



GENDER MAINSTREAMING

Policy Briefs and Council of Europe Activities

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INFORMATION DOCUMENT

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INTRODUCTION

Historical and institutional background

Born from the need for a new approach to policy-making that takes into account both women's and men's interests and concerns, in order to design better policies, the concept of *gender mainstreaming* was first introduced at the 1985 United Nations World Conference on Women in Nairobi. It was consequently introduced as a strategy in international gender equality policy through the Beijing Platform for Action adopted at the 1995 Fourth United Nations World Conference on Women in Beijing.

The Council of Europe was instrumental in developing the concept of gender mainstreaming from the 1990's onwards, including through the establishment of a Group of Specialists on Mainstreaming in 1995, which was tasked to “*carry out a survey of measures taken and implemented for the mainstreaming of a gender perspective into general policies, programme planning, as well as into sectoral policies and activities at all levels of society, both in the member States of the Council of Europe and in regional or international organisations*”. On the basis of this survey, in 1998, the Group prepared a conceptual framework and a methodology for mainstreaming the gender equality perspective in an effective and visible way.

This work led to the adoption of the definition of gender mainstreaming used within the Council of Europe and by many other organisations and countries:

“Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels at all stages, by the actors involved in policy-making¹.”

In 1998, the Committee of Ministers of the Council of Europe adopted a Recommendation on Gender mainstreaming². Since then, the gender mainstreaming strategy has been an integral part of the work and activities of the Council of Europe to promote the full realisation of gender equality. This is part of the “dual approach” generally used in both national gender equality policies and in international organisations, which combines a) specific policies and actions for the advancement of women, including positive action, and b) gender mainstreaming.

Giving institutional strength to gender mainstreaming in the Council of Europe

If properly understood and implemented, gender equality mainstreaming is a transformative approach with a great potential for social change. Today, there is a wide consensus about the effectiveness of the “dual approach” to progress towards effective equality between women and men. Even if the understanding and implementation of the gender mainstreaming strategy need to be improved amongst policy- and decision-makers, the last decade has witnessed significant developments.

¹ Council of Europe: Gender Mainstreaming, [Conceptual framework, methodology and presentation of good practices. Final report of Activities of the Group of Specialists on Mainstreaming](#) (EG-S-MS), Strasbourg 1998.

² Recommendation No R (98) 14 on gender mainstreaming.

The Committee of Ministers Recommendation CM/Rec(2007)17 on gender equality standards and mechanisms gives more detailed instructions to member States, which are required to “give priority to the development, adoption and enforcement of effective national gender equality legislation, **and to the integration of a gender perspective into all areas of governance, both in laws and policies.**” This recommendation calls on member States to adopt specific measures and integrate a gender equality approach in a wide range of areas such as private and family life; education, science and culture; economic life; political and private life; reconciliation of private/family life and professional/public life; social protection; health, including sexual and reproductive matters; media; trafficking in human beings; conflicts and post-conflict situations; and as regards the specific situation of vulnerable groups exposed to multiple discrimination.

In the same way, at the 7th Council of Europe Conference of Ministers responsible for Equality between women and men “Gender Equality: bridging the gap between de jure and de facto gender equality”, which took place in Baku in 2010, Ministers reiterated their commitment to the realisation of real equality between women and men through, among other measures, “adopting and implementing gender mainstreaming strategies, including gender budgeting”.

Relevant Council of Europe conventions give additional strength to the commitment towards gender mainstreaming, as well as guidance in relation to its implementation in their respective field. Article 6 of the Convention on preventing and combating violence against women and domestic violence (Istanbul Convention, 2011) specifically requires parties “to include a gender perspective in the implementation and evaluation of the impact of the provisions of this convention and to promote and effectively implement policies of equality between women and men and the empowerment of women.” Similarly, the Council of Europe Convention on Action against Trafficking in Human Beings (2005) recognises that trafficking in human beings is a heavily gendered phenomenon and the convention therefore contains strong references to gender equality and gender mainstreaming including in Article 1 (Purpose), Article 5, Article 6 and Chapter III (Measures to protect and promote the rights of victims, guaranteeing gender equality).

Gender mainstreaming was given new impetus within the Council of Europe, with the launching of the Transversal Programme on Gender Equality (2012) and the adoption of the first ever Council of Europe Gender Equality Strategy 2014-2017, which includes the realisation of gender mainstreaming in all policies and measures as one of five strategic objectives. Furthermore, the appointment of 42 Gender Equality Rapporteurs (GER), in the Organisation’s intergovernmental and institutional bodies as well as within some of the monitoring mechanisms, has led to co-ordinated and sustained efforts to introduce a gender equality perspective in all policies and at all levels of the Council of Europe.

The recommendations adopted by the Committee of Ministers regarding gender mainstreaming in different areas (Part 1 of this document) and specific initiatives undertaken by the intergovernmental structures and institutional bodies of the Council of Europe (Part 2), provide useful instruments and benchmarks to support member States in their efforts to implement a gender mainstreaming strategy and achieve gender equality in policy fields as diverse as media, cinema, sport, drug policies, or corruption.

In addition, the integration of a gender equality perspective is particularly relevant in relation to policy areas of the Council of Europe addressing the situation of different groups of people in society, notably with regards, to children's rights, LGBTI persons, migrants, women and men from ethnic and other minorities including Roma³ people, or persons with disabilities. Gender mainstreaming in these activities of the Council of Europe should allow for the needs of women and girls belonging to these groups to be taken into account and for issues of multiple discrimination to be better addressed⁴.

1. GENDER MAINSTREAMING IN AREAS ADDRESSED BY COMMITTEE OF MINISTERS' RECOMMENDATIONS

Different approaches were used in different areas with regards to gender mainstreaming in the activities of the Council of Europe. Recommendations were adopted by the Committee of Ministers in four areas, namely **education** (Recommendation CM/Rec(2007)13 on gender mainstreaming in education), **health** (Recommendation CM/Rec(2008)1 on the inclusion of gender differences in health policy), **media** (Recommendation CM/Rec(2013)1 on gender equality and media) and most recently, **sport** (Recommendation CM/Rec(2015)2 on gender mainstreaming in sport). This is a promising development as such recommendations should set the basis and provide the necessary tools and incentives to integrate a gender equality perspective in all activities of the Organisation and of member States in these fields.

The information about the gender mainstreaming initiatives and activities undertaken by different Council of Europe bodies are presented under the gender mainstreaming section of the Council of Europe website on Gender Equality and, in some cases, on the websites of the relevant bodies or on the corresponding Council of Europe thematic websites.

a. Gender mainstreaming in the field of education

Gender-specific aspects of this sector:

Today, despite progress, there are still differences and inequalities between girls and boys with respect to school organisation, teaching methods and materials, career guidance, teacher training and most aspects of education. In particular, the social roles associated with often stereotypical representations of femininity and masculinity, are still replicated at school through gender-stereotypical treatment of girls and boys. It means that gender inequalities are partly produced by gender stereotypes in the educational system itself. These inequalities in turn impact on women and men's employment situation and on all aspects of their participation in society. In particular, girls' academic success does not automatically lead to gender equality later in life, as illustrated by employment inequalities, the gender pay gap, inequalities in relation to care work⁵ or inequalities regarding participation in political and economic decision-making. The educational sector plays a crucial role in shaping gender representations, attitudes and behaviours. Therefore, eradicating formal discrimination in the education system is a first step, but it should be accompanied by the integration of a gender equality perspective into all aspects of education. Making sure that the education system actively promotes real equality between women and men is the building block of gender-equal societies.

³ The terms "Roma" and "Travellers" are being used at the Council of Europe to encompass the wide diversity of the groups covered by the work of the Council of Europe in this field: on the one hand a) Roma, Sinti/Manush, Calé, Kaale, Romanichals, Boyash/Rudari; b) Balkan Egyptians (Egyptians and Ashkali); c) Eastern groups (Dom, Lom and Abdal); and, on the other hand, groups such as Travellers, Yenish, and the populations designated under the administrative term "Gens du voyage", as well as persons who identify themselves as Gypsies.

⁴ See in particular Part 2, point f of this document for specific policies in this regard.

⁵ Women still carry the majority of household tasks and care for dependant persons and the evolution towards a better sharing between women and men has been very slow in Europe over the years.

