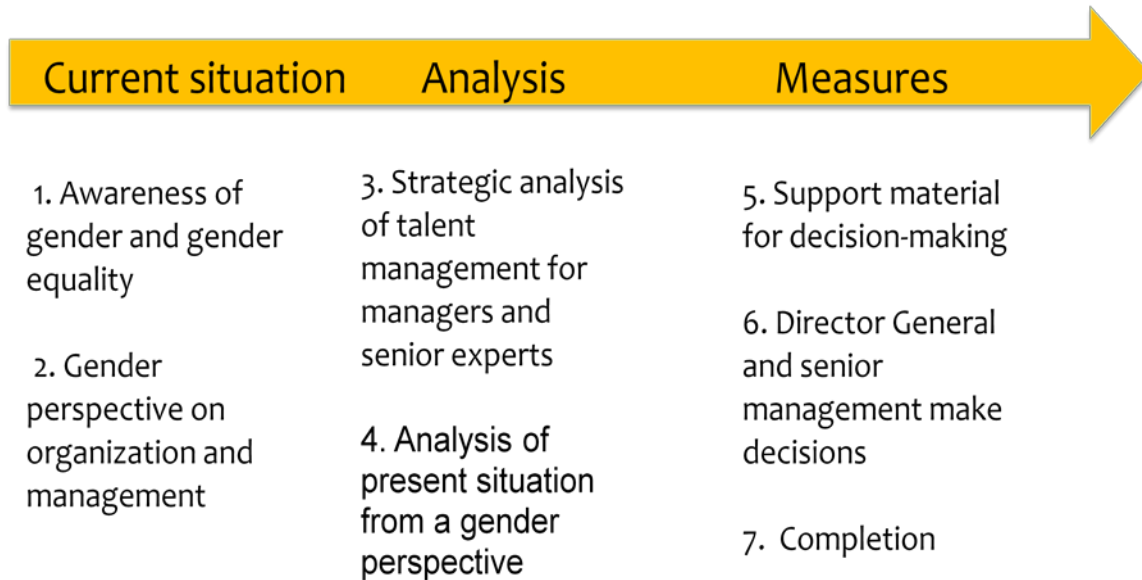


Chart 3: The Work Process for Staten leder Jämt

The following subjects were discussed at the seminars for the agency coordination groups:

- Gender mainstreaming: initiatives that meet the shifting demands and needs of citizens, today and in the future;
- Good working conditions: initiatives that counteract systemic discrimination through an analysis of the current situation, and by transforming discriminatory work processes;
- Recruitment: initiatives that ensure an objective and non-discriminatory work process;
- Professional development for staff: initiatives that ensure gender mainstreaming and gender equality awareness for employees and managers;
- Talent management and development for managers: initiatives for sound leadership to fulfil the assignment of the organization; and
- Development of criteria for sound leadership in the Central Administration, and routines for the assessment of managers.

4.1.4 Strategic Management and Expert Analysis

One of the objectives of the Government assignment was to initiate the development of a talent management system in the Central Administration that contributes to a common understanding of governance.

A multivariate analysis was carried out with managers and senior experts¹⁴. Data was collected through questionnaires to be filled out by all managers and senior experts whose positions were coded as the two highest levels in the BESTA system by their agencies. The analysis provided information, from a gender perspective, on background and group composition of, and mobility among, managers and senior experts. Data collection also included a number of questions concerning notions about how women and men perceive their career prospective within their agencies.

The method identifies existing structures and perceptions. The tool is designed as a process with four distinct stages, starting with data collection and the creation of a database. The next stage involves converting data into facts, and analysing those facts, which are particular to the selected target group. The third stage requires the active involvement of senior management. Through the use of facts, this group establishes a strategy objectives and key performance indicators for human resources development and management over time. The final, fourth stage involves determining and implementing activities, as well as follow-up and communication of results.



Chart 4: The Process of Senior Management and Expert Analysis

Data collection is used as a basis for the analysis of quantitative and qualitative variables, and for the process to develop talent management and development for managers and senior experts. The method involves an analysis of both quantitative criteria such as pay gaps, the quantitative distribution of women and men in different positions, their level of education etc., and of qualitative criteria such as experiences by women and men of gender equality and career advancement prospects.

The analysis, combined with the results from the use of gender equality indicators, constitute a powerful tool for making visible the competence and skills management of a government agency from a gender perspective.

4.1.5 Indicators for Gender Equality

Another component of *Staten leder Jämt* was the development of indicators for follow-up and evaluation of the process. The design of the indicators should facilitate benchmarking within and between agencies. For this purpose, Krus selected JÄMIX, a gender equality index developed by the Institute for Human Resource Indicators Ltd. (Nyckeltalsinstitutet AB), and the Swedish Gender Equality Ombudsperson. JÄMIX was selected on the basis of its

¹⁴ The method, *Your Management Composition Analysis*, is developed by Blong Ltd..

track record as a reliable tool, and because it could be used to retrieve data directly from the human resources systems at the participating government agencies.

This gender equality index uses nine key performance indicators (KPI) to analyse central aspects of gender equality in an organization. The nine key performance indicators are:

- Occupations - are the professions in the organization gender equal?
- Senior management – is the senior management team gender equal?
- Career opportunities for managers – are the opportunities to become a manager equal for women and men?
- Pay – do women and men receive equal pay?
- Ill health – how are long-term sick leave rates distributed between men and women?
- Parenting – how many days of parental leave do men take?
- Part time work – is the employment rate between men and women gender equal?
- Employment security – is the employment status the same for men and women?
- Gender equality plan – is the agency actively working with its gender equality plan?

The higher a score an agency obtains, the more gender equal is the organization. The nine key performance indicators are combined into a gender equality index – a method to measure the level of gender equality in that agency. Each of the nine indicators is worth 20 points, making the maximum score 180 points.

Three surveys using these indicators were carried out when an agency signed up for participation in *Staten leder Jämt*. These surveys provided the agency with an idea about the current level of gender equality, and an assessment comparing the agency with the other participating agencies, with other government agencies, as well as with other sectors of the labour market. The surveys were carried out in January of 2009, 2010 and 2011 respectively. All agencies were also given the opportunity to submit information for 2008 in order to allow a time series analysis over a longer period.

4.1.6 Expansive Learning – E-Learning on Gender and Gender Equality

In order to support the process to ensure that knowledge about gender and awareness of structural barriers has an impact through out the organization, Krus offered all participating agencies the opportunity to take part in a web-based training course, *Gender and Gender Equality at Work*.

In a simple and accessible way, the training shows how important an understanding of gender and gender equality is for operational development, and for human resources development and management. The training lasts around two hours, and forms a valuable basis for discussions about, and dialogues on the subject of gender equality. When all employees have acquired a basic level of knowledge about gender equality, discussions that go beyond earlier perception about women and men are facilitated.

The participating agencies decided when to introduce the training to their employees, and assessed whether a particular target group should be the first to benefit from the training.

5 Results and Analysis

In this section, the results from, and analysis of, the implementation of the programme, *Staten leder Jämt*, are presented. The section also contains an overview of the dissemination of information and experiences of the participating agencies, and of the outcomes of individualized career advancement initiatives.

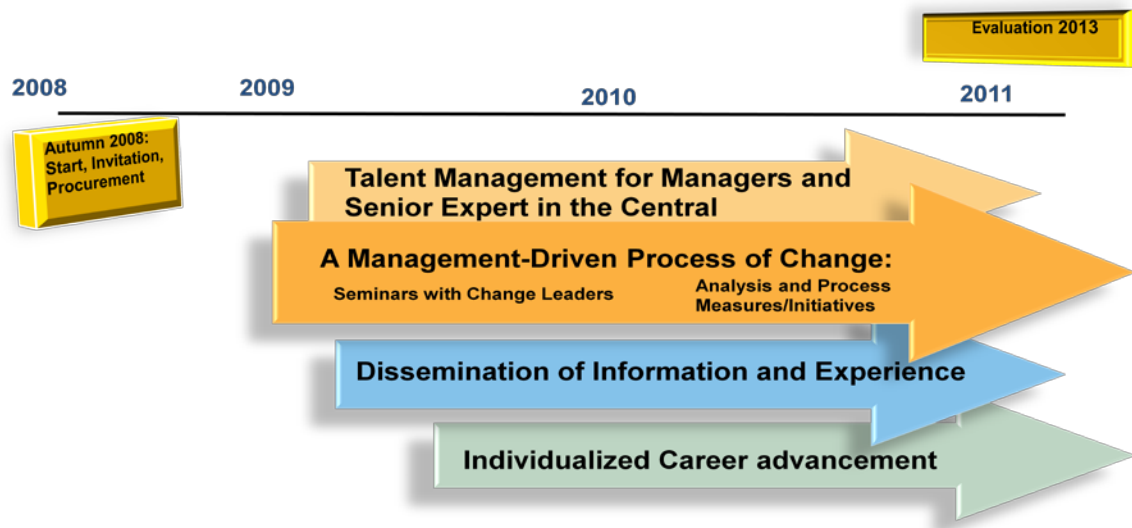


Chart 5: Initiatives over Time

5.1 Staten leder Jämt: Implementation of a Programme on Gender Equality and Management in 20 Government Agencies

The twenty participating government agencies joined the programme, *Staten leder Jämt*, based on a variety of rationales and preconditions. However, all reasons for participation listed below are related to positive gender balance as a factor that would allow their operations to improve, and to be more efficient:

- Operational development and legitimacy;
- Attractive employer;
- Talent management and strategic senior management development;
- A need to broaden the base of recruitment and competencies;
- Exchange of experiences with other government agencies.

