



COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

HANDBOOK FOR GENDER EQUALITY RAPPORTEURS

GENDER EQUALITY AND GENDER MAINSTREAMING IN PRACTICE

2016

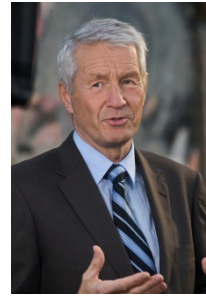
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FOREWORD

“Promoting equality between women and men must be at the heart of everything we do”

Thorbjørn Jagland,
Secretary General of the Council of Europe



For the Council of Europe, gender equality must be achieved *de facto*, not only in words. Over the years we have created a solid legal framework, and efforts have been stepped up to ensure its implementation. In 2012, the Council of Europe launched its Transversal Programme on Gender Equality. It aims to increase the impact and visibility of gender equality standards and bring us closer to the goal of real equality between women and men. In November 2013, the Committee of Ministers adopted the first ever Gender Equality Strategy of the Council of Europe which will guide the activities of our Organisation in the area of gender equality for the next four years. A balanced, flexible and focused document, the Strategy builds upon the strengths, specificities and added value of the Council of Europe and places strong emphasis on the implementation of existing standards at the national level.

One of the pillars of the Transversal Programme on Gender Equality is formed by the Gender Equality Rapporteurs (GER); experts that are appointed in intergovernmental committees to ensure that gender issues are mainstreamed in all our intergovernmental activities. I am pleased to see the positive response and engagement by all intergovernmental committees and to see that some of the monitoring mechanisms have also taken the initiative to appoint a GER.

Working together and giving the different pillars of the Transversal Programme the support they need is crucial to achieving our objectives. In this process, a special gender mainstreaming training programme has been put in place to ensure that all relevant stakeholders have the necessary knowledge and skills to carry out their task.

Using a variety of methods such as tests, definitions, concrete examples and good practices, the Handbook responds to the expressed need for specific methodologies to apply a gender perspective in all areas of the work of the Council of Europe. We hope the Handbook will serve as a guide and an easily accessible tool for the GERs in their daily work and contribute to the achievement of the objective of the Council of Europe to make gender equality a reality.

WARM UP: TEST YOUR KNOWLEDGE ON MAINSTREAMING A GENDER EQUALITY PERSPECTIVE

TEST YOUR KNOWLEDGE	Correct	Incorrect
1. Women represent 40% of members of parliaments in Europe.		
2. Women and men have equal access to resources.		
3. Public policies are neutral; they affect everybody - women and men, girls and boys - in the same way.		
4. Gender roles are socially constructed; they change over time and differ between and within cultures.		
5. Gender-mainstreaming requires the equal participation of women and men in all programmes and activities.		
6. Mainstreaming a gender equality perspective entails new duties and practices for ministries and civil servants.		
7. Gender mainstreaming should replace specific policies for the advancement of women and positive actions.		
8. All ministries have duties in relation to the integration of a gender equality perspective.		
9. Data and statistics on people, in general, should be broken down by sex only if sex-disaggregated information is readily available.		

PLEASE SEE PAGES 35 - 36 FOR ANSWERS

CHAPTER I: THE BASICS

Obtaining formal (or *de jure*) equal rights is not enough to eliminate all types of inequalities between women and men. Despite the improvement of women's legal status in Europe, effective gender equality is still far from being a reality (*de facto*).

Quick facts and figures:

- Women represent more than half of the European population.
- In Council of Europe member states, men still represent 74% of members of national parliaments and 77% of ministers.
- In most countries, women earn on average only 60% to 75% of men's wages.
- The average gender pension gap in the 28 European Union (EU) member states is as high as 39%.
- In 2015, women represented only 25% of news subjects and 17% of experts present in the media in Europe.
- Although conviction rates for rape cases vary significantly between member states, in several countries they are as low as 5%.
- One out of three women in the EU has experienced physical or sexual violence since the age of 15.

Detailed sources for all data used available upon request.

Gender inequality is not about biological differences but about the unequal position of women and men in society. It is about structural material, social and cultural differences between women and men in all areas of life, including decision making, paid and unpaid work, income, property, education, health, norms, habits, culture or roles attributed to women and men in society. These differences are disproportionately to the detriment of women.

The historical imbalances between women and men pervade all types of human activities and institutions, including public policies. Even today, men are still seen (consciously or not) as being the norm, the "standard human being" in policy making. To reach the goal of gender equality, strategies are needed which question gender norms and take relevant gender differences into account at all stages of the policy-making process. Gender mainstreaming is such a strategy.

Gender mainstreaming is not an end in itself, but an instrument towards the ultimate goal of achieving equality between women and men.

This Handbook aims to present key definitions and principles and to give some guidance with regard to how to implement gender mainstreaming in your daily work.

1. ALWAYS REMEMBER THE BASICS: GENDER

What is gender?

Gender, as defined by the *Council of Europe*, shall mean:

"The socially constructed roles, behaviours, activities and attributes that a given society considers appropriate for women and men" (Istanbul Convention).

Gender relationships vary from place to place and over time; they change in response to altering circumstances. Sex, by contrast, identifies the biological difference between women and men.