Examples of gender-related interventions in member States:

- Mixed history teaching⁶: the way history is taught has changed in the last decades, but in most countries, women are still hidden or trapped in stereotypical roles in history books. The production of teaching material, in which women appear alongside men as equal actors of history, makes it possible to integrate a gender perspective in the history curricula and to trigger a new recognition of the role of both sexes in the construction of our societies.
- In France, 50% of women's employment is concentrated in only 12 professional areas (mostly lowly paid (care) services), compared to 20 areas for men. This is partly due to self-selection of training fields, which prevents girls and boys to make "atypical" career choices. A conscious intervention at the different levels of the education system, including widening the field of possibilities in early childhood for both sexes can help correct this phenomenon.
- A [project, funded by the Nordic Council of Ministers](#), gathered and compared data on current 'promising practices' relating to gender equality promotion at schools and kindergartens in each Nordic country. This project identified the following six promising practices: 1) gender mainstreaming in education, both in teaching and learning; 2) gender equality planning at schools; 3) recruiting gender equality educators to municipalities; 4) creating a gender-equality certificate for educational institutions to acquire; 5) promoting gender balance and diversity among educational staff; and 6) gender equality work with the parents of students.

Gender mainstreaming activities of the Council of Europe in the area of education

A report on [Gender equality in schools](#)⁷ was prepared in 2004, giving guidelines for the development of a top down strategy to promote gender mainstreaming in schools, school management, teachers' training, in curricula and in school environment. The 2007 Recommendation of the Committee of Ministers on gender mainstreaming in education⁸ looks at all aspects of education and suggests actions in all areas pertaining to the organisation and content of education. An expert [study on combating gender stereotypes in education](#) was drafted in 2011, focusing on the historical and analytical aspects of gender stereotypes in education. The first [Monitoring report of the Committee of Ministers' Recommendation on gender mainstreaming in education](#) was produced in 2012. The report concluded that "(...) *Although the goal of providing equal opportunities for women and men exists almost everywhere, fewer countries have identified explicitly the aim of reaching gender equality in terms of outcomes or have successfully implemented the gender mainstreaming strategy in the field of education. Although the list of potential policy measures aiming to challenge traditional gender roles and stereotypes is long, only a limited number of countries have put many of these into action*⁹."

Education was defined as one of the five priorities of the [Council of Europe Strategy on Gender Equality 2014-2017](#). A conference on [Combating Gender Stereotypes in and through Education](#) was organised in Helsinki in 2014, followed by the publication of a comprehensive [conference report](#). A [Compilation of good practices from member States to promote an education free from gender stereotypes](#) and a [Factsheet](#) on the topic were also published in 2015.

⁶ Example from Belgium (Wallonia) from the Council of Europe [Compilation of good practices from member States to promote an education free from gender stereotypes and identifying ways to implement the measures which are included in the Committee of Ministers' Recommendation on gender mainstreaming in education](#), 2015, page 22.

⁷ Council of Europe, Final report of the Group of Specialists on Promoting Gender Mainstreaming in Schools, EG-S-GS (2004) RAP FIN.

⁸ Council of Europe, Recommendation CM/Rec(2007)13 of the Committee of Ministers to member States on gender mainstreaming in education.

⁹ Council of Europe, Report on the implementation of Recommendation [CM/Rec\(2007\)13](#) by member States, CM(2012)38.

Member States are at various stages of introducing measures in order to integrate a gender equality perspective in their educational system. Within the Council of Europe, education is an important field of activity, and at the same time, it is an area where a lot of activities regarding gender equality and gender mainstreaming were conducted over time. Based on the commitments made, the challenge is now to actively use the different tools produced to integrate a gender equality perspective in *all* Council of Europe activities in the field of education, whether they relate to higher education, teachers' training, education for democratic citizenship and human rights, history teaching or language policy.

b. Gender mainstreaming in the field of media

Gender-specific aspects of this sector:

In European societies, media plays a major role both as a source of information and as a shaper of attitudes, opinions and behaviours. There is a gender equality dimension in both questions related to media as a profession and in relation to media content. In this context, media can either hinder or hasten structural change towards gender equality. This is true with regards to women's under-representation in media ownership, information production and journalism, in newsrooms and in management posts. It is even more blatant as regards women's presence in media content, from both a quantitative and qualitative perspective: women are under-represented in the media and when they are it is rarely in an expert capacity and some fields are still very male dominated (e.g. front-page stories, politics and government, economy)¹⁰. In addition, the persistence of sexist stereotypes in media content, the scarcity of counter-stereotypes and the often sensationalist media coverage of issues such as violence against women are particularly telling in this respect. The integration of a gender equality perspective in all aspects of media policy can therefore contribute to better quality in the media and to a more accurate reflection of different social phenomena. This also leads to the promotion of equality between women and men through challenging gender stereotypes and content of violent nature in media output.

Examples of gender-related interventions in member States:

- Promotion of the equal position of women as professionals in the media sector through networking among women journalists and championing women in decision-making in the sector, through training and awareness raising¹¹.
- Promotion of civil society interventions and public debate on media literacy, gender equality and combating sexism in media content. This can be done especially through promoting, audio-visual outlets with an active gender equality perspective, or social media/websites combating sexism in media content¹².
- Move beyond the complaint that women experts are difficult to find (which is partly true as men are more often appointed to top positions) by creating and using the existing online expert databases, in order to find names of women experts in a number of fields and across European countries¹³.
- Integrating gender equality-related issues in the mandate of national regulatory bodies, notably regarding the fair representation of women and men in audio-visual communication services and the way in which women and men are portrayed in programmes, with a view in particular to combating stereotypes, sexism, degrading images and violence against women and violence¹⁴.

¹⁰ In 2015, women represented only 25% of news subjects and 17% of experts present in the media in Europe, [Global Media Monitoring Project, Report for Europe](#), 2015.

¹¹ Examples from Romania, Russia and the United Kingdom, [Council of Europe Handbook on the implementation of 2013 Recommendation on gender equality and media](#), 2015, page 24.

¹² Examples from France, Sweden, Turkey and the United Kingdom, Council of Europe, [Handbook on the implementation of 2013 Recommendation on gender equality and media, 2015](#), Pages 29-30.

¹³ Example from the Handbook "[Women and Journalists First](#), A challenge to media professionals to realise democracy in practice, quality in journalism and an end to gender stereotyping", 2013, page 27.

¹⁴ Example from France, [Handbook on the implementation of the Recommendation on gender equality and media](#), 2015, page 14.

Gender mainstreaming activities of the Council of Europe in the area of media

The Council of Europe started its work on equality between women and men in the media, with a Council of Ministers Recommendation in 1984 and the subsequent adoption of different texts by the Parliamentary Assembly. The 2011 [Recommendation on a new notion of media](#)¹⁵ integrates several gender equality-related measures. In 2013, the [Committee of Ministers adopted a Recommendation on gender equality in the field of media](#)¹⁶, spelling out 16 measures to be implemented in six areas: gender equality policy and legislation, indicators, provision of information and promotion of good practices, accountability channels, research and publication and media literacy and active citizenship. A comprehensive [Handbook to support the implementation of this Recommendation](#) by member States was published in 2015.

In 2012, the [Equality in the Media - Guide for Journalists](#) was conceived as a practical tool for journalists to better take into account diversity and equality between women and men in their work¹⁷. The handbook "[Women and Journalists First, A challenge to media professionals to realise democracy in practice, quality in journalism and an end to gender stereotyping](#)" was prepared in 2013 for journalists and media professionals to re-think their professional practice on the representation of women and men and to provide arguments and examples regarding gender stereotyping, and how to combat it. The [Conference "Media and the Image of Women"](#), organised in Amsterdam in 2013 and followed by the publication of a [conference report](#), aimed at drawing attention to existing standards, facilitating debate and making recommendations for further action. Combating gender stereotypes and sexism is one of the objectives of the Council of Europe Strategy on Gender Equality 2014-2017 and a [Compilation of good practices from member States on Gender Equality and the Media at National Level](#) as well as a [Factsheet](#) on the topic were made available in 2014.