5.1.1 Participating Agencies

A key result of the work process in the participating agencies is the development of support material for decision-making by Change Leaders, with the assistance of HR Managers and Future Leaders. In order to facilitate this work, key individuals took part in a process involving of a set number of days of training.

The number of days of training per target group is listed below:

	Programme 1 (2009-2010) 14 agencies (12 Senior Management Teams)		Programme 2 (2010) 6 agencies (7 Senior Management Teams)	
Target Group - Training	Participants	Days of training	Participants	# of Days of Training
Change Leaders	21	10	15	10
Future Leaders	21	8	16	9
HR Managers	13	10	8	10
Senior Management Teams	120	1 ½ days ¹⁵	125	1 day ¹⁶
Total	175	32	164	36

Table 1: Numbers of Days of Training per Target Group - Rounds 1 and 2 of Staten leder Jämt

The evaluation of the first round showed that the programme gave significant legitimacy to the agency work process, and that the exchange between agencies was very valuable. The evaluation also provided an opportunity to amend the process for the second round. Thus, the work carried out by the first twelve agencies functioned, in effect, as a pilot round.

The key individuals that participated in the first round stressed that they would have liked more time with the different groups. Consequently, in the second programme, Change Leaders and HR Managers formed one group, while Future Leaders remained a separate group in order to retain their role as monitors of organizational culture and career opportunities. Another request for improvement was for more practical examples, and for templates for e.g. support material for decision-making to be developed at an earlier stage. During the second round, these requests were largely fulfilled. The programme concept was further developed, templates had been created, and the experiences of the twelve participating agencies were made readily available. During the second round, several agencies took advantage of these experiences, and also availed themselves of the opportunity to contact former participating agencies.

For many of the individuals that participated in the programme, the opportunity to access and discuss new research, knowledge and information contributed to personal growth and increased awareness. They also mentioned, as benefits of the programme, information about government policies and the Central Administration, and about each other's agencies and

¹⁵ Refers to three four-hour days.

¹⁶ Refers to two four-hour days.

operations. The exchange of information regarding experiences and work processes were also of great assistance for the work in their own agencies.

5.1.2 Management and Expert Analysis and On-going Development Initiatives¹⁷

All development and change processes must be based on facts. Within the framework of *Staten leder Jämt*, the participating twenty government agencies were offered the possibility to carry out a management and expert analysis. The purpose of this analysis was to develop generic fact-based entry values for the work on senior management development, and in particular, to increase the proportion of women in senior management positions in the agencies.

Together with the results from the gender equality index¹⁸, the results of the analysis were used as input to the work on goal-setting, and the development of action plans for greater gender equality in the agency. Each agency was provided with its own report to be used as a basis for the development of support material for the Director General to make decisions on strategies and measures. In addition, the aggregate results were used in the seminar section on talent management, and the section on development of managers and senior experts.

Seventeen agencies decided to conduct the analysis. A key condition for the analysis was that all managers and senior experts, classified as BESTA code 5 and 6, were invited to participate in the study. The response rate was 73%, and 1,900 individuals answered thirty questions. Of those who responded, 30% were women and 70% men. It should be noted that the proportion of women employed in the participating agencies varies greatly: from 6% to 60%. As does the proportion of senior experts: from 0% to 65%. Of those who responded, 30% were senior experts (BESTA codes 5 and 6), and 70% managers.

¹⁷ The results will be presented in a report to be published in the fall of 2011.

¹⁸ JÄMIX.

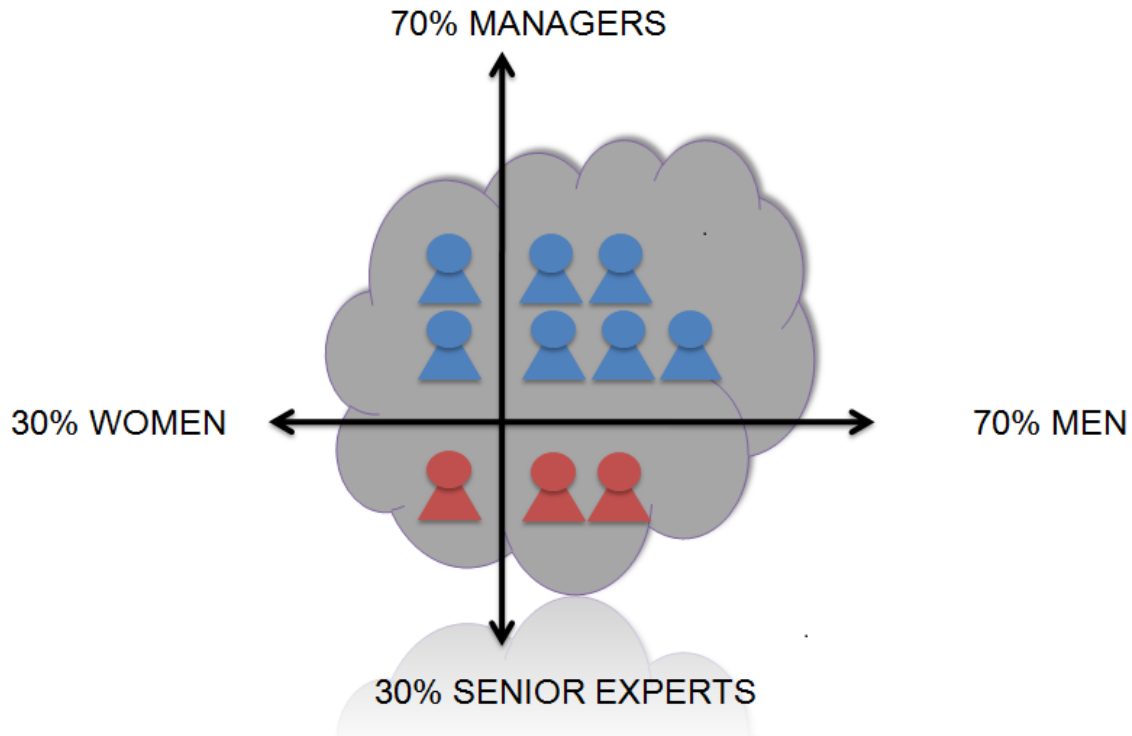


Chart 6: The Distribution of Experts and Senior Managers (women and men)

Simply stated, of every ten respondents:

- 1 individual is a senior expert and female;
- 2 individuals are managers and female;
- 2 individuals are senior experts and men; and
- 5 individuals are managers and men.

Since the government assignment involved increasing the proportion of women in management and senior expert positions, gender is used a primary factor for analysis. A summary of the analysis of the distribution of managers and senior experts (BESTA levels 5 and 6) in seventeen government agencies reveals that:

- Women are two years younger than men;
- Women have fewer children than men;
- Women have longer educations and at higher levels than men;
- Women have a three year shorter employment history than men;
- Women have rotated between positions during their careers, and have a more diversified employment history;
- Women have worked outside of Sweden less frequently than men;
- Women more often hold support positions compared to men;
- Women have 50% less financial/budgetary responsibility on average than men;
- Women earn SEK 3,000 less per month (not adjusted for age and position) on average

	Women	Men
Number	565	1332
Proportion	30%	70%
Age	48 years	50 years
Children	1.8	2.2
Education level (index)	4.1	3.8
Proportion with academic degrees	70%	53%
Proportion with vocational degrees	23%	46%
Language (index)	7.1	7.0
Years of employment	24.5	27.7
Different positions	6.4	7.8
Different employers	4.2	4.1
Different types of operations	1.8	1.4
Work outside of Sweden	24%	36%
Proportion working in core operations	60%	73%
Proportion of members in senior management teams	66%	61%
Average budget	SEK 50M	SEK 99M
Average monthly salary	SEK 44,180	SEK 47,140

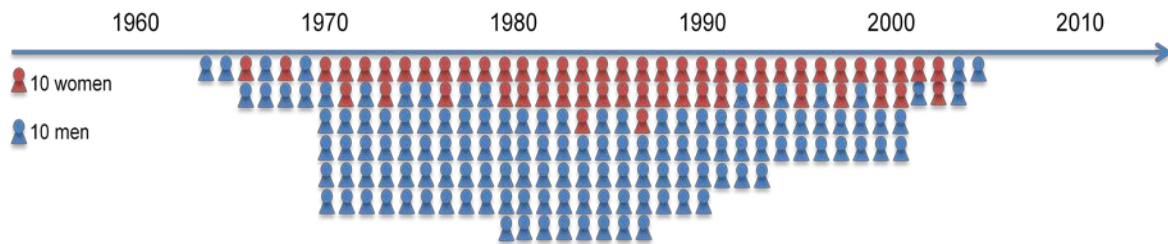
Table 2: Benchmarking - Women/Men

The statistical data can be analyzed from a gender perspective by manipulating the data and correlating for variables such as age, years of employment, education level, staff and budget responsibility, organizational level etc. Yet, there are still clear differences between women and men, and even more so for the group “senior experts” than for the group “managers”.