Gender is:

- ✓ a social, ideological and cultural construction.
- ✓ learned and internalised by both women and men through socialisation.
- ✓ not constant: it varies within and across cultures and overtime.
- ✓ a power system with an unequal power structure between women and men (in the distribution of resources, wealth, paid and unpaid work, time, decision-making and political power and enjoyment of rights and entitlements within the family and in all aspects of social and public life).

Gender and sex interact with other factors in a person's identity to create multiple layers of opportunities but also of potential inequalities, violence and discrimination. These factors can be related to age, (dis)ability, sexual orientation, gender identity, nationality, religion, ethnic background, family status, place of residence, national or social origin, etc.

Constructed gender roles impact on the situation and opportunities of women and men in society. In particular, the strong stereotypes and beliefs related to the duties of women as caring persons and as the main carers for children and other dependants impact on many other social characteristics and opportunities. This includes notably women's ability to engage in paid employment and to take up decision-making positions. Prevailing gender roles also impact on society's views on who is considered a legitimate bearer of rights, knowledge and authority, which has consequences on diverse issues such as professional choices, media presence, access to politics or to justice to name but a few. Gender stereotypes prevent both women and men from fully enjoying their rights.

Gender, in a nutshell

Since 1985, the concept of gender has appeared in international fora and since the 1990s it has been included in international policy documents, such as those of the United Nations and other international organisations.

Working on issues related to sex and gender is difficult, since there are so many deeply set cultural conceptions and assumptions about gender. Linguistic challenges also play a role: in some languages (for example, Finnish) the same word is used for both sex and gender, while in other languages (for example, Dutch) there is no word for gender.

Gender as a concept is often attacked by conservative movements in European countries, and this spreads fear and confusion about what gender really means. For the Council of Europe, this concept aims to acknowledge the role of social norms in shaping people's identities and to counteract the negative gender stereotypes that limit women and men's opportunities and wellbeing.

2. THE BASICS OF GENDER EQUALITY

The notion of gender equality often refers to equality between women and men. It refers to a situation in which women and men enjoy equal rights and opportunities, in a way that the behaviour, aspirations, wishes and needs of women and men are equally valued and favoured. It also means an equal access to and distribution of resources between women and men.

But gender equality can also refer to broader notions of equality in relation to gender identity (social expectations and norms attached to the masculine and the feminine) and sexual orientation.

¹ More information: <http://www.coe.int/en/web/sogi>

The standards of the Council of Europe address “gender equality” as equality between women and men. Issues related to gender identity and sexual orientation are dealt with separately by the Council of Europe, namely through the Unit on Sexual Orientation and Gender Identity (SOGI).¹

For the Council of Europe, gender equality means:

“an equal visibility, empowerment and participation of both sexes in all spheres of public and private life. Gender equality is the opposite of gender inequality, not of gender difference, and aims to promote the full participation of women and men in society. It means accepting and valuing equally the differences between women and men and the diverse roles they play in society. Gender equality includes the right to be different. This means taking into account the existing differences among women and men, which are related to class, political opinion, religion, ethnicity, race or sexual orientation. Gender equality means discussing how it is possible to go further, to change the structures in society which contribute to maintaining the unequal power relationships between women and men, and to reach a better balance in the various female and male values and priorities”.²

3. THE BASICS OF GENDER MAINSTREAMING

Gender mainstreaming came about because a new approach to policy making that takes into account both women's and men's situations and concerns was needed. The concept of gender mainstreaming appeared for the first time in international texts after the Third United Nations World Conference on Women (Nairobi, 1985), in the context of the role of women in development. Gender mainstreaming was 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. The Council of Europe consequently played a pioneering role in developing and implementing the concept of gender mainstreaming. Gender mainstreaming is also an objective of the European Union (EU), as provided by Article 8 of the Treaty on the functioning of the EU.

In 1998, the *Council of Europe* defined gender mainstreaming as:

“The (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making.”³

Gender mainstreaming goes hand-in hand with specific policies for the advancement of women

Gender mainstreaming does not replace specific policies aimed at redressing gender inequalities. Specific policies for the advancement of women including positive actions, and gender mainstreaming are complementary strategies that must go hand in hand to reach the goal of *de facto* gender equality. Gender mainstreaming is a transformative tool to reach this goal.

² Council of Europe Gender Equality Glossary, March 2016. For the full definition please refer to Chapter V.

Gender mainstreaming is *not* about:

- "Adding women and stirring": ensuring gender parity in decision making or in different activities is a necessary first step and an objective on its own. However, the balanced participation of women and men does not mean that a gender mainstreaming exercise was undertaken and it does not automatically lead to qualitative change towards gender equality in a policy or programme.
- Including an introductory paragraph in a document stating that a gender equality perspective will be integrated or simply mentioning "women and men" without also taking into account their different situations, needs etc.: the aim is to include a gender equality perspective throughout the policy measures, document or project at stake not to make a statement of principle.
- "The woman" or "the man" do not exist: it is necessary to take into account women and men's multiple identities in terms of age, ethnicity, sexual orientation/identity, social status or (dis)ability - to name a few characteristics.