[Recommendation \(2016\)4 on the protection of journalism and safety of journalists and other media actors](#) stresses the need for a gender-sensitive approach for all issues related to the protection of journalists and for "urgent, resolute and systemic responses" to the (sexual) violence and gender-related dangers female journalists and other female media actors are confronted with. In 2016, the Steering Committee on Media and Information Society Meetings (CDMSI) set up a subordinate body: the Committee of experts on Media Pluralism and Transparency of Media Ownership (MSI-MED), which is preparing a feasibility study on a possible standard-setting instrument on media coverage of elections and the use of Internet in elections, including the gender equality dimension of media coverage of elections. The website of the media and Internet division has a [section on gender equality](#).

c. Gender mainstreaming in the field of sport

Sport and gender equality are inter-related in different manners. Sport is a social and cultural process, in which social constructions of masculinity and femininity play a key role, whereby for example sport is traditionally associated with «masculinity» and sport practiced by women is often less valued. In addition, because sport is extremely popular, the images associated with sport have a great impact on public attitudes and opinions. Sport also contributes to fostering good health and well-being and it gives access to public spaces, it facilitates the development of new skills, and allows the exercise of freedom of expression and of movement. However, gender inequalities persist in all areas pertaining to sports namely, access and participation in sports and recreational activities, an unequal access to resources, salaries, financial incentives, and appropriate sports facilities, as well as the organisational cultures of sporting bodies where women are seriously under-represented. Other issues concern lack of gender awareness of sport-related policies, coaching and training, gender-based violence in sport and the fact that media coverage of sport can contribute to perpetuating gender stereotypes. More research into the topic, a gender mainstreaming approach to all policies pertaining to sport, including in federations, as well

¹⁵ [Recommendation CM/Rec\(2011\)7 of the Committee of Ministers to member states on a new notion of media](#).

¹⁶ Recommendation CM/Rec(2013)1 of the Committee of Ministers to member States on gender equality and media.

¹⁷ Produced in the framework of the [Media against Racism in Sport Programme](#).

as positive measures to address the many gender gaps in the field of sport are therefore necessary in order to achieve *de facto* equality between women and men in sport and through sport.

Examples of gender-related interventions in member States:

- The *Girls on the Move Leadership Programme* implemented in Scotland aims to involve more young women as leaders in physical activity. The Leadership Programme targets young women who are already actively involved in sport and who wish to pass on their interest and enthusiasm to other girls and young women who are not yet active¹⁸.
- Local public funding for sports in Berlin was redistributed through a gender budgeting exercise by shifting public resources from the maintenance of (open) football grounds to sports halls, in which different sports can be exercised and which attract more women as well as mixed groups. This aimed to create better conditions for a less stereotypical practice of sports, while mitigating the dominance of football in public funding¹⁹.

Gender mainstreaming activities of the Council of Europe in the area of sport

The issue of gender equality and sport was addressed in several Council of Europe declarations and documents²⁰, before a report was drafted in 2011 on “Gender equality and (elite) Sport” and a Handbook on good practices regarding gender equality in sports was published. In 2015, the Committee of Ministers adopted a comprehensive Recommendation on gender mainstreaming in sport²¹ addressed to governments, sports’ organisations, media and other international organisations. The Recommendation provides suggestions regarding legislation; policies and programmes; formal and non-formal physical education in particular at local level; combating gender-based violence; awareness raising and training; data collection and research, monitoring and reporting; non-sexist language, as well as grants, pays, prize money and bonuses. This Recommendation now needs to be implemented by member States. A survey to monitor the implementation of the Recommendation was commissioned in the autumn 2015. A conference entitled “Implementing Gender Mainstreaming in Sport”, organised by the Council of Europe’s Enlarged Partial Agreement on Sport (EPAS) and European Women in Sports, took place in November 2015. Through a series of presentations and discussions, the conference looked at the follow up of the Committee of Ministers Recommendation and at instruments to implement gender mainstreaming in the sector.

EPAS is currently implementing the project “Balance in Sport (BIS) – Tools to implement Gender Equality”. The project will run during the year 2016 and aims to identify and test gender equality indicators in sports. This should enable a uniform approach to data collection on gender equality and impact on the design of policies to redress persisting gender inequalities in the sector. It will map gender imbalances in different aspects of sports, including leadership, coaching, media, participation and violence.

d. Gender mainstreaming in the field of health

Gender-specific aspects of this sector:

Gender and sex impact differently on women and men’s health and access to health care. Gender roles and inequalities, including an unequal access to resources, as well as other social factors, produce different health risks and unequal access to health information, care, and services for women and men. Biological differences imply that women have particular health concerns and needs, especially related to sexual and reproductive health. Increasing evidence from all fields of health research (concerning both biomedical and psycho-social mechanisms) also shows that risk factors, clinical manifestation, causes, consequences and treatment of disease may differ between men and women. Prevention, treatment,

¹⁸ [Making Women and Girls More Active](#), Women’s Sport Foundation UK & Sports Scotland, 2005.

¹⁹ [Paradoxes of Gender Budgeting](#), Regina Frey, Genderbüro Berlin, 2008.

²⁰ Athens Declaration on Women and Sport of 2001, Berlin Declaration adopted during the 5th International Conference of Ministers and Senior Officials Responsible for Physical Education and Sport in May 2013, for example.

²¹ [Recommendation CM/Rec\(2015\)2 of the Committee of Ministers to member States on gender mainstreaming in sport.](#)

rehabilitation, care-delivery and health promotion therefore need to be adapted to women's and men's differing needs, moving beyond the situation whereby men have traditionally been the only model. The effects of gender differences must be taken into account in health policy planning, research, delivery of health services, and in the monitoring of these, in order to improve the quality, efficiency and effectiveness of health policies and health care services for both women and men and in order to achieve equality in the health sector.

Examples of gender-related interventions:

- The [International Society of Gender Medicine](#) focuses on the “impact of gender on human physiology, pathophysiology, and clinical features of diseases”, looking at the “complex interrelation and integration of sex – as a biological and functional marker of the human body – and psychological and cultural behaviour (due to ethnical, social, and religious background)”. The Society was created in order to address the lack of attention to the impact of the gender differences on the management of the most common social diseases, the website of the Society is intended as a tool for general practitioners and specialists interested in gender health and medicine.
- The [Training Manual on Gender Mainstreaming in Health](#) was developed by the Medical Women’s International Association²², in response to the need of physicians to understand how adding a gender perspective to health and health care could favourably influence the health of women and men in their everyday practice. The Training Manual was used around the world to conduct workshops and train physicians in the concept of gender mainstreaming in health.

Gender mainstreaming activities of the Council of Europe in the area of health

The Committee of Ministers adopted a [Recommendation on the inclusion of gender differences in health policy](#) in 2008²³, asking member States to “make gender one of the priority areas of action in health through policies and strategies which address specific health needs of men and women and incorporate gender mainstreaming”. The Recommendation also suggests the establishment of monitoring and evaluation frameworks on progress on gender mainstreaming in health policies.

In 2014, the **Co-operation Group to Combat Drug Abuse and Illicit Trafficking in Drugs (Pompidou Group)** produced a study on [“The gender dimension of non-medical use of prescription drugs in Europe and the Mediterranean region”](#). The study identifies women as a “high risk category for non-medical use of prescription drugs”. The study also shows a link between women victims of violence and the abuse of prescription drugs. The study includes recommendations on the need to address the existing gaps in data and it shows that understanding gender differences in this area is a critical requirement for developing effective policy responses. This study was followed by a literature review and identification of lines of research on [“Violence \(experienced or perpetrated\) and psychoactive substance use among women in Europe and in the Mediterranean region”](#). The Pompidou Group organised a Conference on “Drugs, Women and Violence” (Rome, December 2015) which included the organisation of a side-event on women and drugs at the United Nations General Assembly Special Session (UNGASS) in April 2016 and the publication of a report on [“Improving the management of violence experienced by women who use psychoactive substances”](#). The report presents the recommendations of the first study, aimed at improving care for women who use drugs and are victims of violence. The professionals interviewed requested policy-makers, first and foremost, to recognise the link between violence and psychoactive substance use, by including the question of violence in national drug strategies and programmes and by including the question of addiction to psychoactive substances in national strategies and programmes for combating violence against women. The Pompidou Group plans to continue this work including the preparation of a leaflet on gender-related work and future consideration of the issue of violence against women and rape drugs. The website of the Pompidou Group also has a [section on gender equality](#).

²² [Training Manual on Gender Mainstreaming in Health](#), Medical Women’s International Association, 2002, updated in 2013.

²³ Committee of Ministers Recommendations on the inclusion of gender differences in health policies (CM/Rec(2008).

The Committee on organs, tissues and cells is working on a brochure about gender-related aspects of their work.