Consistently, the analysis indicates that the group “senior experts” is less gender equal than the group “managers.” The pay gap between women and men is, for example, greater among senior experts than it is among managers, even though women work at the same or at a marginally higher level in the organization.

The material indicates that the participating agencies, through their managers and senior experts, do not reflect the structure of society as a whole. However, as is shown in Table 3, the proportion of women in these agencies is developing towards a more equal distribution over time. Of managers and senior experts, who have been employed for 30 years or more, the proportion of women is 21%. Among those who joined the workforce in the last ten years, the proportion of women has more than doubled - to 45%. However, it should be noted that this positive development is due to concerted efforts by certain government

agencies, such as the Swedish Board of Agriculture, the Swedish Transport Administration and the Swedish Enforcement Authority.



Number of years of employment	40 or more	30-40	20-30	10-20	0-10
Proportion of women (average 41%) per number of years of employment	21%	21%	33%	38%	45%

Table 3: Number of Years of Employment - Women/Men

When the results of the analysis were presented to the participating agencies, creative discussions comparing agencies, and critical self-reflection about the situation at each agency, were initiated. The analysis confirmed the results from the gender equality index study and from the statistical data compiled by the Swedish Agency for Government Employers. In addition, the results gave agencies new insights about structures previously not visible or noticed. Novel questions were asked, and agencies expressed a need for comprehensive analyses of certain issues. The following issues were identified and discussed by the participating agencies:

How to classify a position according to the BESTA system?

BESTA codes were used as a selection tool for all managers and senior experts within each agency. During the discussions, it became obvious that some agencies did not make optimal use of the BESTA system, nor was it used with expected rigour. The position of senior experts was given special attention. Some agencies used the BESTA coding as a tool to grade salaries, and not as a description of the complexity of tasks. Other agencies used the classification system too restrictively, and instead of appreciating the value of employing senior experts.

How to make use of experts?

The analysis demonstrates that senior experts are used very differently across agencies, showing a higher degree of variation than for managers. Agencies identified a need for a comprehensive analysis of how expert positions are classified, who hold these positions, and of the degree of gender equality.

Discussions also focused on whether agencies make full use of senior experts as a proactive tool in their talent management, and strategic management and senior expert development. The analysis shows that a large number of individuals previously held positions as project leaders, or were responsible for certain key functions at a government agency or ministry.

They had been in charge of government or multi-agency assignments, or responsible for international missions. Issues that were discussed included: What are the career paths for experts? Is it possible to alternate between management and senior expert positions? How can senior experts be used for the development of expertise within an agency?

How to identify the need for competency?

Another topic for discussion focused on the base of competency in the participating government agencies. In some agencies, the mix of levels of education and experience of managers and senior experts was adequate. Other agencies lacked certain expertise, and identified an increased future need, e.g. for business economists (as opposed to accountants) in an increasingly competitive and commercial operation. Similarly, agencies identified the need for international experience, primarily European, and specialist knowledge.

How to set goals in order to increase the proportion of women?

The analysis shows that, although the proportion of women in positions as managers and senior experts is increasing, underlying structures still prevails. A higher position in an organization equates a higher salary and greater organizational responsibility – but also a lower proportion of women. The analysis also shows that women often hold middle management support positions such as chief accountant or human resources manager. Women are represented in line management positions, with a remarkably high number of employees doing “hard graft” jobs (as expressed by agency representatives) reporting directly to managers.

The relative proportion of women decreases in core operations, and in positions as senior managers – as managers of other managers. The analysis also demonstrates that women are less likely to carry broad financial responsibilities. In addition, although women in the survey group changed jobs more often, they held fewer management positions compared to men.

Discussions focused on finding ways for agencies to break current patterns, and instead increase the proportion of women in senior positions. How to identify the knowledge and experiences required to qualify for such positions? Agencies discussed the option to progress from quantitative to qualitative statements of objectives in order to strengthen gender equality. It may be more beneficial to set an objective that, within a three year period at least twenty women should hold management positions in core operations, with financial responsibilities and/or should be managers of other managers in core operations within three years, rather than setting an objective of x % of women in management positions within five years.

Investing in younger employees?

The average age of survey respondents is 49 years, five % being below the age of 35 years. In comparison with the business sector, individuals in the Central Administration are promoted to be managers at a relatively late age. Agencies argued that government jobs could be complex and often require specialized knowledge, experience and age. They also pointed to the tradition within the Central Administration to emphasize age and experience when determining merit and expertise. Nevertheless, they concluded that it is desirable to include

younger employees in the long-term process of management and senior expert development.

Is the base for human resources development and management adequate?

The concluding observation of the agencies involved their capacity to conduct strategic talent management depending on the size of the agency. Obviously, a large agency such as the Swedish Transport Administration, with multi-layered operations and a large volume of managerial positions and experts, is better equipped to rotate and train individuals in the long-term. Smaller agencies mentioned the possibility of cooperation between agencies, or even collaboration with business corporations or other organizations. This would provide a broader base of expertise to work with and, hence, would increase the ability to offer more and broader development opportunities.

5.1.3 Proposals for Qualitative Measures

The main objective of *Staten leder Jämt* was to create conditions for change in the participating agencies. It is possible to identify qualitative process results by studying the support material for decision-making, which was presented to the agency senior management teams. Implementation of these decisions was initiated during 2010 for Programme 1, and during 2011 for Programme 2. The most common themes of the decision-making support material are:

The significance of knowledge for culture and values.

The role of managers in an organization is to function as carriers of culture, and to be responsible for the integration of gender equality initiatives into operations. In order to perform that role, they need a greater degree of gender awareness, as well as knowledge about the conditions of women and men in the organization. Hence, knowledge initiatives aimed at senior managers through modules in management training programmes, or through management fora form part of the suggested measures or activities. Since many agencies are currently involved in discussions about core values, they propose that employees should be given access to training on gender and gender equality, as part of this work.

The importance of regular assessments and monitoring of gender equality

Several agencies identified the need for regular assessments using gender equality indicators after the end of the programme, and for incorporating such assessments into agency management and governance systems. Assessments could also be included in management performance reviews, or as a standing item on the agenda for management teams.

Who is an expert? – Open up career paths for experts

During the work process, concerns were raised about the ambiguity of the role of senior experts. While the work to increase gender equality among managers is on-going, agencies have yet to include senior experts as part of strategic positions. Measures proposed by several agencies involve opening up alternative career paths for senior experts, clarifying the role of experts, and at which level experts are positioned. Open and transparent career paths for senior experts is also a means to promote an agency as an attractive employer.

Human resources management and development – transparency and structure

One of the most common themes focused on the importance of open and transparent processes for recruitment and career advancement. Identified measures that could facilitate recruitment included reviewing recruitment adverts and skills requirements from a gender perspective, and ensuring that recruiters have adequate knowledge about gender. Examples are available on how open processes result in a broader recruitment base, and more female applicants. Measures should also involve the development of transparent programs for human resources development using a structured approach.

5.1.3.1 Analysis of Qualitative Measures

The twenty government agencies propose a variety of measures based in their particular circumstances, and on whether they have been involved in previous work to strengthen gender equality. In the analysis, the model, *Recruitment – Retention – Release* was used to classify the agency change process, and to investigate the depth and scope of the proposed measures.

The results set out below are based on the same variables as were used in the documentation, by Anneli Häyrén Weinestål, of the first round of *Staten leder Jämt*. The analysis in this report involves all government agencies that participated in *Staten leder Jämt* in 2009-2010.

Recruitment

Recruitment refers to the reasoning and methods used for vacancy and strategic recruitment. Most agencies proposed different measures for the recruitment process. Many suggested that job adverts and recruitment profiles be examined from a gender perspective, and that agencies work more consciously on wording in order to attract both women and men. A similar number of agencies proposed that decisions be made to ensure greater transparency in the recruitment process, that the process can be tracked, and that an open application process is implemented for all appointments.