Gender mainstreaming:

- ✓ Is an inclusive strategy, aiming to integrate the need of all people, especially given the fact that women represent more than half of the population in most societies.
- ✓ Is a strategy to improve the quality of policies (efficiency, effectiveness), ensuring a more efficient allocation of resources. Several studies have shown that gender inequalities as such have direct cost,³ but it also seems obvious that decisions regarding public services, for example, which do not fully take into account the needs and situations of final users may lead to an inappropriate allocation of public funds.
- ✓ Is a long term strategy: every step counts towards this change of approach, but it will require some time until it is fully and automatically integrated into policy-making.
- ✓ Is not an extra burden: gender inequalities are the problem; they a problem for individual persons but also for society as whole. Gender mainstreaming helps solving these problems.
- ✓ Should intervene at an early stage, during the first preparatory phases of policy making but should not be limited to that stage. It should be used at all stages during the policy-making process: planning stage, decision-making stage, implementation stage and evaluation stage.
- ✓ Is relevant for all policy areas and at all policy levels. Policy areas, which at first sight do not seem relevant, might contain (hidden) aspects of gender inequality.
- ✓ should involve policy makers, and not just gender equality experts. The gender-sensitivity of all stakeholders contributes to the improvement of policy-making.

³ Such costs relate to women's lower labour market participation, but also costs of violence against women.

Clarifying concepts: "gender-blind", "gender-neutral", "gender-sensitive" and "gender-positive"/"gender-transformative"

The primary objective behind gender mainstreaming is to design and implement policies that do not reinforce existing gender inequalities by ignoring the different interests and needs of women and men; such policies would be "gender-neutral".

However, often, what is perceived to be "gender-neutral" is in fact "gender blind", which means that such policies do not take into account existing differences between women and men and therefore may reinforce inequalities.

In order to be effective, policies should attempt to actively take into account gender differences and to redress existing gender inequalities, such policies would be "gender-sensitive". Being gender-sensitive in your work does not mean favouring one sex or being partial. On the contrary, being aware of the specific needs of both women and men, girls and boys and of the impacts of policies and decisions on them contribute to a holistic and inclusive approach.

Ideally, policies should attempt to actively challenge gender inequalities, gender stereotypes and harmful gender norms, such policies would be "gender-positive" or "gender-transformative".

EXAMPLES

A gender equality perspective on the regulation of occupational safety in Finland

A good example of the importance of a gender equality perspective in preparatory work was the reform of the Finnish legislation on occupational safety and health at the beginning of the 21st century. In Finland, as in most countries, the labour market is strongly segregated by sex, and the work and working conditions differ between women and men. The Committee on occupational safety and health legislation analysed these facts and figures and discovered that changes regarding the content of workplace legislation inevitably had different consequences for women and men.

While preparing the legislative proposal, the Committee therefore modified its approach, from an approach that focused on accidents in the workplace, towards one that focused more broadly on investigating hazards in the workplace. In this way, the Act better responded to the typical risks found in female-dominated sectors (for example, harassment, workload, and fatigue). As a result of the gender-sensitive preparatory work, the concept of occupational safety was broadened and the Act now better serves the occupational safety needs of both women and men.

A gender equality perspective and snow removal in Sweden

The Swedish Association for Local Authorities and Regions (SALAR) produced a video aimed to facilitate the understanding of how to mainstream a gender equality perspective in a very specific field, namely snow removal: <http://www.youtube.com/watch?v=xYikioYiIU>

A Swedish website also gives examples of how to implement gender equality and gender mainstreaming in practice in different policy fields, such as culture, health care, urban development, and education: <http://www.includegender.org/>

For more examples related to Council of Europe activities on gender mainstreaming, see the document "[Gender Mainstreaming Activities in the Council of Europe](#)".

CHAPTER II: THE ROLE OF GENDER EQUALITY RAPORTEURS IN THE COUNCIL OF EUROPE

Gender Equality Rapporteurs (GERs) were first introduced in the Council of Europe through 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 gender mainstreaming in all policies and measures as one of five strategic objectives. As of October 2016, 49 GERs had been appointed in the Organisation's intergovernmental committees as well as within some monitoring mechanisms. This has led to sustained efforts to introduce a gender equality perspective in a growing number of policies of the Council of Europe.

1. KNOW YOUR ROLE AS GENDER EQUALITY RAPORTEUR

Gender Equality Rapporteurs in the Council of Europe play the role of Ambassadors of gender equality and gender mainstreaming in their respective institutional setting.

The three roles of a Gender Equality Rapporteur:

- a) Put on the "gender glasses"

The GER contributes to ensuring that a gender equality perspective is properly integrated into the activities and policies of her/his committee or monitoring body. It is, most of all, about promoting a change of approach, which does not imply a requirement to embark on new activities or to draft additional reports.

Additionally, some GERs and their committees have initiated innovative gender equality activities, which have attracted attention and have had a positive impact on the work and visibility of the committee.

- b) Multiply knowledge and inspire others

The GER can improve the gender-sensitivity of the committee's work as well as raising colleagues' awareness on gender equality issues. However, while the GER may be the initiator, she/he is not expected to carry on alone. Integrating a gender equality perspective in the work of the committee is the responsibility of the committee as a whole, including its leadership (president and bureau) and secretariat.