2. OTHER GENDER MAINSTREAMING INITIATIVES BY COUNCIL OF EUROPE BODIES

a. Gender mainstreaming in relation to arts and culture including cinema

Gender-specific aspects in this area:

Arts and culture plays a major role in popular culture and in shaping perception and attitudes related to gender roles. In relation to art and culture, for example in the UK in 2010, 83% of the artists in Tate Modern and 70% of those in the Saatchi Gallery were men²⁴. In France, in the 2015-2016 season, no national theatre was headed by a woman and 26% of performances were directed by women²⁵. In most countries, women are still hidden or trapped in stereotypical roles in history books and they are largely absent from policies related to heritage (e.g. lack of visibility of female historical characters, of streets named after women). With regard specifically to cinema, the first-ever global study on female characters in popular films produced in 2014²⁶ showed that across the films assessed, only 30.9% of all speaking characters were female and sexualisation was the standard for female characters. In Europe, approximately one in every ten films is directed by a woman. Film school participation is relatively equal between the sexes, but women face barriers in being employed as directors, for example, and inequality in employment is a problem which spans across all professions in the audio-visual sector - from video game programming, to lead roles in films, to ageism against female TV presenters²⁷.

Gender inequalities and gender mainstreaming in relation to the cultural field, including cinema relate to women's access and invisibility in the professions (e.g. unequal access to decision-making, roles, funding, cultural institutions, pay inequalities) and to women's access as members of the audience (in light of women's lesser financial resources and amount of leisure time). In addition, arts and culture are also shapers of attitudes, it is therefore crucial that policies in this areas actively promote a gender equality perspective, so as to give equal visibility to the contribution of both women and men to European history, culture and arts. From this point of view, it would be highly interesting to address gender stereotypes and sexism related to (visual) representation of women in arts, cultural symbols and cultural symbolism.

Examples of gender-related interventions in member States:

- The promotion of women directors through the organisation of women's film festivals. The Festival international du film de femmes in France and Elles Tournent in Belgium are two of the most famous and long standing women's film festivals but such festivals take place in a variety of countries including: Armenia, Austria, Belgium, Germany, France, Italy, the Netherlands, Spain, Portugal and Turkey. These festivals are one means of helping highlight women's contribution to cinema and counterbalancing the male domination in the sector. However, these festivals are not mainstream events and are therefore not attended by all members of the industry and only have limited press coverage. In the mainstream industry A-list festivals, including Berlin and Cannes, serious gender inequalities remain, even though more and more conferences and awareness-raising measures are being organised/taken to highlight gender inequality in the sector.
- There are national and pan-European networks throughout Europe which are very active in raising awareness about gender inequality in the industry. These include Deuxième Regard in France, and CIMA in Spain, both of which have been involved in drafting legislation to improve the situation in

²⁴ Statistics gathered by the campaigning group [UK Feminista](#).

²⁵ Study "Où sont les femmes", saison 2015-2016, more information: <http://www.ousontlesfemmes.org/chiffres-cles-de-la-saison-2015-2016/>

²⁶ Gender Bias without Borders, an investigation of female characters in popular films across 11 countries, by the Geena Davis Institute on Gender in Media, with support from UN Women and The Rockefeller Foundation, 2014.

²⁷ Information from the [European Women's Audiovisual Network \(EWA\)](#).

their countries. The [Women in Film and TV Network](#) has branches in many countries, with the United Kingdom branch being the most influential in Europe; the [European Women's Audiovisual Network](#) is an umbrella organisation of national networks, which works in the areas of research, training and outreach.

- In France, "*matrimoine*" initiatives²⁸ aim at highlighting women's contribution to cultural heritage, for example through guided tours during heritage days in 2015²⁹. There are also more than twenty women's museums in Europe, which put the spotlight on women's contribution to history³⁰.

Gender mainstreaming activities of the Council of Europe in relation to arts and culture, including cinema

Eurimages, the European Cinema Support Fund has been considering the issue of gender equality in the European film industry since 2012. A Gender Study Group was set up to study the presence of women in the cinema sector at national and European levels and to analyse the under-representation of women among eligible projects. Eurimages is also collecting information on the "gender of the project" and on the content of the scripts of applications submitted to Eurimages (the "Bechdel test"³¹). The latest Eurimages study on the projects submitted shows a small improvement, even though women are still under-represented but that on average, in 2015, 27% of submitted project was directed by a woman (17% in 2012)³². Women are also less represented on screen than men: there are 62% men in the first three roles of castings³³. A conference "Women in today's European film industry: gender matters. Can we do better?" was held during the Sarajevo Film Festival on 14 August 2015 and a Conference Declaration adopted, calling for policies to redress the gender imbalance in the European audio-visual industry and proposing activities to be carried out through the Eurimages fund³⁴.

In October 2015, the Eurimages Board of Management adopted a [Eurimages Strategy 2016-2017 for Gender Equality in the European Film Industry](#), which comprises three strategic objectives: 1) Mainstream a gender equality approach in all policies and measures, 2) Combat gender stereotypes and sexism, and 3) Prevent and combat violence against women. In March 2016, a new prize for Best Female Director, the [Audentia Award](#) was launched at the Istanbul Film Festival; it will be awarded at a different festival each year by Eurimages. Eurimages holds quarterly gender outreach meetings, which focus on the state of play in the meeting host country and include discussions with local directors or producers. Eurimages is also developing content indicators as part of a study looking into content of Eurimages eligible films (character age, gender according to leading role, stereotypes and clichés), will continue the sharing of best practices with European networks of national and regional film funds.

In the area of culture, a first discussion took place about gender equality a reality in the [Steering Committee for Culture, Heritage and Landscape](#) (CDCPP) in June 2016, The Committee confirmed that it wished to see more emphasis given to the gender equality dimension in its various activities, in particular in the European Heritage Strategy for the 21st century. A report, possibly based on a questionnaire, will be prepared to address the issue of women involvement in cultural institutions.

²⁸ To make the parallel with the word "*patrimoine*" (heritage), this means "related to the father".

²⁹ More information <http://www.matrimoine.fr/> and <http://guidedelaroutarde.eu/>

³⁰ More information: http://www.frauenmuseum.de/en/frauenmuseen_weltweit.php

³¹ The Bechdel test is a test of female characterisation in movies. Passing the Bechdel test requires that the movie [media]: 1) has at least two women characters; 2) who talk to each other; 3) about something other than a man. The Bechdel test is named after the American cartoonist Alison Bechdel, in whose comic strip [Dykes to Watch Out For](#) it first appeared in 1985.

³² [Eurimages Strategy 2016-2017 on Equality between Women and Men in the European Film Industry](#).

³³ [Reflection on "Gender"- Data study for 2014 and evolution for 2012-2014](#), Eurimages.

³⁴ More information: <http://www.sff.ba/en/news/10231/declaration-on-gender-equality-in-european-film-industry-adopted-at-a-conference-during-sarajevo-film-festival>.

b. Gender mainstreaming in the field of countering corruption

Gender-specific aspects in this area:

The prevention and fight against corruption require a multidisciplinary approach, yet this issue has been generally addressed as “gender neutral”³⁵. While there is still insufficient research on how corruption and gender interact, the topic is gaining more attention with a focus on two areas. The first issue relates to the gendered impact of corruption. Unequal power relations between women and men make women more vulnerable to the impact of corruption and there are forms of corruption that affect women more specifically, such as sexual extortion, using sex as an informal currency in which bribes are paid, and human trafficking (where the majority of people trafficked are female). Corruption in public services can also reduce the overall quality and quantity of the services provided, which specifically impacts on women who are still the main carers within families and important users of basic public services. Women’s more difficult access to justice is an additional barrier for the application of the rule of law and the fight against the corruption they are confronted with.

The second issue is the relationship between levels of corruption and increased women’s participation in the public sphere. On the one hand, corruption, clientelism and government ineffectiveness substantially hamper women’s participation in public life: as shown by a recent study of 18 European countries³⁶. On the other hand research has shown that in countries where there is greater female participation in public life, there is less corruption. The issue is still discussed and merely increasing female participation where democratic structures and accountabilities are weak is not enough on its own to reduce corruption. However, decisive factors in the reduction of corruption are the participation of new comers in decision-making (which disturbs existing habits) and democratisation as well as better governance, which are both associated with the promotion of gender equality in decision-making³⁷.

Examples of gender-related interventions:

- In countries where advances in gender equality are being made, and where the need to continue fight against corruption is firmly established, connection between the two issues is starting to happen. For example, the Chair of the Independent Police Complaints Commission of England was recently quoted as stating that sexual harassment and abuse by police officers in England needs to be recognized “as a distinct area of corruption”³⁸.
- In Albania, the UN initiated a project involving the consultation of women’s organisations regarding the review mechanisms of the UN Convention against corruption³⁹.