Mainly, proposals by participating agencies involved, for example, an analysis of wording in job adverts, rather than focusing on measures that problematize notions vis-à-vis skills requirement profiles. However, discussions with key individuals on the latter subject did take place during training seminars. Especially, Future Leaders, who were involved in a review of organizational culture, emphasized the importance of being encouraged to apply for senior positions. Some agencies proposed measures to expand the applicant pool for senior positions, using open information activities on senior agency management, and tailored development programmes for potential senior managers. Certain agencies proposed a collective strategy for the long-term management and senior expert development in the Central Administration.

Retention

Retention refers to initiatives that focus on the retention of staff, for example, of women in senior management positions; a common feature in gender equality projects and programmes. The most common activity for retention of staff is training. A training initiative is not by itself a process of change, but can lead to change, especially if the intention is to fully implement gender mainstreaming in the organization. Training, especially with a focus on

gender and gender equality, was also one of the most commonly proposed measures. Several proposals focus on how to ensure a gender perspective in existing senior management development programmes, or to incorporate sections on gender and equality. Through increased knowledge, conditions for a critical examination of organizational norms are created, leading to sustainable change.

In their support material for decision-making, agencies proposed a number of other initiatives aimed at the retention of recruited staff, such as work environment activities, and, more commonly, mentorship and senior management development programmes. Several agencies mentioned measures focusing on working conditions for senior managers and others in senior positions, such as smaller staff units, increased administrative support, and flexible working hours.

Another recurrent proposal involved alternative career paths. Some agencies preferred to develop alternative career paths to circumvent closed or inaccessible structures, or to increase the possibilities to attract and retain staff interested in advancing their career when senior management positions are not available.

Release

Release concerns initiatives that focus on how and why employees leave an organization. Certain programme initiatives should involve an analysis of the reasons for why some women leave management and senior expert positions. Such an analysis illustrates how resources for recruitment and retention were allocated, and how to better allocate them in the future. This analysis is essential in order to achieve long-term sustainability for the work towards gender equality, as is an analysis of why staff opt out of management and senior expert positions.

In the proposals, agencies stress certain aspects of the recruitment process, while placing greater emphasis on retention initiatives. Fewer proposals involve release initiatives or evaluations. With a few exceptions, no proposals focused on studies of why individuals leave a position. One partial explanation may be that such an analysis is part of on-going operations, and as such would be included in the general evaluation of agency operational plans. Several agencies underlined that this work would be monitored through regular agency control systems, such as operational planning, multi-agency governance systems, existing action plans, and performance dialogue processes.

Another alternative would be to evaluate the change process separately or through supplementary order to highlight the effects of the initiatives. Many agencies decided to continue using gender equality indicators, and, in some larger government agencies, to split evaluations according to areas of operation.

Another partial explanation to why release initiatives were less common could be that several of the participating agencies had only recently started a change process. Most decision-making proposals involved, what would be considered, first steps towards creating change. Possible additions could be to formulate evaluation initiatives, to analyse the effects of the programme in an agency, as well as of those who left the agency and the reasons why.

5.1.4 Measures Implemented after One Year

Government agencies participating in the first round of *Staten leder Jämt*, concluded their work in March 2010, with a final programme seminar. Change Leaders, HR Managers and Future Leaders requested, on their own initiative, that Krus, starting in January 2011, provided feedback on the work implemented during 2010. As a result, Krus developed a questionnaire addressed to, and responded to by each participating agency. Since feedback reports were related to agency decision-making support material, emphasis remained on initiatives related to recruitment and retention.

Recruitment

During 2010, several agencies reviewed or initiated a review of recruitment processes. Reviews focused mainly on the design of job adverts and of skills requirement profiles, and involved revisions of recruitment support material. In addition, job interview situations were examined – who participated in an interview, and what questions were asked.

The recruitment process often starts long before job adverts are designed and a formal search process is initiated. Some agencies developed a systematic approach to talent management. One example of this approach is to identify candidates for senior positions by systematizing performance reviews. Another is to systematically analyze how different competencies are distributed between women and men, and to follow-up progress.

In many agencies, to increase the recruitment of women to senior management positions the applicant pool must be expanded. This may involve a review of current formal requirements, but also an increase in recruitment transparency – a measure adopted by several agencies. The implementation of senior management development programmes using explicit job descriptions and a structured selection process, could encourage employees, in particular women, to apply for senior management positions.

Retention

The majority of agencies proposed to implement training initiatives for senior managers and staff. Several agencies carried out training on gender and gender equality using different methods, such as senior management training or modules in a senior management training programme. Other agencies used E-learning tools for all employees, or developed training programmes for desk officers. Many agencies suggested that large-scale training programmes for all agency personnel resulted in greater understanding of, and interest in working to increase gender equality, and had positive effects on the work environment and interactions between employees.

Several agencies made use of policy documents, such as diversity and employee policies tools to change working conditions. Several agencies developed or updated already existing policy documents. Other agencies used the opportunity to integrate a gender equality perspective into their on-going discussions about core values.

During the first year, some agencies initiated a process to clarify the conditions for, and role and duties of management, while others worked on a proper description of and development of alternatives to career paths as managers. The attention on the role of senior expert

as an important career path, contributed to a review of the allocation of positions in working groups and of career enhancement tasks within an agency, such as that of project leader.

The most common retention initiative implemented as a result of the programme, is various types of management development programmes, mentoring etc. These initiatives, which had direct positive effects in some agencies, involved talent management for managers and senior experts, and initiatives to increase the attractiveness of management. In agencies with a transparent and well-defined recruitment process for larger management development programmes, the proportion of female applicants increased considerably, and had positive effects for the gender distribution of successful applicants in those programmes.

Release

A majority of the participating agencies intend to evaluate their gender equality measures through the use of regular management control systems such as performance reviews, balanced scorecards, operational planning, and other periodic operational follow-ups. Few agencies intend to carry out analysis or evaluations of how employees leave an organization. However, some agencies have analysed the impact of staff cutbacks and changing priorities in an organization on women versus men. Such an analysis, another example of a release initiative, provides information about how changing conditions in agency operations differently affect the opportunities of women and men to remain in an organization.

The use of gender equality indicators was constructive for participating agencies, and contributed to new insights and activities. Some agencies decided to continue to measure the degree of gender equality using the same indicators, while others use employee surveys to measure and evaluate the work process.

5.1.5 Training for Employees in Organizations – Gender and Gender Equality at Work

The use of the web-based course, *Gender and Gender Equality at Work*, as a basis for discussion about the conditions of women and men at work, was offered via Change Leaders and HR Managers. The following three agencies decided to make the course broadly available in their organizations:

- The Swedish Fortifications Agency
- The Swedish National Heritage Board
- The Swedish Coast Guard

The E-learning course is a simple and inexpensive way for agencies to organize and plan a change process training initiative, in which all employees can participate. However, only agencies participating in the first round of *Staten leder Jämt* used the course; possibly because of the time and effort required for implementation of a change process, and the short lead-time from offer to implementation.

5.1.6 Indicators for Quantitative Progress and Benchmarking

One of the main objectives for the Government assignment was to increase the proportion of women in senior management positions. Did the programme, *Staten leder Jämt*, fulfil the objective to increase the equal distribution of power and influence between women and men in the Central Administration? Did the programme, after just one year, influence the number of women in management positions? And how does this compare to the overall situation in the Central Administration?

5.1.6.1 JÄMIX – Discernible Trends

During the programme, three surveys were carried out using gender equality indicators, with agencies submitting data for the years 2008, 2009 and 2010. In the first survey for programme round 1, a majority of agencies also submitted data for 2007, providing four points of reference in total, and an overall picture of agency progress.

Over the period (2007-2010), agencies in *Staten leder Jämt* improved their results (see Chart 1). When the programme started in 2009, a survey of the current situation was carried out using statistical data from 2008. The median value for *Staten leder Jämt* stood at 107 points of a possible 180; slightly lower than the total median value for all organizations using JÄMIX. In *Staten leder Jämt*, the agency with the highest JÄMIX result in 2008 reached 145 points, and the agency with the lowest result reached only 73 points. The distribution within the group was large; both in entry values and in rate of improvement. The agency showing the greatest progress between 2008-2010 improved its JÄMIX result by 25 points.