- c) Be well-connected, maintain and develop interesting networks

The GER:

- liaises with other GERs to learn from one another and exchange good ideas and experiences. These can be during informal and formal meetings (e.g. training).
- liaises with the Gender Equality Unit of the Council of Europe with regard to assistance, advice, expertise and information needed. A member of the Unit will be able to answer GER questions or to redirect the GER to the relevant person or organisation.
- connects with experts, other international organisations and non-governmental organisations working on gender equality issues within her/his field of work.
- gives feedback on the experience of being appointed and functioning as a GER. This is essential. As appointing GERs is a unique and new initiative, the tasks of the GER will be further refined with time and in the light of experience and feedback.

- engages in regular exchanges of views with the Council of Europe Gender Equality Commission (GEC), which is required to maintain close links with the other elements of the Transversal Programme on Gender Equality. These are organised on either a collective or thematic basis.

The above list can be used as a self-assessment tool for your functioning as a GER: for each of the listed roles, what is going well now? What can be improved? Is there a correct balance within the three roles in your function? Or which role is prominent? Which role needs more attention? Are you facing challenges? Can you find the necessary support in your committee?

2. ADOPT THE MINDSET OF A GENDER EQUALITY RAPPORTEUR

a) Use the programming process of the committee as an outline

- ✓ Keep in mind the terms of reference of your committee in relation to the gender mainstreaming obligation, as well as other commitments in this respect (Council of Europe Gender Equality Strategy, Committee of Ministers' recommendations, etc.)
- ✓ Look at the long term planning of the committee to identify priorities and make a plan of what you want to achieve. Prepare activity proposals with the help of colleagues who are interested before discussing them among a larger group/within the committee. Get them discussed. Find other interested persons and allies.
- ✓ When there are elections in the committee, raise the issue of the need to achieve a balanced representation of women and men (a minimum of 40% of each sex according to Council of Europe standards; while parity 50:50 would be ideal).
- ✓ We all hold assumptions and stereotypes based on gender that can impact our work; the first step is to acknowledge them to properly combat them. Check your own gender stereotypes and assumptions on the issues dealt with by your committee. This will help you challenge stereotypes that may impede the successful implementation of your committee's work.

b) Preparing the meetings of the committee

- ✓ Before each meeting of the committee, look at the agenda and ask yourself in which topics and activities a gender equality perspective might be relevant. Also ask yourself why you think that some topics may not need a gender perspective.
- ✓ Reflect on the topic for yourself: what are your own assumptions on the topic? Challenge your stereotypes by putting on your gender glasses.
- ✓ Share your own preparation and reflection on the subject in the committee meeting. It will give an example of how integrating a gender equality perspective in the committee begins with a personal decision and reflection on one's own mind-set.
- ✓ Emphasise the added value of integrating a gender equality perspective for the members of the committee, as well as for the substance - give examples related to the topics addressed by the committee. It will also give the opportunity to other members to react and share their views.
- ✓ Involve other members of the committee, find colleagues interested by the issue and who could provide suggestions. Encourage questions: remember that formulating a good question is the beginning of finding good solutions.

- ✓ Look for an evidence-based approach in the work of the committee: research and disseminate data and information on the gender equality perspective in relation to the topic at stake. Be aware of the potential existence of good-quality research that you could build on.

- ✓ Analyse and discuss the process with the members of the committee: Highlight the (potential) results of assessing the gender impact of the policy /project at stake and how the assessment can or could have been made.

c) Invest in terminology and common language

- ✓ Common language is crucial and indispensable even to be able to agree to disagree, so make sure everyone in the committee knows what they are talking about and uses the same terminology. Investments in time and effort on a common language (through a clarification, short explanation or training) will pay off and make your work more effective. The Council of Europe [Gender Equality Glossary](#) can be of help in this regard.

- ✓ Be aware of possible linguistic challenges with regard to the term gender and its translation in different languages, as well as the difference between using “sex” and “gender”. Be aware of the fact that a translation can use sexist language that was not present in the original text.

d) Compile information, good examples and best practices

- ✓ Check the gender equality website (www.coe.int/equality) of the Council of Europe to get acquainted with existing standards, publications and links.

- ✓ Check the resource section of this Handbook.

- ✓ Check previous gender mainstreaming activities of your committee.

- ✓ Identify a GEC member or other GER who has developed activities that could be useful for your committee and ask for advice.

- ✓ Ask the secretariat of your committee about examples of initiatives developed in other committees or consult the document “[Gender Mainstreaming Activities at the Council of Europe](#)”.

- ✓ Get specialised information and/or training for committees working on similar issues, such as those with a strong legal content who might want to join forces in gathering and obtaining specialised background training and /or information.

e) Organise a training session, conference or other event

- ✓ Once you have identified either a relevant topic with a gender equality perspective within the work of your committee or a knowledge gap, propose the inclusion of a session on this issue during a future committee meeting.

- ✓ Ask the Secretariat and/or Gender Equality Unit about a potential expert recommendation

- ✓ Involve other international organisations and/or experts on the matter to improve knowledge, support and ownership within the committee.