Gender mainstreaming activities of the Council of Europe in the area of the prevention and fight against corruption

Since 2012, with the support of its Gender Equality Rapporteur (GER), Helena LIŠUCHOVÁ (Czech Republic) the Group of States against Corruption (GRECO) has been looking into the **gender dimensions of corruption**. A report was written by the GRECO GERO on Gender Dimensions of Corruption in 2012. In order to take stock of national experiences in identifying, preventing and reducing gender-specific manifestations of corruption and to exchange information on available research and good practice,

³⁵ Gender neutral can be defined as “Having no differential positive or negative impact for gender relations or equality between women and men” but often, often, what is perceived to be ‘gender neutral’ is in fact ‘gender blind’, [Council of Europe Gender Equality Glossary](#), March 2016.

³⁶ Aksel Sundstrom and Lena Wängnerud, ‘Women’s political representation in the European regions: the impact of corruption and bad governance’, Working Paper Series 2013:9 (Gothenburg, Sweden: Quality of Government Institute, 2013)

³⁷ Council of Europe, Report “Gender Dimensions of Corruption”, 2012, Helena Lišuchová, GRECO Gender Equality Rapporteur, 2012.

³⁸ Ibid.

³⁹ United Nations Office on Drugs and Crime, Guidance Note on Gender Mainstreaming in the Work of UNODC, 2013.

³⁹ In particular since the adoption of the United Nations Security Council Resolution 1325 on Women, Peace and Security in 2000 and subsequent UNSCR 1889, 1820 and 1888.

GRECO organised a conference on “Gender dimensions of corruption” in 2013. According to the first report, most national anti-corruption policies (except Austria) do not yet include any gender equality dimension. The report therefore proposes collecting data in order to allow member States to better evaluate the gender dimension of corruption. GRECO concluded that it makes sense to monitor the gender dimensions of corruption over time and that including a gender perspective is likely to increase the understanding on how corruption works. . In the context of the 4th GRECO Evaluation Round, the typology of gender imbalances within parliaments and the judiciary and the impact this has on transparency, accountability and openness and the propensity for corrupt practices was examined by GRECO. An analysis of that data, as well as selected European research related to gender dimensions of corruption and prevention policies, was presented at a [round table](#) organised with financial support from Monaco. GRECO agreed that in the 5th Evaluation Round, efforts will be extended to identify gender imbalances which might potentially lead to or result from non-transparent informal networks and decision-making processes. The GRECO website has a section on [the gender dimensions of corruption](#).

c. Gender mainstreaming in the field of action against terrorism

Gender-specific aspects in this area:

Although the topic of women, peace and security has been high on the political agenda at all levels for more than two decades⁴⁰, counter-terrorism policies are traditionally seen as gender-neutral and research on the topic is still scarce. At the same time the common agenda of most recent terrorist movements is the brutal attack on women and girls and the limits they want to put to women’s rights. Looking at the gendered impact of terrorist activities implies recognising the fact that people are not equally at risk and not equally able to recover from attacks, especially the most vulnerable, among which women are often over-represented⁴¹. In the same way, responses to terrorism can impact differently on women and men, for example it is crucial to ensure that negotiations with terrorist groups are not lead at the expenses of the rights of women⁴². Understanding the gender equality dimension can also improve prevention policies, by deconstructing stereotypical perceptions of women’s and men’s roles in terrorism and counter-terrorism, whereby men are often seen as perpetrators and women primarily as passive victims. In fact, women’s patterns of involvement in terrorism, particularly the manner in which they are recruited, their motives, rewards and roles, may differ from those of men. In addition, women and men often highlight different concerns and bring different perspectives, experiences and solutions to policy-making. Understanding these differences, can help ensuring a more comprehensive approach to counter-terrorism⁴³.

Examples of gender-related interventions:

- A [good practices document on women and countering violent extremism](#) prepared by the OSCE was adopted in September 2015 by the Global Counterterrorism Forum as non-binding guidance to assist governments in mainstreaming gender into policies and measures to counter violent extremism.
- In 2008, the [NGO Women without Borders launched the first women’s counter-terrorism platform called SAVE](#) (Sisters against Violent Extremism), which aims at building early warning systems for women of relatives who may be involved in terrorist groups, at involving survivors of terrorist attacks, relatives of victims and of terrorists in strategizing on methods to combat violent extremism.

Gender mainstreaming activities of the Council of Europe in the area of action against terrorism

The Council of Europe Committee of Experts on terrorism (CODEXTER) started to investigate the gender equality dimension of its work through a ["Discussion Paper on possible gender-related priorities"](#) drafted in 2014. In the discussion paper, the CODEXTER Gender Equality Rapporteur gives an analysis of gender-related issues in the field of counter-terrorism, including the role of women as terrorists and the added

⁴⁰ In particular since the adoption of the [United Nations Security Council Resolution \(UNSC\) 1325 on Women, Peace and Security](#) in 2000 and subsequent UNSCR 1889, 1820 and 1888.

⁴¹ United Nations Office on Drugs and Crime, [Guidance Note on Gender Mainstreaming in the Work of UNODC](#), 2013.

⁴² Ibid.

⁴³ CODEXTER [Discussion paper on possible gender-related priorities](#), November 2014.

value of integrating a gender perspective in this field in terms of policy efficiency. The paper for example proposes to assess the Council of Europe Convention on the Prevention of Terrorism (CETS No. 196) for possible gender-bias. CODEXTER has not included gender equality among its priorities for 2016-2017, but it took note that the Group of Parties to the Convention on the Prevention of Terrorism (will consider gender mainstreaming as a future subject for thematic assessments).

d. Gender mainstreaming in relation to legal issues

Gender-specific aspects in this area:

The ability to access justice is a human right and the existence of fair and impartial justice systems are also key to the realisation of all other human rights, including the rights to non-discrimination and gender equality. While the justice system is usually considered neutral and impartial, it is, as all other institutions, influenced by predominant cultural norms and gender roles. Women have specific needs based on their sex/gender and face specific barriers in their interactions with all bodies related to the implementation of the law. These barriers include socio-economic issues (e.g. lack of resources, of legal literacy, issues related to language for migrant women for example), fear of stigma and reprisal and cultural perceptions of men as primary rights-bearers. Some of the obstacles which limit women's opportunities to claim their rights also include gender stereotyping among law enforcement professionals or emphasis placed on using out-of court settlement procedure, often leaving women at a disadvantage. This leads to a situation where for example only a minority of incidents of sexual violence is reported, and the majority of reported rapes do not end in a conviction as in several countries conviction rates are as low as 5%⁴⁴. In the same way, women represent only 16% of applications to the European Court of Human Rights⁴⁵. The different actors (from victims to law enforcement officials and legal professionals) also often lack knowledge about gender-specific standards related notably to gender-based discrimination, gender-based violence or asylum. Another issue is to ensure the gender-sensitiveness of services and procedures related for example to victim protection, legal aid or detention (e.g. specialised care for victims of gender-based violence, health, hygiene, privacy and security conditions adapted to the needs of women).

Examples of gender-related interventions:

- The Office of the High Commissioner for Human Rights has produced a tool entitled '[Eliminating Judicial Stereotyping: Equal Access to Justice for Women in Gender-based Violence Cases](#)', which aims to raise awareness of, and encourage advocacy related to, judicial stereotyping in gender-based violence cases.
- The organisation [Women's Link Worldwide](#) uses law and strategic litigation to develop jurisprudence, using a gender equality perspective and an intersectional analysis and works to secure the conditions and capacity necessary to ensure the protection and guarantees for women' and girls' rights, including through training sessions for judges and lawyers.

Gender mainstreaming activities of the Council of Europe in relation to legal questions

[Guarantying equal access of women to justice](#) is one of the five objectives of the Council of Europe Strategy for Gender Equality 2014-2017. The work and activities in this area aim to support member states achieve equal access to justice for women through research and studies, conferences and hearings, as well as the exchange of good practices. A [cooperation project](#) implemented in Armenia, Azerbaijan, Georgia, the Republic of Moldova and Ukraine aims at identifying and supporting the removal of obstacles for women's equal access to justice; and strengthening the capacity of the countries to design measures to ensure that the justice chain is gender-responsive. This includes the training of legal professionals and the preparation of a training manual for judges and prosecutors on "Ensuring Access to Justice for Women".