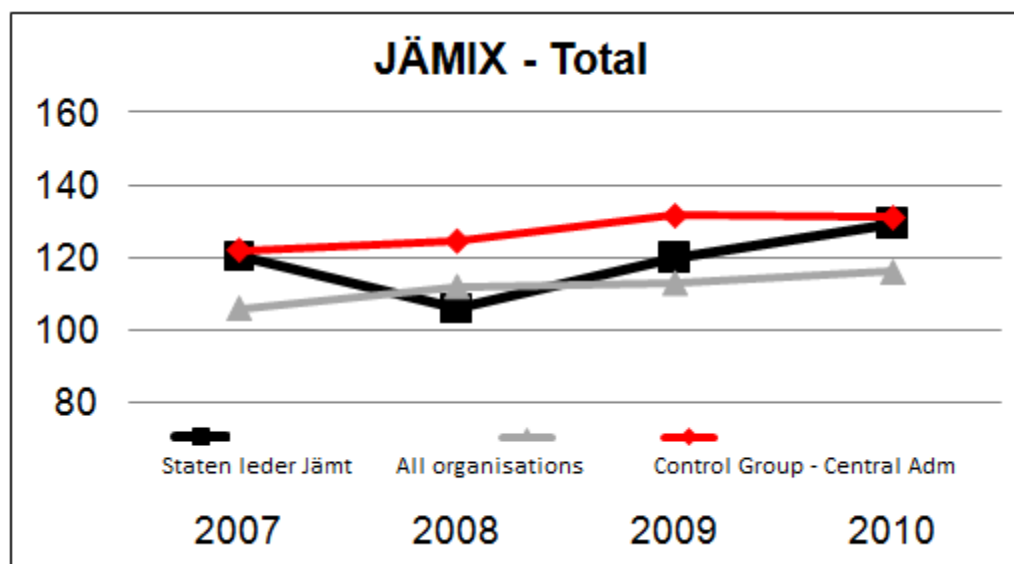


Chart 7: Progress in JÄMIX Results over Time; Staten leder Jämt, All organisations, Control Group – Central Administration.

The Central Administration control group included all agencies that joined JÄMIX parallel to the launch of *Staten leder Jämt*. The control group as a whole reached a higher JÄMIX result than the agencies participating in *Staten leder Jämt* in the first survey in 2008 (group median value = 125 points.)

Table 4 shows progress at different points of measurement. The greatest improvement among agencies in *Staten leder Jämt* occurred in the years 2008-2009. In this second survey, ten agencies improved their results, of which seven made considerable progress. Four agencies showed declining results. The Central Administration control group improved its results between 2008 and 2009, but less so than the agencies participating in *Staten leder Jämt*. However, the control group started out with a higher median value, and was more cohesive than the *Staten leder Jämt* agencies, showing neither positive nor negative progress.

The third survey, for 2009-2010, showed improved results for eleven agencies in *Staten leder Jämt*, but less progress than the year before. Four agencies showed declining results, notwithstanding that three of these agencies reported good progress in 2008. In the control group, 50 % of the agencies improved their results, while the results for the other 50% declined. The highest level of progress in the control group stood at 17 points.

Over the period (2007-2010), the total JÄMIX results improved in most agencies (as is illustrated in Table 4 – Key Performance Indicators). KPI-Managers (the proportion of female managers in relation to the proportion of female employees), show that agencies approach a situation where women are as likely to be employed as managers as men.

KPI-Strategic Positions (BESTA codes 5 and 6) show the proportion of women in such positions in relation to the proportion of female employees. This indicator showed the same progress as the one for Managers, i.e. the proportion of women at the highest levels of complex tasks approached the proportion of women employed in the agency. This progress may have occurred faster than for the KPI-Managers, due to a recent initiative to classify all employees in several agencies using the BESTA system. Discussions in many agencies regarding the role of senior experts, and different degrees of task complexity, may also have influenced the coding of current employee positions. Consequently, a gender perspective on the work to assess degrees of complexity of different types of tasks may have had an impact on the BESTA coding.

The KPI-Pay measures the pay gap between women and men. If there is a pay gap, an analysis is necessary to clarify whether women and men have different salaries for equivalent work, or if women and men perform different tasks, and as a result have different salaries. In the first survey, several agencies showed equal pay levels for women and men. The column for 2007-2008 shows a decline in the state of pay gender equality in several agencies, with some recovery in 2008-2010. In the third survey, one agency paid women and men equally, in two agencies, women received higher pay than men, and in the remaining thirteen agencies, women were paid less than men. In eight agencies, the pay gap was more than 5 %, and in four, the pay gap reached more than 10 %.

	JÄMIX - Total		Key Performance Indicators for Management		BESTA Codes 5 and 6		Pay	
	Better	Worse	Better	Worse	Better	Worse	Better	Worse
2007-2008	4	4	5	3	5	2	6	6
2008-2009	10	4	9	4	10	1	10	5
2009-2010	11	4	7	6	9	4	10	3
2007-2010¹⁹	12	3	11	5	12	1	10	6

Table 4: JÄMIX results for survey using gender equality indicators in Staten leder Jämt – How have agencies transformed?²⁰.

Another JÄMIX key performance indicator measures the composition of senior management teams. The KPI for Senior Management Teams, in Sweden, is considered gender equal when the distribution of women and men falls within the interval 40%–60%. In the first survey (2007-2008, four agencies were headed by senior management teams that were gender equal. Three of these remained gender equal in the last survey in 2010. However, in twelve agencies, the level of gender equality of senior management teams dropped outside the interval of 40%-60%. As the programme proceeded, four of these senior management teams progressed to become gender equal. Hence, during 2007-2010, the proportion of women in management in participating agencies did increase.

In summary, the surveys revealed considerable differences between the participating agencies in *Staten leder Jämt*. Some agencies made serious improvements, especially those showing lower values in the first survey, while others maintained their positions, or showed a negative trend with respect to certain key performance indicators. However, the overall development/progress of participating agencies was positive, and the level of gender equality appeared to be increasing.

5.1.6.2 Additional Statistical Data – Benchmarking in the Central Administration

During the programme, *Staten leder Jämt*, an assessment of the level of gender equality in management in participating agencies compared to all agencies within the Central Administration was carried out. Two key performance indicators (KPI) were of special interest- one measuring the proportion of women in management positions, and a second measuring the proportion of women with positions classified as code 5 and 6 in the BESTA system. Charts 2 and 3 illustrate to what degree the proportion of women in management positions re-

¹⁹ The change over time is measured from 2007 to 2010. The initial point of measurement may vary depending on which programme round agencies participated in, and, to some extent, on the key performance indicators. The first point of measurement would be 2007 or 2008 for programme round 1, and 2008 or 2009 for programme round 2.

²⁰ The number of agencies varied at the different points of measurement, but the data gives an overall idea of group progress during the two rounds of the programme, *Staten leder Jämt*, for the three key performance indicators, and for the total JÄMIX result.

flected the proportion of female employees in the participating agencies in *Staten leder Jämt*, in the control group within the Central Administration, and in the Central Administration as a whole.

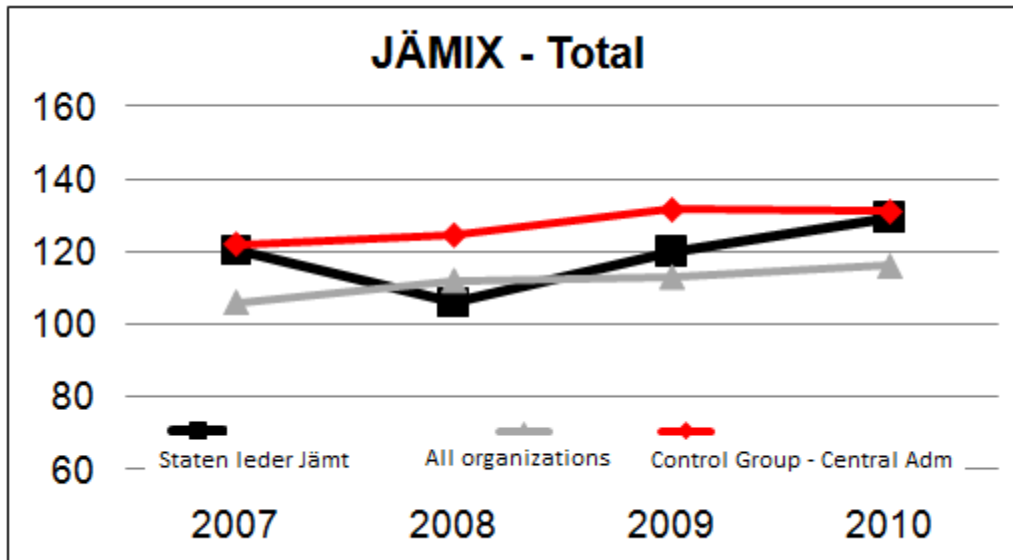


Chart 8: Progress for KPI - “Managers”, comparing Staten leder Jämt agencies with the Central Administration as a whole.