- ✓ Ask other committee members to present good examples from their country.

f) Use complementary strategies: the dual approach to gender equality policies

- ✓ Gender mainstreaming (i.e. integrating a gender perspective in all policies and activities) cannot replace specific policies which aim to redress situations resulting from gender inequality. As provided by Council of Europe and international policy instruments, specific policies for the advancement of women including positive actions and gender mainstreaming are complementary strategies that must go hand in hand to reach the goal of gender equality.
- ✓ If necessary, plan specific gender equality activities in your committee. They will support efforts to integrate a gender equality perspective in different activities and policies.

g) Your committee, gender equality, visibility and the media

- ✓ Do not underestimate the possible interest of other stakeholders in the committee's activities with regard to gender mainstreaming. If you are working in an area where gender mainstreaming is new, you may attract interest and build new links with other organisations, such as United Nations agencies or universities.
- ✓ Some committees also attract media attention thanks to their work on gender mainstreaming. Keep this in mind when planning your activities, including an adequate and complementary communication plan. Be aware of the political and societal trends around your topic and gender equality. Use potential external and media interest to the advantage of the committee.
- ✓ Activities of your committee related to gender equality can also feature on the news of the gender equality website, which will increase the visibility of your committee to a different public.

More questions? More support? Suggestions?

Do not hesitate to contact the Gender Equality Unit of the Council of Europe. The Council of Europe gender equality website contains information about existing standards, policy issues, publications, activities and contacts at national level and useful links.

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CHAPTER III: GENDER MAINSTREAMING IN PRACTICE

1. WHY INTEGRATE A GENDER EQUALITY PERSPECTIVE IN THE WORK OF THE COMMITTEE? USEFUL ARGUMENTS AND DEALING WITH RESISTANCE

- ✓ The integration of a gender equality perspective is an important commitment for the Council of Europe and its member states, contained notably in the Council of Europe [Gender Equality Strategy 2014-2017](#), in the [Committee of Ministers Recommendation CM/Rec\(2007\)17 on gender equality standards and mechanisms](#) and in the [Resolution from the 7th Council of Europe Conference of Ministers responsible for Equality between women and men](#) in 2010. Similar commitments to gender mainstreaming have been made at the level of the European Union (Article 8 of the Treaty on the Functioning of the EU) and at the international level (United Nations Beijing Platform for Action). These commitments can be used to deal with resistance within the committee.
- ✓ People are at the very heart of the Council of Europe's *raison d'être* – human rights, rule of law, democracy – so most activities, if not all, will impact in some way on women and men in our member states.
- ✓ Integrating a gender equality perspective is a strategy that contributes to the improvement of policies. Take the example of a new piece of legislation: integrating different points of view improves knowledge on the scope, implementation and effects of legislation, thereby producing a law better suited to the *de facto* life circumstances and needs of all people.
- ✓ It is generally assumed that policy and legislation are equally effective for both women and men. They seem to be gender-neutral. However, they may have a different impact on women and men, even when such an effect was neither intended nor envisaged. Policy areas which at first sight do not seem relevant, might contain (hidden or indirect) forms of gender inequality. For example, policies favouring out of court settlement procedures in legal processes, notably in cases of domestic violence, often leave women at a disadvantage and reinforce inequalities. Taking into account from the outset the unequal power relations between women and men and the effects of gender-based violence helps create fairer justice systems. Assessing the gender impact of policies and laws can help avoid unintended negative consequences on either sex.
- ✓ Choose an evidence-based approach: seek first the facts and figures, and then make decisions based on them, instead of acting on stereotypes and general assumptions (everyone has assumptions and stereotypes - the key is to be able to identify them, reflect and challenge them). If members of the committee are sceptical, it may be useful to give a couple of examples of differentiated gender impact or of the different situation of women and men in the policy area concerned.
- ✓ Doing innovative gender mainstreaming work gives visibility and can raise the profile of the institution, in terms of being presented as a good practice both within the Council of Europe and in other settings (co-operation with UN agencies, media interest, etc.).

Always remember the basics:

- ✓ The final aim of gender mainstreaming is to contribute to justice, democracy and gender equality and to fill the gap between *de jure* and *de facto* gender equality.
- ✓ Gender refers to the social differences between women and men. To name a few: differences between women and men in terms of economic status, decision-making power, professional life, education, well-being, involvement in unpaid work, health and safety. Learn and read about these differences, especially in relation to the activities and topics of the committee.
- ✓ "The woman" does not exist: take into account the diversity within women (e.g. age, ethnicity, (dis)ability, sexual orientation/identity, religion, social status, migration or marital status).
- ✓ Keep in mind that a gender equality perspective includes both women and men. Assessing the gender impact should therefore also take into account men's specific needs and circumstances.
- ✓ Gender mainstreaming is not about additional activities but about a change of approach and mind-set, which questions the *status quo* and existing gender norms at work in an institution or in a policy field.

2. PREREQUISITES OF GENDER MAINSTREAMING AND MITIGATING FACTORS

The prerequisites of gender mainstreaming describe the ideal situation, which is often not the real situation. Nevertheless, they provide useful guidelines for your work. You can ask if the prerequisites were or will be met and how. You can select the one(s) you may find most important and define them as priority for implementation, for example, sex-disaggregated data. The table below gives more examples as well as mitigating factors.