⁴⁴ Lovett J. and Kelly L. 2009, 'Different systems, similar outcomes? Tracking attrition in reported rape cases across Europe' and Hester M. 2013, 'From Report to Court: Rape and the Criminal Justice System in the North East'. Bristol: University of Bristol.

⁴⁵ Human rights, rights of women - Female applicants to the European Court of Human Rights - [Article by F. Tulkens, former Judge and Vice-President at the European Court of Human Rights](#) (2007).

The Council of Europe [Plan of Action on Strengthening Judicial Independence and Impartiality](#) was adopted in April 2016. The Plan contains a number of references to gender-sensitive measures, notably the need to mainstream a “gender perspective into all reforms”, for “gender balance in the composition of the judiciary” and to undertake efforts “to fight gender stereotyping within the judiciary itself”.

The **European Committee on Legal Cooperation (CDCJ)** is currently considering how to better integrate gender mainstreaming into its working methods. One proposal, currently being tested is to undertake gender impact analyses in respect of new activities. This has been done in respect of the activity on the administrative detention of migrants, which started in 2016 and in respect of which CDCJ commissioned an analysis of the gender dimension. The report will inform the future work of the CDCJ on this issue including the preparation of the codification of European rules relating to the administrative detention of migrants.

The **European Commission for the Efficiency of Justice (CEPEJ)** has undertaken a regular process for [evaluating judicial systems](#) of the Council of Europe's member states. The biannual reports produced contain detailed data about the representation of women within justice systems and some information about legislation regarding crimes of violence against women. For example the [Report on "European judicial systems – Edition 2014 \(2012 data\): efficiency and quality of justice"](#) show that there are on average 64.7% men presidents of courts of first instance in Europe and 81.7% for supreme courts.

e. Gender mainstreaming in the field of governance and constitutional matters

Gender-specific aspects in this area:

The work of the Council of Europe on constitutional matters focuses on three areas: 1) [democratic institutions and fundamental rights](#); 2) [constitutional justice and ordinary justice](#); 3) [elections, referendums and political parties](#). In relation to [governance](#), the work relates to issues concerning territorial reforms, citizens' democratic participation in public life, the modernisation of public administration, the dialogue and relations between tiers of government, public finances and trans-frontier cooperation. All these areas are important for the promotion of gender equality and their gender-related aspects are numerous. Examples of these include promoting parity democracy through constitutional reform and/or through electoral law reform; promoting and researching gender equality aspects in relation to political parties; or issues related to women's access to justice, to administration or to public services.

Examples of gender-related interventions:

- Fifteen European countries (Albania, Armenia, Belgium, Bosnia and Herzegovina, France, Georgia, Greece, Ireland, Montenegro, Poland, Portugal, Serbia, Slovenia, Spain and “the former Yugoslav Republic of Macedonia”) have introduced legislative quotas to make progress towards parity in their national parliament⁴⁶.
- The Swedish website www.includegender.org has examples of gender mainstreaming activities carried out by municipalities and county councils in a variety of areas: [health care](#), [public transports](#), [fire fighting](#), [snow clearing](#), [home help](#), [car parks](#).
- The Observatory of the [European Charter for Equality of Women and Men role in Local Life](#) provides [examples of good practices](#) for the implementation of the Charter from [Austria](#), [France](#), [Finland](#), [Portugal](#), [Sweden](#) and [Turkey](#).

⁴⁶ Global Database of Quotas for Women: <http://www.quotaproject.org/>, International Institute for Democracy and Electoral Assistance.

Gender mainstreaming activities of the Council of Europe in governance and constitutional matters

The achievement of a **balanced participation of women and men in political and public decision-making** is one of the five objectives of the Council of Europe Strategy on Gender Equality 2014-2017.

The Venice Commission (VC) the European Commission for Democracy through Law has adopted a number of reports and opinions related to gender equality since 1992. The VC addressed the balanced representation of women in politics in its 2009 Report on the Impact of Electoral Systems on Women's Representation in Politics⁴⁷, which favours legal quotas "as compensation for existing obstacles to women's access to parliament" and states that these should be accompanied by placement rules and effective monitoring and enforcement mechanisms. While a gender equality perspective is not systematically integrated in all the work of the VC, the Report on the Methods of nomination of candidates within political parties, adopted in 2015, has a section of women's representation and reaffirms the legitimacy of quotas. A conference was organised by the VC in Tbilisi in November 2015 on gender equality and electoral processes. A compilation of gender equality and non-discrimination references in the work carried out by the Venice Commission will be published in the second half of the year. The Venice Commission set up a specialised sub-committee on gender equality issues in June 2015 and their website has a section on gender equality.

In May 2016, a discussion regarding gender mainstreaming took place at the European Committee on Democracy and Governance (CDDG) and a briefing paper on possible gender-related interventions was presented. It was agreed to encourage CDDG members to link with the work of the Gender Equality Committee regarding the monitoring of CM Rec(2003)3 on balanced participation of women and men in political and public decision-making. In addition, CDDG members will receive a questionnaire to inform the preparation of a paper with possible gender mainstreaming activities to be considered by the CDDG at its next meeting at the end of 2016.

The Centre of Expertise for Local Government Reform of the Council of Europe supports central, regional and local authorities in improving their institutions, regulations, capacity and action. In 2008 the Centre of Expertise developed a "Leadership Academy" programme aiming at improving the abilities of local leaders, which includes a gender mainstreaming session.

f. Gender mainstreaming in the field of electoral assistance and census

Gender-specific aspects in this area:

Elections are at the core of democratic institutions and the integration of a gender equality perspective as a central aspect of a functioning democracy is crucial. Gender-specific aspects can be considered on the one hand regarding the under-representation of women in political and public decision-making, as candidates, as elected decision-makers and in higher levels of the electoral administration and on the other hand regarding mechanisms to improve the situation. This includes a range of issues such as the role of electoral law, political parties, media, or gender-sensitive citizenship education and election monitoring. Other issues are related to different voting patterns between women and men or to the involvement of women's NGOs in activities related to elections. Regarding census, it is one of the most important tools for policymakers as it takes stock of the most important asset of a country - its human capital, women and men, girls and boys and allows *inter alia* for the collection of sex-disaggregated data that is vital for gender equality policies and gender mainstreaming. Census is therefore a rich source of information about the differences between women and men, girls and boys as well as their specific needs and integrating a gender equality perspective in census methods and analysis is vital for policy planning⁴⁸.

⁴⁷ Council of Europe, Venice Commission Report on the Impact of Electoral Systems on Women's Representation in Politics, (CDL(2009)080).

⁴⁸ UNFPA Guide on the Gender Analysis of Census Data, 2014.

Examples of gender-related interventions:

- **Mentoring for women candidates** has proved to be an effective capacity-building tool to promote the election of women, including women with a minority background. In particular, political mentoring with a focus on gender equality can enhance the ability of elected members to induce substantive policy change once elected. The OSCE and the Danish Centre for Information on Gender, Equality and Diversity (KVINFO) have undertaken such mentoring projects both in relation to women in politics and regarding integration on the job market in Serbia and in different OSCE countries⁴⁹.
- Women's NGOs around the world have been leading **50/50 campaigns** promoting parity democracy through different tools, including screening of political party lists and programmes from a gender equality perspective, encourage voters to vote for women candidates, awareness-raising training for elected members on gender equality issues or seeking support from high level supporters from all walks of life for parity democracy.