This chart shows the proportion of women in management positions in relation to all female employees in *Staten leder Jämt* agencies, and in the control group (in grey). For the Central Administration as a whole (in red), the proportion of women in management positions is shown in relation to the proportion of women in the Central Administration with a monthly salary. The Central Administration statistical data dates from September 2007, March 2008, March 2009, and September 2010. For 2010, the data of the Swedish Armed Forces was omitted due to a large-scale re-organization implemented in connection with the abolition of male conscription.

The KPI measuring opportunities to pursue a career as managers shows the proportion of women in management positions in relation to the proportion of female employees in each group. For example: to reach a rating of 1.0, 50 % of managers should be women when 50 % of the employees in an organization are women. During the period 2007-2009, the Central Administration as a whole advanced from a rating of 0.69 to 0.75. Notwithstanding an increase, women were less likely to be managers in the Central Administration during this period than men. For 2010, the data of the Swedish Armed Forces was omitted due to the re-organization implemented following the abolition of male conscription, and the resulting unreliability of the material from the period of reorganization

If the data from the Swedish Armed Forces had been included, the level of gender equality for the Central Administration as a whole would be lower. The transition to a defence organization where lower management positions are held by employees, rather than by individuals doing compulsory military service, involves classifying these positions as managers in the statistical data. Many of these management positions are held by men, resulting in a negative development for the Central Administration as a whole.

For the period of 2007-2008, agencies participating in *Staten leder Jämt* showed progress, but with a relative decline in 2009. This survey was carried out at the same time as the start of the second round of *Staten leder Jämt*. As a group, agencies participating in programme round 2, started at a lower level than those in programme round 1, causing a decline in 2009. Both programme rounds maintained a similar positive rate of progress, leading to a rating of 0.8, which means that the combined ratings of agencies participating in both programme rounds was 0.8 in the last survey in 2010.

In the first survey (2008), the control group reached a higher rating than the Central Administration as a whole. For 2008-2009, this group showed positive development, but declined to a rating of 0.77 during the last survey in 2010.

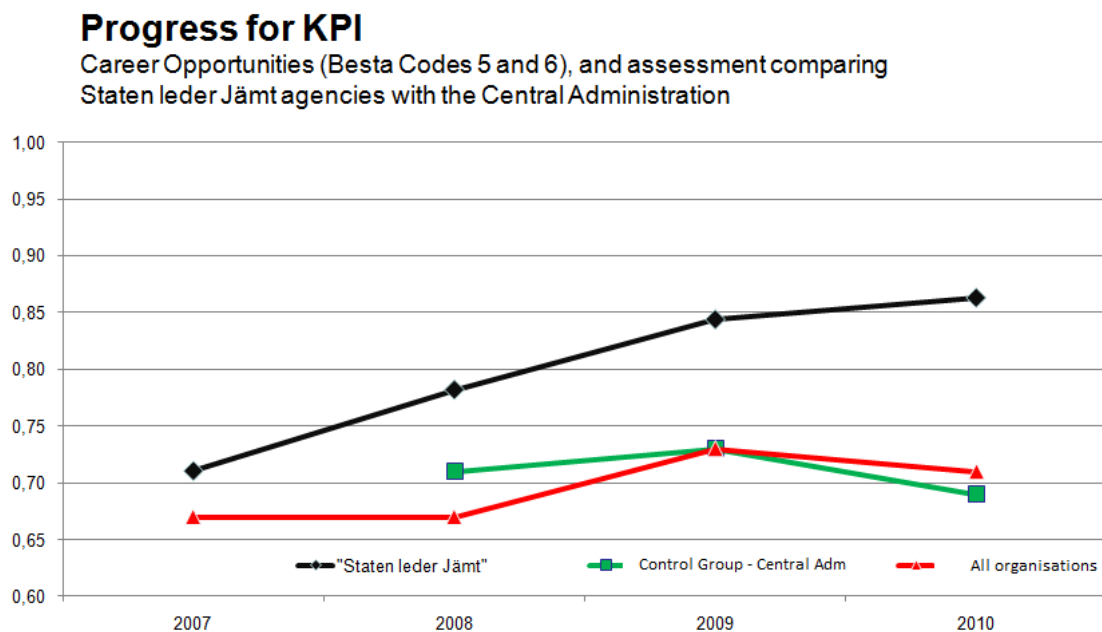


Chart 9: Progress for KPI – Career Opportunities (BESTA codes 5 and 6), and assessment comparing Staten leder Jämt agencies with the Central Administration.

This chart shows the proportion of permanently employed women in positions classified as BESTA codes 5-6, in relation to the proportion of permanently employed women in *Staten leder Jämt*, and in the control group (in green). For the Central Administration as a whole (in red), the proportion of women in positions classified as BESTA codes 5-6, is shown in relation to the proportion of women in the Central Administration with a monthly salary. For 2010, the data of the Swedish Armed Forces was omitted due to a large-scale re-organisation implemented in connection with the abolition of male conscription.

For the KPI-BESTA Codes 5 and 6, the rate of progress was higher than for the KPI - Managers. The proportion of women in these positions in relation to the proportion of female employees showed an increase during 2007-2009 in the Central Administration as a whole. The first survey in 2007 showed a rating of 0.67 for women's career opportunities for positions with complex tasks, which is lower than for the KPI - Managers. The proportion of women increased to 0.73 in 2009, but declined to 0.71 in 2010, and end up below the

rating for opportunities to become a manager (0.75) in the Central Administration as a whole.

For the agencies participating in *Staten leder Jämt*, progress was faster for the KPI-BESTA codes 5 and 6, than for the KPI-Managers. The first survey in 2007 showed a rating of 0.70 for both key performance indicators. For women's career opportunities for positions with complex tasks, the rating increased to 0.86 in 2010. Not all agencies participating in the second round of *Staten leder Jämt* submitted details regarding BESTA codes 5 and 6. As a result, the level for this KPI is not affected to the same extent as the KPI-Managers, above. The measurement starting point for this KPI was lower for agencies participating in round 2 of the programme, than for agencies in round 1. However, both groups made real progress. The control group closely matched the results of the Central Administration as a whole, except in the last survey where the ratings reverted back to 0.68.

5.2 Exchange of Experiences, Knowledge and Information in the Central Administration

5.2.1 Objectives and purpose

Krus arranged a number of seminars and conferences, and published three publications, to demonstrate how a systematic approach was implemented by the participating agencies in *Staten leder Jämt*. The objective of these activities was to increase awareness about gender and gender equality through the use of statistical data, facts and research, while inspiring to action by making available practical examples.

5.2.2 Conferences and Seminars

5.2.2.1 JÄMIX – Lunch-time Seminars, Networking Meetings, Communication Seminars

Government agencies, members of the Central Administration control group, were invited to a number of network meetings. These meetings provided support, and fact-based information material to be used in their gender equality work process. At a follow-up seminar in 2009, these agencies met with other agencies to discuss survey results, and to gain a deeper understanding of gender and operational development through the use of practical examples for how to use gender equality indicators.

In May 2010, the agencies met with those Central Administration agencies that used the same gender equality indicators. The purpose of this meeting was to strengthen their understanding of the key performance indicators, and to share experience with other agencies about how to use them to highlight certain issues within an organisation. Focus of the seminar was on career paths and talent management for managers and senior experts within the Central Administration. The seminar concluded with a ceremony where prizes for Best Progress, and Best Results during 2009, were awarded.

To assist those agencies involved in gender equality initiatives, communication seminars were arranged providing insights and useful tools through the learning about theories and practice.

5.2.2.2 Knowledge Seminars

In the fall of 2009, Krus arranged an introductory knowledge seminar for the Central Administration with the purpose to inspire participants to start their own process increasing the number of women in senior management positions. The seminars also focused on how to increase awareness about the state of gender equality in an agency, reasons for this state of affairs, and success factors for change.

The second seminar, *Careers are Made Every Day*, focused on career opportunities in the Central Administration. Information about talent management, and career opportunities from a gender perspective was provided through the use of research and other reports. The Skåne County Police and the Swedish Coast Guards provided good-practice examples of the importance of open, structured and transparent recruitment processes to increase the number of women in senior positions.

The main attraction at the final seminar for the Government assignment was a report about conclusions and results from the agency work process. Invitations for the final conference were sent to government ministries (represented by agency desk officers and budget coordinators), key individuals in the participating agencies, including directors general, and other senior managers, as well as to project leaders from closely related government assignments, and to the Swedish Agency for Government Employers.

5.3 Individual Career Advancement Initiatives

The feasibility study for *Staten leder Jämt* proposed that career advancement initiatives for individuals should be developed within the framework of the work process in participating agencies. Individualized initiatives would initially target women, while the long-term development work would be based in a general need for knowledge about gender mainstreaming and gender theory, and how this knowledge can be incorporated in a sound leadership within the Central Administration.