Prerequisites	Impact for the GER in the work in the committee	Mitigating factors
1. Political will	<ul style="list-style-type: none"> ➤ Check if there is political will and how it is shown. At which level? Is gender mainstreaming part of the mandate/terms of references of the committee (or its bureau)? 	<ul style="list-style-type: none"> ➤ Seek support among other committee members, including within the Bureau. ➤ Remind colleagues of official commitments towards gender equality and gender mainstreaming. ➤ Give examples of successful gender mainstreaming exercises in other committees, which have raised the profile of the committees. ➤ Establish links with the Gender Equality Commission and/or with other GERs.
2. Gender-sensitive/sex-disaggregated data and statistics	<ul style="list-style-type: none"> ➤ Check if sex-disaggregated data are available and whether they were or will be used? Ask for gender-disaggregated data. ➤ Check if the analysis of (sex-disaggregated) data adequately followed a gender equality perspective. 	<ul style="list-style-type: none"> ➤ Use chapter IV of this Handbook to ensure relevant persons are aware of sources of gender-disaggregated data. ➤ Consult gender equality experts / services in charge of gender equality.
3. Some gender equality expertise and knowledge of the area where gender mainstreaming is being implemented	<ul style="list-style-type: none"> ➤ Go beyond assumptions and stereotypes. Use evidence-based analysis. Good examples from other countries/organisations? Existence of relevant research by other committees? 	<ul style="list-style-type: none"> ➤ Consult gender equality experts and/or relevant services or non-governmental organisations. ➤ Organise a hearing about the topic in the committee, including when data are not available to start addressing this issue. ➤ Participate in available training and encourage the participation of others.
4. Necessary funds and human resources	<ul style="list-style-type: none"> ➤ Which ones? Are they enough? How could this aspect be improved? 	<ul style="list-style-type: none"> ➤ Raise the issue with the Bureau. ➤ Train relevant staff in gender equality issues.
5. Knowledge of the administration (organisation of responsibilities, procedures and communication)	<ul style="list-style-type: none"> ➤ Is integrating a gender perspective the responsibility of all in the organisation or is it the responsibility of a small group or a co-ordinator? How is the process of integrating a gender perspective organised and embedded in the organisation? 	<ul style="list-style-type: none"> ➤ Use existing commitments within the organisation. ➤ Check the terms of reference of your committee/organisation. ➤ Get in touch with the Gender Equality Unit and/or with other GERs.
6. Equal presence and contribution of women and men	<ul style="list-style-type: none"> ➤ Are women and men equally represented/active in the policy area or project? Are they equally represented in decision making? Is the diversity among women and men taken into account? 	<ul style="list-style-type: none"> ➤ If there is no equal representation, it may be an issue to explore. ➤ Remind colleagues of policy commitments in this area (40% of each sex as a minimum standard in the Council of Europe, 50:50 an ideal). ➤ Suggesting an informal agreement for a gender rotation of the chair and vice-chair of the committee. ➤ Critically review information/recruitment channels to ensure that both sexes are informed and encouraged to participate in the meeting/committee/activity.

3. STEP-BY-STEP APPROACH TO A GENDER MAINSTREAMING EXERCISE

New activity proposal? Identifying priorities? Preparing a legislative text? Giving advice on legislation? Monitoring a convention? Assisting member states in promotion, implementation, follow-up and evaluation of national measures? Hereunder you will find practical support to lead a step-by-step gender impact assessment (see also example p.19).

a) Put on your gender glasses

Use the following checklist to identify if a gender equality perspective is relevant in an existing or new policy area or your committee's activity.

Checklist: Relevance of the gender equality perspective	
1.	Will/does the policy/activity directly or indirectly <u>affect people</u> ? a. If no: no integration of a gender equality perspective. b. If yes: go to question 2.
2.	Will/does the policy/activity directly or indirectly affect both women and men? a. If no: no integration of a gender equality perspective. b. If yes: go to question 3.
3.	Are there differences between women and men's situations /needs in the policy area/activity? (Remember that these differences may change over time and between countries) a. If no: no integration of a gender equality perspective. b. If yes: there is enough reason to investigate the possibilities of integrating a gender equality perspective. Also remember that the situation may differ among women themselves (e.g. Roma women, women with disabilities, lesbian women, etc.)

b) Collect and analyse facts and figures to identify relevant gender differences

- ✓ If a gender equality perspective is *a priori* relevant, make an inventory of the relevant gender differences. Take the time to look at the broader context. Make an inventory of possible social, cultural and material differences between women and men for the issue you are seeking to address. Make an inventory of possible different (intended or unintended) effects of the policy on women and men. Find out for example about the situation of women and men/girls and boys in the given area (e.g. in terms of participation, access to resources, to institutions).
- ✓ Collect and analyse facts and figures: which (sex-disaggregated) statistics, research results, qualitative surveys are available on the topic? Consider also differences in relation to ethnicity, age, level of education, etc.
- ✓ Look at the work of other institutions and gender experts, including non-governmental (women's) organisations and whether good practices and experiences are available from other countries.
- ✓ Check if existing Council of Europe standards and documents can be of help (see: <http://www.coe.int/fr/web/genderequality>)