Gender mainstreaming activities of the Council of Europe in the area of electoral assistance and census

Since the early 90s, the Council of Europe has been working to support participation in elections and in political life of citizens, with a special emphasis on women. Women voters and candidates are one of the five topics dealt with by the Division of Electoral Assistance and Census. Activities were undertaken under the Eastern Partnership Programme [in Armenia, Belarus, Georgia, the Republic of Moldova and Ukraine on women's participation](#) in decision-making, including country reports for the five countries. A [documentary](#) was produced in 2014 on women member of Georgian municipality councils who won seats during the 2014 local self-government elections. In February 2016, a [workshop was organised in Kyiv](#) in order to address the range of existing barriers to the realisation of gender equality in political decision making in Ukraine. A regional study on women political representation in these countries will be released in 2016, to provide a qualitative and quantitative assessment with regard to the situation of women's political representation in the region at the legislative, executive and local/regional levels. It will look into the factors that hinder women's participation and representation and serve as a political tool for civil society organisations to change the situation in their respective countries. The website of the Council of Europe Division on electoral assistance and census has a [section on women voters and candidates](#).

g. Gender mainstreaming in relation to multiple discrimination and to addressing the needs of specific groups**Gender-specific aspects in this field:**

Women are part of all groups in society and sometimes form the majority of these groups, including disadvantaged or vulnerable groups. Women have multiple identities as well as specific needs and situations, but they also often face multiple forms of discrimination, firstly as women, and secondly as part of a specific group. For example women with disability face higher risks of discrimination and violence; Roma women face specific types of human rights violations such as forced sterilisation, but also other forms of violence and injustices both within and outside their community. In the same way, women asylum seekers may not necessarily fit into the conventional image of a political refugee fleeing persecution from the State and certain types of gender-specific or predominantly gender-specific harm need to be taken into consideration. The integration of a gender equality perspective in all policies and activities related to specific groups is essential to capture the needs of women and girls who are part of these groups and for the measures taken to be effective and adapted to the needs of all.

Examples of gender-related interventions:

- The United Nations [Convention on the Rights of Persons with Disabilities](#) adopted in 2006 integrates a strong gender equality perspective. There is a specific article on gender equality (Article 3) as well as one which requires countries to ensure the equal rights and advancement of women and girls with disabilities (Article 6). In addition, women and girl's needs are mentioned in relation to different issues

⁴⁹ More information: <http://www.osce.org/serbia/162881> and <http://www.osce.org/secretariat/163006?download=true>.

including violence, health, standards of living, and social protection. The Convention also requires the composition of the Committee on the Rights of Persons with Disabilities to be gender-balanced.

- The non-governmental organisation [Asylum Aid](#) (United Kingdom) works specifically to integrate women's situation and a gender equality perspective in their work. The organisation conducts a Women's Project, aiming to ensure that women seeking asylum in the UK are treated with fairness and dignity and is also working to promote a gender-sensitive asylum policy in Europe.

Gender mainstreaming activities of the Council of Europe on the needs of specific groups

The [Council of Europe Action Plan](#) to promote the rights and full participation of **people with disabilities** in society: improving the quality of life of people with disabilities in Europe 2006-2015⁵⁰ integrates gender equality as a cross-cutting issue and has a specific section on "Women and girls with disabilities". Issues related to the situation of women and girls with disabilities are mentioned in different parts of the document. The Committee of Ministers also adopted [Recommendation CM/Rec\(2012\)6b on the protection and promotion of the rights of women and girls with disabilities](#), which requires member States to "continue their efforts to reach the objectives of the Council of Europe Disability Action Plan 2006-2015, in particular its cross-cutting aspect "Women and girls with disabilities". The Recommendation encourages member States to adopt legislative measures to encourage the participation of women and girls with disabilities and proposes measures in eleven areas of life. The Council of Europe Disability Strategy 2017-2023 that is under preparation will have some reference to gender equality.

Roma issues and gender mainstreaming are transversal themes within the work of the Council of Europe. Roma women's issues have grown in visibility in recent years especially in the context of the International Roma Women's Conferences organised since 2003, which are for a where Roma women can raise issues affecting their own and their families' lives, shared experiences, work results and good practices and build stronger co-operation across countries. The 5th International Conference of Roma Women took place in Skopje, "the former Yugoslav Republic of Macedonia", in October 2015, and the following topics were discussed: national Roma integration strategies, empowerment and participation as well as violence against Roma women, with a focus on trafficking and child marriage. A [Strategy for the Advancement of Romani Women and Girls, 2014-2020](#) was adopted in 2014, containing six strategic objectives aligned on the objectives of the Council of Europe Gender Equality Strategy 2014-2017 (adding "Guaranteeing Equal Access of Romani Women and girls to public services"). A new [Thematic Action Plan on the Inclusion of Roma and Travellers](#)⁵¹ was adopted in March 2016, including innovative programmes to empower Roma and Traveller women and girls and protect the most vulnerable groups. A study visit and training on the empowerment of Roma and Traveller women took place in June 2016. The website of the Council of Europe on Roma issues has a [section on Roma women](#).

The work of the Council of Europe on protecting and promoting the **human rights of lesbian, gay, bisexual and transgender people** is based on the Committee of Ministers' [recommendation 2010\(5\) on measures to combat discrimination on grounds of sexual orientation or gender identity](#). The focal point for this work within the organisation is the [Sexual Orientation and Gender Identity \(SOGI\) unit](#) that in its co-operation activities with different member states highlights the heightened risk of discrimination and violence that lesbian, bisexual and transgender women face due to the fact that they do not conform to stereotypical gender norms.

The Council of Europe [Strategy for the Rights of the Child for 2016-2021](#) includes references to equality between girls and boys and to fighting violence against girls, gender stereotypes, sexism and the over-sexualisation of girls and boys.

⁵⁰ Recommendation Rec(2006)5 of the Committee of Ministers to member States on the Council of Europe Action Plan to promote the rights and full participation of people with disabilities in society: improving the quality of life of people with disabilities in Europe 2006-2015.

⁵¹ Thematic Action Plan on the Inclusion of Roma and Travellers (2016-2019), SG/Inf(2015)38 final.

In relation to the **sexual exploitation of children**, the Lanzarote Committee, bringing together all countries that have ratified the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention), published in December 2015 its first report on how European states are protecting children against sexual abuse in the circle of trust. The report covers 26 European countries and contains some recommendations, which relate to gender equality. In particular, the Committee invited parties to disaggregate data on the basis of the gender of the child victim and of the perpetrator and considered that information and advice should be provided to child victims in a language which is gender- and cultural-sensitive.

The **Youth Department** and, in particular, the European Youth Centres, have worked on integrating a gender and gender equality dimension in their policy, educational approaches and practices for a long time, mostly thanks to the role of youth organisations in the co-management system and in the running of the Youth Department's programmes. Youth organisations have introduced themes to programmes ranging from fighting discrimination against LGBT people, measures to combat sexism and violence against women, domestic violence and gender-based violence, recognition of gender identities and challenging hetero-normativity. Beyond programmes whose topics were gender-related, in all its programmes and educational activities, the educational team of the Youth Department makes *practical considerations* on ensuring gender equality (e.g. gender balance in educational teams and participants). Moreover, the Youth Department supports the inclusion of gender equality among the themes that youth policy and youth work need to consider. In its Agenda 2020, the aim of the Council of Europe's youth policy is indicated as "to provide young people – girls and boys, young women and young men – with equal opportunities and experience which enable them to develop the knowledge, skills and competencies to play a full part in all aspects of society". The No Hate Speech Movement set up in 2012 to mobilise young people to act against hate speech and human rights violations online will focus on sexist hate speech in 2016-2017, to address the fact that women and girls are confronted with this phenomenon on a daily basis both online and offline. A seminar on Combating Sexist Hate Speech organised jointly with the Gender Equality Unit, took place in February 2016, in order to deepen the understanding of sexist hate speech and to identify appropriate responses and a European Action day on this topic took place on 8 March 2016, International Women's Day. A seminar on "The meanings of gender equality in European youth activities" was organised in June 2016 with a view to develop guidelines on gender mainstreaming for the sector.

The European **Youth Foundation** launched in February 2016 a new website on gender mainstreaming which contains resources developed by the Council of Europe and youth NGOs, as well as links to relevant tools and actors. During the EYF March 2016 Re)mix seminar, two sessions were devoted to discussing gender mainstreaming concepts and examples with the representatives of local and international non-governmental youth organisations. The EYF is actively promoting the integration of a gender perspective in the youth projects it supports.

h. Gender mainstreaming in relation to socio-economic rights and social policies

Gender-specific aspects in this field:

Social policies (for example policies related to social protection, health, education, housing, poverty or unemployment) are important tools for the promotion of gender equality, as they affect the living conditions of persons and should strive towards human welfare. However, there are still important inequalities and differences between women and men in all areas covered by social policies. This concerns notably employment as women feature predominantly in part-time work and lower-paid occupations and they continue to face different types of inequalities, for example in relation to remuneration, pensions or access to decision-making. Women are also still the main carers within families, which impacts on their use of public services, on their ability to engage in paid employment and in other activities such as decision-making, volunteering or sports. In addition, as a result of combined inequalities, women have

lesser income than men globally. All these aspects should be taken into consideration for social policies to contribute to real equality between women and men.