These initiatives should create an understanding of the necessity to reflect responsibilities of government agencies towards society as a whole to fully integrate a gender perspective. The development programmes were meant to be graded, i.e. perspectives and subject areas should be adapted to participants to allow them to transform ideas into practical work. Some programmes should be individualized and relate to the potential and demand of the individual for training and development.

5.3.1 An Assortment of Career Advancement Programmes

In the fall of 2009, Krus initiated the procurement process for career advancement initiatives, and in February 2010, contracts were signed with four suppliers within five different programme areas:

1. Career coaching for women;
2. Mentoring programmes for women;
3. The development programme *Strategic Management for Women*;
4. A development programme for young future leaders, women and men;

5. Supervision groups for managers, women and men.

Two of the three contractors that offered programmes aimed only at women soon realized that both women and men resisted single-sex programmes for the following reasons:

- men wanted to participate in the programmes;
- women did not want preferential treatment;
- women wanted to take part in mixed groups, as these reflect reality.

As a result, Krus decided to open the development programme, *Strategic Management*, to women and men. The programme had a clear gender perspective, and was intended for middle managers and equivalent key individuals moving towards strategic positions in an agency. Krus did, however, decide that the proportion of women in the programme must be at least 50 %. The mentoring and career coaching programmes clearly targeted individual women, to assist them in their career advancement, in accordance with the objectives of the Government assignment. Hence they continued to cater to women only.

6 Conclusions and Recommendations

6.1 Conclusions

The conclusions and recommendation of Krus stem from three years of experience working on initiatives aimed at different target groups, and at different organisational levels. In Chart 6, the output logic for the Government assignment, *The Advancement of Women’s Careers in the Central Administration*, is demonstrated; from entry values and activities to expected long-term effects.

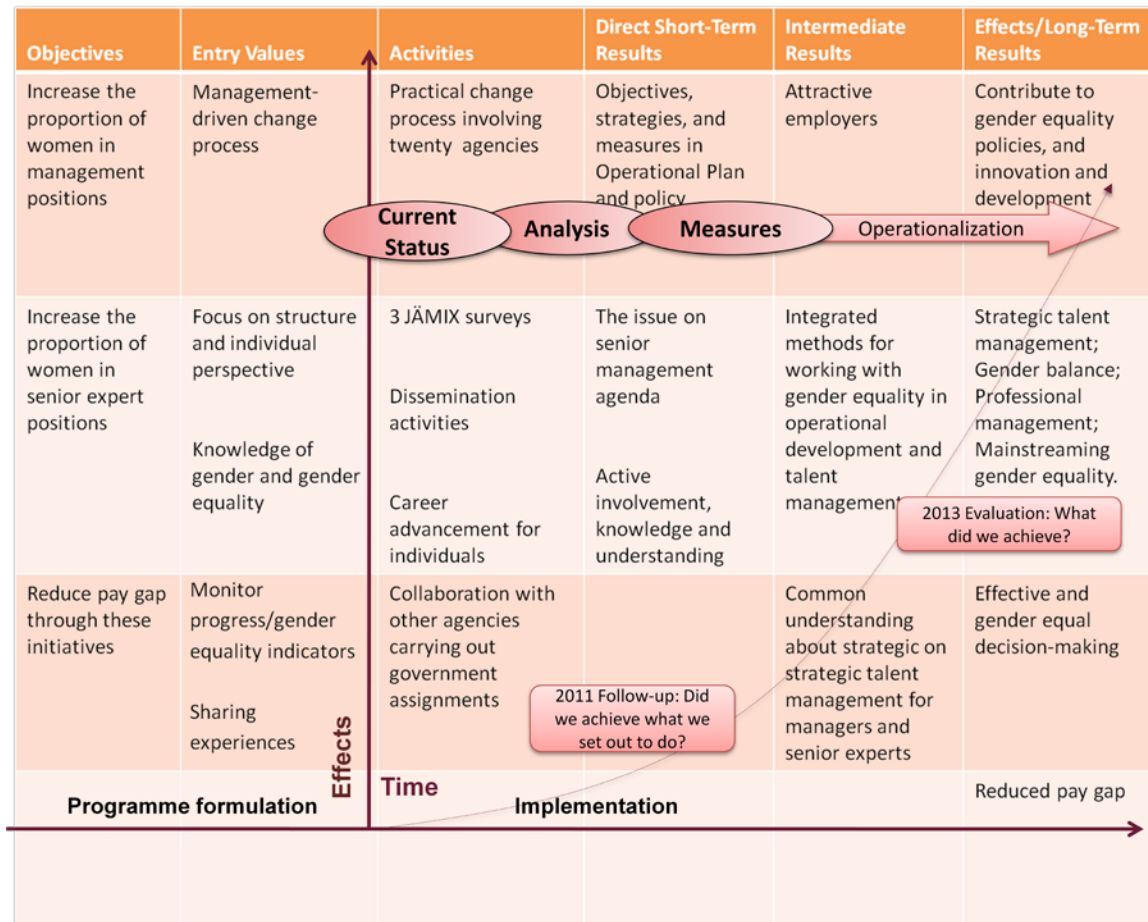


Chart 10: The Advancement of Women’s Careers in the Central Administration – Output Logic

Krus concludes that the Government assignment, *Women’s Career Advancement within the Swedish Central Administration* succeeded in influencing the long-term efforts of government agencies to develop as a competitive and attractive employment sector.

The participating agencies show an overall positive development, and the degree of gender equality seems to have increased. During the programme period, the proportion of women in management teams, senior management, and in strategic positions (BESTA codes 5 and 6) at the participating agencies increased, and the positive curve was steeper than for the Central Administration as a whole.

As a whole, Krus confirms that, in the short term, the approach and implementation of the Government assignment, *Women's Career Advancement within the Swedish Central Administration*, contributed to direct results for all twenty agencies participating in the programme, *Staten leder Jämt*. The idea of a management-driven change process, and a highly structured work process contributed to the development of fact-based support material for decision-making by agencies that can be translated into regular operations. Hence, Krus concludes that a carefully considered process, in both form and content, is necessary for the success of such a project.

A Management-Driven Change Process

The programme, *Staten leder Jämt*, directly contributed, in the short term, to the introduction of goals, strategies and measures, proposed in support material for decision-making, into agency operational planning and established policy documents. Today, most senior management teams in the participating twenty agencies work to increase the proportion of women in management.

Krus notes that there are clear links between the impact of *Staten leder Jämt*, and a management-driven change process. Key individuals were given genuine mandates to demand access to information and resources. The active involvement of senior management teams and managers is crucial for the process to create sustainable gender equality that contributes to operational development and strategic talent management.

Certain lessons need to be learned, and further improvements have to be made to ensure that the approach of *Staten leder Jämt* is used by other agencies. In the second round of *Staten leder Jämt*, Change Leaders and HR Managers were involved in the same group, which contributed to greater cooperation in the development of support material for decision-making. In addition, Directors General and representatives of senior management teams participated in the final seminar of *Staten leder Jämt* where they presented their decision-making support material and future measures. Experience from both programme rounds underline the key role of directors of communication in the change process.

A recurring theme in several related Government assignments²¹, and a conclusion of *Staten leder Jämt*, is that Government use of directives, instructions and letters of regulation is of greater importance, and has stronger impact long-term, than stand-alone training initiatives. In order to create sustainable gender equality (through structural change), a management-driven work process is crucial for the establishment of a link between gender equality, operational development, and strategic talent management, and between innovation, development and democracy.

The strength of instructions issued by the Government Offices has a direct impact on how government agencies prioritize their work towards gender equality. The implementation of gender mainstreaming and gender equality measures is easily overlooked, unless it is given

²¹ The Delegation for Gender Equality in Higher Education, *Program Jämi* [Gender Mainstreaming in the Central Administration]; and *Program Hållbar jämställdhet* [Sustainable Gender Equality].

special attention, and is coupled with reporting requirements. Several surveys indicate²² that government agencies, whose letters of regulation and instructions include requirements to work towards gender equality clearly show a higher level of engagement. This was also the case for those agencies that participated in *Staten leder Jämt*.

Focus on Structure

Participating agencies and key individuals agree that the programme, *Staten leder Jämt*, contributed to the creation of conditions for the process to increase the proportion of women in management and as senior experts from a structural perspective. However, most agencies also expressed a need for further assistance with implementation of an integrated initiative for gender equality and operational development.

Local conditions varied considerably between participating agencies, and had a direct impact on the ability to change structures and/or positions. Participating agencies discussed the value and prospect of weaving gender equality into organisational change. Far-reaching organisational change may make it possible for gender equality measures to have a greater impact. Such changes may, however, also overwhelm an organisation by raising a large number of questions, possibly resulting in gender equality being side-lined.