- ✓ Integrate a gender equality perspective in your analysis of the sex-disaggregated data. Sex-disaggregated data are necessary but not enough to undertake a gender analysis. For example you may find out that women are under-represented in an area or institution. The next step will be to find out the factors that led to this situation. Possible gender-related factors may include lack of access to decision-making positions, lack of time (including due to care work), specific obstacles related to the institution itself (working methods, informal networks). In other cases, women may be the majority within a group/profession but be present mostly in the lowest positions while the highest ones are dominated by a minority of men; or women are a majority but their decisions are not necessarily gender-sensitive due to general practices of institutions, governing rules, lack of awareness on the issue, etc. Once you have identified the factors you may be able to design policies which are better able to address the imbalances.
 - ✓ What can help you undertake a gender equality analysis? Consult gender experts or relevant organisations, organise hearings, share information with the committee in order to create a common basis of knowledge and understanding of the issue; ask the Gender Equality Unit for advice and support.
 - ✓ While assessing the gender impact, keep in mind women's and men's needs and circumstances. Be aware of differences among women and men, as well as between member states. Other Council of Europe entities working on different groups (persons with disabilities, Roma, etc.) may also be able to help to highlight the potential differences.
- c) How should the suggested activity/text/policy take the identified differences into account?
- ✓ Base your proposals and decisions on existing facts and figures instead of building on stereotypes and general assumptions. After reviewing existing information and statistics, determine how to take these differences into account in the activity. If measures are taken, immediately plan how to evaluate the results of the measures taken later on. Ask for sex-disaggregated data, for example.
 - ✓ It is crucial that this step (how to take differences into account) only occurs after the research and the gender analysis of the relevant facts. Then reflect on which facts are preponderant and finally decide what to do with them. Is the (intended) policy adequate for both women and men? Would it increase or decrease gender inequalities? Are there better alternatives to achieve gender equality? If the (intended) policy is less effective for women or increases gender differences, check whether the other policy goal is so important that this deepening of gender inequality can be justified. If gender differences are not taken into consideration, can the goal of the (intended) policy still be achieved? Which trade-offs in policy effects do you have to consider?
 - ✓ This is a crucial phase where good intentions could still fail to translate into actions, as a result of trading off gender equality with other issues. That is why it is imperative that the committee is committed to promoting gender equality.

Example of potential conflict between different policy goals (from the Netherlands)

Policy makers want to encourage parents not to drive their children to school. It is safer if children come by bike; it is better for the environment, etc. However, research shows that working parents bringing their children to school (mostly mothers) drive their children to school, so that they immediately can drive further to their work, and later on from their work to do some shopping or other errands and then get the children from school.

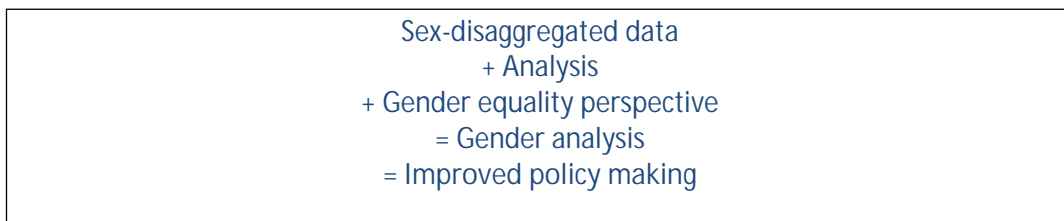
Such “chain transfers” are usually easier by car than by bike or public transportation, especially under time pressure. The trade-off here is between (public) transport policy, environmental policy and a policy that practically facilitates reconciling private and working life for parents. Gender mainstreaming in the example does not mean that policy makers should immediately accept that cars at schools are unavoidable. Policy makers should make policy decisions that best accommodate different policy goals and the needs of all users.

In this case, taking account of the constraints of reconciling private and working life, policy makers are aware that it may be difficult to get rid of the car problem around schools without addressing the needs and lifestyles of working parents. Alternatives could be developed, such as improving public transports connections around schools for example, or providing good cycle sheds at schools so that parents can leave their bikes there.

More generally, working parents, especially women who are still the main carers in most countries, should be consulted when designing such policies. In order to address the issue in a more comprehensive manner, this reflection can also be part of a larger policy to facilitate the conciliation of private and working life by (local) authorities in terms of public infrastructures, opening times, encouraging men to share more equally unpaid care work, the role of employers, etc.

4. EXAMPLE OF A GENDER ANALYSIS BASED ON SEX-DISAGGREGATED DATA AND GENDER PERSPECTIVE

A gender analysis is based on the following three components:



Step 1: Collect facts and figures

Data not disaggregated by sex	Data disaggregated by sex
156 residents of an apartment block complex attended a meeting on new waste and water management systems for their community. A total of 750 adults live in this complex.	156 residents of an apartment block complex attended a meeting on new waste and water management systems for their community. 133 participants were men and 23 were women (17%). A total of 750 adults live in this complex, with an approximately even split between women and men.

Step 2: Analyse the facts and figures

The analysis refers to the interpretation of existing data. It is done by asking, "What does this information mean?"

The following provides a basic interpretation of the above data:

Analysis
Approximately one in five residents attended the meeting, which is viewed as reasonably good participation. Nearly six times as many men attended as did women.

While the above analysis notes the difference between men and women, it does not analyse the causes or consequences of this difference.

Adding a gender equality perspective implies using existing knowledge about the social situation and roles of women and men, as well as established sociological (or other) theories about relations between women and men. Providing this perspective is crucial so that the analysis can lead to better policy formulation and decision-making.