Examples of gender-related interventions:

- Compiling and disseminating gender-disaggregated data about gaps between women and men in relation to pension rights: This was done in Germany (59.6% gender pension gap)⁵² and at the level of the European Union (40% gender pension gap on average in the EU)⁵³. This data serves to highlight the accumulation of economic gender inequalities throughout the life cycle of women and men, and to encourage measures to address them.
- Traditional gender stereotypes and roles impede progress in relation to improving women’s economic independence. In all countries for which data, exist women do more unpaid work than men and this impact on their involvement in paid work. The need to focus more on the sharing of caring responsibilities and domestic work between women and men is reflected in one of the targets under of the [UN Sustainable Development Goal 5](#) (“achieve gender equality and empower all women and girls”), which calls upon governments to “recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.”

Gender mainstreaming activities of the Council of Europe on socio-economic rights/social policies

The European Social Charter enshrines a body of rights in the field of housing, health, education, employment, social protection, movement of persons and non-discrimination. The application of all these rights must ensure equality between women and men. In 2005, an information document on equality between women and men in the European Social Charter was produced by the Secretariat of the European Social Charter. In 2014, the [European Committee of Social Rights uphold a protest](#) regarding women’s access to abortions in Italy⁵⁴, noting that “women seeking access to abortion services in Italy are treated differently than other persons in the same situation with respect to access to health care, without justification.”

The [Committee of Ministers’ Recommendation \(2015\)3 on the access of young people from disadvantaged neighbourhoods to social rights](#) is an example of integration of a gender equality perspective. The Recommendation specifically requires member States to “develop gender-sensitive approaches to the elaboration of youth policies in disadvantaged neighbourhoods, and provide support for the capacity building and equal participation of young women and young men”⁵⁵. The Appendix to Recommendation CM/Rec(2015)3 contains a specific section on “Improving gender equality of young people living in disadvantaged neighbourhoods” and a section on violence, that contains a number of articles regarding gender-based violence. References are also made to the needs of young women in specific sections, as well as references to gender budgeting and to sexual and reproductive health. In addition, the text regarding the conciliation of private and working life is presented in a gender-sensitive manner, for example childcare is presented as an issue for “parents” and not for young women only.

i. Gender mainstreaming in the field of Council of Europe co-operation activities

Gender-specific aspects in this area:

Gender mainstreaming in co-operation interventions aims to ensure that women and men benefit equally from the results of the activities and that the intervention contributes to the advancement of gender equality. A gender mainstreaming perspective entails looking at the implications of a potential project on

⁵² The Gender Pension Gap: Developing an Indicator Measuring Fair Income Opportunities for Women and Men, 2012: <http://www.bmfsfj.de/RedaktionBMFSFJ/Broschuerenstelle/Pdf-Anlagen/gender-pension-gap-englisch,property=pdf,bereich=bmfsfj,sprache=de,rwb=true.pdf>.

⁵³ [Men, women and pensions](#), Platon Tinios, Francesca Bettio and Gianni Betti in collaboration with Thomas Georgiadis, European Commission, 2015 and [The Gender Gap in Pensions in the EU](#), European Commission, 2013..

⁵⁴ International Planned Parenthood Federation European Network v. Italy, No. 87/2012.

⁵⁵ Paragraph 1§f of Recommendation (2015)3.

women and men, using data highlighting their situation and needs and designing the project so that its impact on gender equality is positive. This should be done throughout the whole project cycle, i.e. from the preparation and planning stage, to implementation and evaluation and is relevant in most areas of co-operation intervention.

Examples of gender-related interventions:

- Most United Nations agencies have developed gender mainstreaming toolkits or guidelines. The United Nations Office on Drugs and Crime (UNODC) has developed a [Guidance Note on Gender Mainstreaming in the Work of UNODC](#), which presents concepts, practical steps towards gender mainstreaming and gender briefs on gender mainstreaming in fields related to the work of UNODC (terrorism, corruption, etc.).
- The European Commission has a [Toolkit on Mainstreaming Gender Equality in EC Development Cooperation](#) as part of an effort to build capacity for gender mainstreaming in development co-operation. The Toolkit contains methods and concepts, including regarding gender mainstreaming in the project cycle, as well as giving a gender analysis of different areas of European Union development and co-operation policy (poverty reduction, rule of law, education, etc.).

Gender mainstreaming activities of the Council of Europe in the area of co-operation activities

Some interesting work in terms of gender mainstreaming has been done in a number of co-operation interventions of the Council of Europe and has had positive effects. In order to follow on the importance given to gender mainstreaming at the political level within the Council of Europe, and to support the institutionalisation of gender mainstreaming in this sector, work started with the aim to produce tools for the integration of a gender equality perspective in the organisation's methodological framework for co-operation activities. The Office of the Directorate General of Programmes (ODGP) prepared [Guidelines on gender mainstreaming in Council of Europe's co-operation activities](#). Gender mainstreaming will also be integrated into the new [Programme Management Methodology \(PMM\)](#) and Staff training about PMM will include a gender mainstreaming strand, in order to make it more systematic.

In the framework of the programme of Confidence-Building Measures implemented by the Council of Europe in post-conflict areas, one of the topics covered by the programme concerns combating violence against women, including domestic violence, and promoting women empowerment.

j. Gender mainstreaming in the field of budgeting (*gender budgeting*)

Gender-specific aspects in this area:

Public budgets are not merely economic tools; they also translate policies in monetary terms and express political priorities. Because of the uneven distribution of power between women and within society as well as economic disparities, different living conditions and ascribed social roles, budgets, are not gender-neutral; they affect women and men in different ways. Gender budgeting seeks to make the gender impact of budgets visible and to ensure that they are instruments that promote gender equality. Gender budgeting can be done both in relation to public expenditure (i.e. making sure that public spending contributes to both women and men and to greater equality) and in relation to income (looking at the impact of fiscal policies on both sexes). It can involve all levels of government, national, regional and local and all stages of the budgetary process. Gender budgeting implies a gender-sensitive analysis, assessment and restructuring of budgets⁵⁶.

Examples of gender-related interventions in member States:

⁵⁶ Council of Europe, [Handbook on gender budgeting](#), 2009.

- Belgium is one of the few countries, which has adopted in 2007 legislation providing the integration of a gender equality perspective in budgetary work⁵⁷. The law, applying to all State services and State enterprises specifies that each draft budget should include a « gender note » which presents how the gender equality perspective is taken into account in the different areas.
- The Land Berlin in Germany foresees the implementation of gender budgeting methods for the regional budget since 2003. A gender budgeting working group was established under the control of the budget department manager and in close co-operation with the gender equality department.

Gender mainstreaming activities of the Council of Europe in the area of budgeting

A Group of specialists on gender budgeting was created within the Council of Europe in 2002, which produced a Final Report on its work in 2005, including a widely used definition of gender budgeting namely the “application of gender mainstreaming in the budgetary process. It means a gender based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.” The Council of Europe also published a comprehensive Handbook on gender budgeting in 2009. In 2006, the Parliamentary Assembly of the Council of Europe called for the use of a gender budgeting approach to the processes related to its own budget, to the budget of the Council of Europe and the budgets of the Council of Europe member States. A Pilot project on Gender Budgeting was jointly conducted by the Council of Europe and the *Organisation Internationale de la Francophonie* in 2011-2012 in Armenia and in “the former Yugoslav Republic of Macedonia”. A report on gender budgeting is under preparation in the Governance Committee of the Congress of Local and Regional Authorities.

CONCLUSIONS

The Recommendations of the Committee of Ministers on gender mainstreaming and related work undertaken by the different Council of Europe committees in the fields of education, media, sport and health provide the basis and tools to make sure that a gender equality perspective is integrated in all aspects of the work of the Council of Europe and its member States in these areas. Other sectors of the Council of Europe have undertaken innovative activities (e.g. regarding cinema or electoral assistance). However, a number of services/departments remain yet to make progress on mainstreaming gender in their field of activity.

The commitments to gender mainstreaming within the organisation can build upon these examples as more and more sectors are starting to explore the gender equality perspective within their field. A very good step would be for all relevant bodies and services to give more visibility to the existing gender mainstreaming activities and tools on their own website, as was already done for some of the policy areas highlighted in this document.

⁵⁷ The federal law of 12 January 2007 intended for the monitoring of the implementation of the resolutions of the World Conference on Women, which took place in Beijing in September 1995, and for the integration of the gender dimension in federal policies.