The development process for manager and senior expert talent management highlighted the need for agencies to continue their focus on talent management from a gender equality perspective. Surveys indicate that senior expert positions are less gender equal than management positions. The groundwork was laid with respect to how management and senior expert analyses can be carried out, and the results provide input for further development. Interesting areas for future development are how various tasks and their complexity are understood, how to code these tasks according to the BESTA system, and how to identify positions of a strategic nature at each agency. In addition, equal access for women and men to training opportunities for these positions should be made available. The management and senior expert analysis exposed substantive gender inequalities in agencies perceived to be substantively gender equal; in these agencies, women were not in positions of power to influence the development of core operations. In conclusion, the Central Administration could be a career paradise for those who want to be challenged and trained for positions as managers and senior experts.

Individual Perspective

Training initiatives developed within the framework of a short-term Government assignment often have inherent problems. A government assignment is usually implemented over a period of 2.5 - 3 years. This means that time set aside for planning, procurement, marketing, and agency decision-making is limited, making it difficult to gather enough participants for trainings. Lead-times from information to actual participation in trainings are long, due to internal agency processes. Agencies will not initiate internal planning processes unless

²² *Svart på vitt – om jämställdhet i akademien* [Black on White: Gender Equality in Academia] (SOU 2011:1) and *Att styra samhället – kartläggning av regleringar av myndigheternas utåtriktade jämställdhetsarbete* [To Govern Society: Mapping of Government Instructions concerning the Work Towards Gender Equality] (2007-2008).

they are made aware of the available support. These processes can take up to a year before this support is integrated into agency operational plans and budgets.

Gender Equality and Gender Knowledge and Information

Krus notes that process-driven training (knowledge transmission combined with practical activities) place great demands on an organisation to integrate this knowledge into daily operations, and to ensure that results are incorporated into future development. However, to initiate actions and achieve changes in behaviour, this approach should also build on agency governance, and political ambitions. This is the way to create structural change.

The process of change developed through *Staten leder Jämt*, should involve everyone at a government agency i.e. managers, employees, as well as trade unions. For this purpose, agencies were invited to use the web-based training tool, *Gender and Gender Equality at Work*. The relatively low level of use can be explained by the fact that agency change processes were still being developed. However, several agencies did include this activity in their plans for the coming year.

Indicators for Monitoring Progress

The Government assignment, *Women's Career Advancement within the Swedish Central Administration*, focuses on women in senior management positions, i.e. positions with decision-making power to shape and influence an agency or society as a whole. This involves decision-making about complex tasks that brings added value for the future, and contributes to innovation and development. The use of an indicator that measures the proportion of women managers in relation to the proportion of female employees, provides a clearer picture of women's career opportunities than just reporting the proportion of women managers in relation to the total number of employees in the Central Administration. Most agencies intend to use indicators in their future work process.

Through the use of gender equality indicators, the objective to increase the proportion of women in management and senior expert positions could be monitored. The development in the participating agencies could also be compared with the development within other agencies, and within the Central Administration as a whole. The result indicates a positive trend with regard to the proportion of women in management teams, and in management and strategic positions (i.e. BESTA codes 5 and 6) at the participating agencies. It also suggests that this change occurs at a faster pace than for the Central Administration as a whole.

Exchanging experiences

Finally, it is obvious from the work to implement the Government assignment, *Women's Career Advancement Opportunities in the Central Administration*, that such development should be allowed ample time in order to achieve sustainable change. As is concluded in the final report of the Government assignment, *Sustainable Gender Equality*²³, Krus notes that an assignment period of at least 3-5 years is a minimum in order to ensure long-term effects, especially when the work involves complex organisations and contexts. Sustainability re-

²³ *Program för Hållbar jämställdhet* (Programme for Sustainable Gender Equality) – Final report December 2010. APeL R&D.

quires strategic efforts and decision-making, as was the case in *Staten leder Jämt*, allowing the results to have an impact on and influence routines, policies and systems.

Gender equality initiatives in Sweden in general, as well as the Government assignment, *Women's Career Advancement within the Swedish Central Administration*, have gained international attention. Within the framework of the European Public Administration Network (EUPAN), and the Human Resources Working Group (HRWG), Krus was invited to inform about the objectives and results of the project. Delegations from other countries have approached Krus to learn more about how to increase the proportion of women in senior management positions. The work in Sweden for greater gender equality generates international interest, and may inspire other countries to work for an increase in the proportion of women in senior management positions in their public administration.

Krus notes an increase in the number of men, and managers, that participated in the open activities of the project, and in the number of men that attended each subsequent seminar during the project period. Krus concludes that by linking gender equality to operational development and to strategic talent management, the project reached a broader target group.

6.2 Recommendations

The Government assignment, *Women's Career Advancement within the Swedish Central Administration*, was designed to assist the Government in its work to promote its gender equality policies and objectives, as well as those of the *EU 2020 Strategy for Smart, Sustainable and Inclusive Growth*.²⁴

The feasibility study, which formed the basis for the government assignment, confirmed that follow-up and evaluation are important and necessary elements of a process of change. Follow-up of objectives and measures form parts of quality assurance, and ensure that the intended progress is achieved. The subsequent proposal recommended that follow-up studies and evaluations be carried out at several organisational levels, and within different time frames. Within the framework of the project, follow-up studies of activities were carried out using gender equality indicators, and the process of *Staten leder Jämt* was documented and evaluated.

²⁴ The EU 2020 Strategy for Smart, Sustainable and Inclusive Growth intends to support the European Union and its member States to deliver high levels of employment, productivity and social cohesion. The Strategy has five objectives: employment, innovation, education, social inclusion, and climate/energy to be reached by 2020. Each Member State has also developed their own national targets in each of these areas. Online at: http://ec.europa.eu/europe2020/index_en.htm

6.2.1 Central Administration Level

Krus recommends that:

- the Government commissions a follow-up study of the work carried out by government agencies concerning talent management, superficially for managers and senior experts, within the framework of the annual long-term competency management report for the Central Administration;
- the Government commissions a government agency or university to carry out an impact evaluation of policy objectives and of change processes developed and used in the programme *Staten leder Jämt*. Krus proposes that an evaluation be carried out two years after the end of the programme, *Staten leder Jämt*, in 2013.
- Krus is assigned the task to maintain, and further develop the concept behind the progress process used in the programme, *Staten leder Jämt*, to include initiatives by government agencies to increase diversity within the Central Administration;
- Krus is assigned the task to manage the rich source of knowledge, information and experiences derived from those gender equality initiatives developed by participating government agencies in *Staten leder Jämt*, and use this material for the benefit of the Central Administration as a whole;
- the Government tasks a relevant government agency with the work to further gather statistical data aggregated by sex to reflect substantive gender equality and gender equality indicators through benchmarking. This work could contribute to improved basic data for substantive and quantitative gender equality in individual government agencies, and in the Central Administration as a whole. This could provide the Government and its agencies with the opportunity to monitor the results of the work towards gender equality, and also assess the results in comparison with other government agencies and sectors; and
- Government assignments, as well as large procurements, that include a strong change component, should run for at least five years in order to guarantee full impact and to justify the costs of various initiatives.

6.2.2 Government Agency level

Krus recommends that:

- Krus is assigned the task to assist government agencies in their work to increase the proportion of women in senior management positions. In particular, Krus should support agencies in setting up a management-driven change process, identify agency-based target groups that could be involved in this development, provide tools for the gathering of facts and conducting of analyses, as well as for the development of new measures;

- Krus is assigned the task to provide continued support for the network developed through the *Women's Career Advancement within the Swedish Central Administration* programme to ensure the integration of methodologies for increased gender equality into the development of operations, and into the strategic human resources development and management;
- Krus is assigned the task to provide fora for discussions about current governance issues related to gender and gender equality for senior management and management teams in government agencies; and
- Krus is assigned the task, in collaboration with participating agencies, to further develop tools for strategic management and senior expert talent management with a special focus on the achievement of gender balance. Interesting areas for future development would be how various tasks and their complexity are understood, how tasks are to be coded in the BESTA position classification system, and how to identify positions of a strategic nature at each agency. The work should be harmonized with the Government governance policy, with expectations placed on the code of conduct for civil servants, as well as with a sound public ethos.

6.2.3 Individual level

Krus recommends that:

- Krus is assigned the task to develop a basic structure for a long-term senior management programme that can be adapted to the current subject matter of the strategic talent management prioritized by the Government. The programme should be based in the needs of the Central Administration for change, and should be adaptable to the political priorities of the Government as an employer;
- Krus is assigned the task to make available an E-learning resource, free-of-charge, to raise awareness about gender mainstreaming, and provide basic information and knowledge about gender and gender equality in preparation for, or within the framework, of the on-going change process.

Swedish Council for Strategic Human
Resources Development
Box 12012, SE 102 21 Stockholm
Sweden
Phone: +46 8 440 15 50
E-mail: registrator@krus.nu
Internet: www.krus.nu