Step 3: Add a gender equality perspective to the analysis

Consider the difference between the following two possible interpretations of the above data:

Analysis of gender differences that does not consider existing knowledge about the situation of women and men and established knowledge about gender	Analysis of gender differences that includes a gender equality perspective based on existing knowledge about the situation of women and men and established knowledge about gender
<p>Women were in low attendance at the meeting because:</p> <ul style="list-style-type: none">• Women are not interested in waste and water management.• Women have no knowledge about waste and water management.• Men are better decision-makers and leaders than women on issues of waste and water management. <p>Women's low participation in the meeting will not have any negative consequences, since they will benefit from the new solutions anyway.</p>	<p>It is known that it is mostly women who are taking charge of tasks involving waste and water management. Their low attendance must be due to other factors than lack of interest or knowledge. The following questions therefore need to be asked:</p> <ul style="list-style-type: none">• Did the meeting take place at a time when women could attend (including in view of care issues)?• Were women informed about the meeting?• Are women systemically shut out of or proactively involved in community decision-making processes? <p>Because women are still the primary managers of waste and water in the home, their low participation at the meeting is likely to result in less effective and less sustainable solutions and in low ownership of decisions made.</p>

Step 4: Use the gender equality analysis to improve policy making

Taking into account the needs and views of all people and all users of public services helps to make better decisions.

In the example about waste and water management, it would be crucial to make sure that women are properly consulted, for the policy adopted to be accepted and adapted to the needs of primary users. The following are some solutions to improve information gathering and subsequent policy-making:

- ✓ Make sure that women are aware of the meeting and actively encourage them to participate. If necessary, adapt and improve existing information channels (posters in schools, etc.).
- ✓ Specifically indicate in all communication and invitations that both women's and men's participation in the consultation is desired and welcome.
- ✓ Provide child care solutions during the meeting or accept children.
- ✓ Consult people through other means than a public meeting, for example, individual interviews or questionnaires.
- ✓ Inform women's groups or groups where women are involved about the ongoing consultation (e.g. school parents' groups).

Longer-term measures:

- ✓ Systematically adapt and improve information and communication channels to the needs of women locally, based on a needs assessment involving women themselves.
- ✓ Implement measures to encourage the participation of women in decision making at local level and within local organisations.

CHAPTER IV: USEFUL RESOURCES: DATA, VISUAL TOOLS AND MANUALS THAT CAN SUPPORT YOUR WORK

1. DATA AND INDICATORS

Using sex-disaggregated data is one of the preconditions for the integration of a gender equality perspective in your work. Different sources can help you find relevant data for your work at national and European level.

General sex-disaggregated data and indicators:

- ✓ United Nations Gender Statistics:
 - World's Women Report (areas covered: population and families, health, education, work, power and decision making, violence against women, environment, poverty): <http://unstats.un.org/unsd/gender/worldswomen.html>.
 - UN Gender indicators (areas covered: economic structures, participation in productive activities and access to resources, education, health, human rights, of women and girl children, public life and decision-making): <http://genderstats.un.org/>.
 - The annual Human Development Reports of UNDP contains a Gender Inequality Index with basic data on health, education, labour market participation and decision-making (188 countries) : <http://hdr.undp.org/en/2015-report>.
- ✓ Gender statistics database of the European Institute for Gender Equality (14 policy areas covered) : <http://eige.europa.eu/gender-statistics/dgs>.
- ✓ World Bank gender data portal (domains covered: economic opportunities, health, education, public life and decision-making, agency): <http://data.worldbank.org/topic/gender>.
- ✓ OECD gender data portal (domains covered: education, employment, entrepreneurship, health and development): <https://www.oecd.org/gender/data/>.
- ✓ The annual Global Gender Gap Report of the World Economic Forum contains indicators on employment and leadership; education and technology; health; family; and rights and norms (109 countries): <https://www.weforum.org/reports/global-gender-gap-report-2015>.
- ✓ The Annual Report on Equality between Women and Men of the European Commission (28 EU member states. Areas covered: economic independence, equal pay, violence against women): http://ec.europa.eu/justice/gender-equality/document/index_en.htm#annual_reports

Data and indicators on the participation of women and men in decision-making:

- ✓ Chapter of the UN World's Women Report on power and decision-making women: <http://unstats.un.org/unsd/gender/worldswomen.html>
- ✓ Data on women in parliaments (Inter-Parliamentary Union, 191 countries): <http://www.ipu.org/wmn-e/world.htm>
- ✓ Women and men in decision making in the European Union (European Commission, 28 EU member states. Areas covered: politics, public administration, judiciary, business and finance, social partners and NGOs, environment, media): http://ec.europa.eu/justice/gender-equality/gender-decision-making/database/index_en.htm
- ✓ Global Database on Quotas (Institute for Democracy and Electoral Assistance): <http://www.quotaproject.org/en/index.cfm>
- ✓ Council of Europe: Comparative study on the results of the first and second rounds of monitoring of Council of Europe Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making (2010)

Data and indicators on data and indicators on violence against women:

- ✓ Council of Europe indicators regarding legislation and policies to prevent and combat violence against women (Monitoring the implementation of Recommendation Rec (2002) 5 on the Protection of Women against Violence): <https://rm.coe.int/CoERMPublicCommonSearchServices/sso/SSODisplayDCTMContent?documentId=09000016805915e9>
- ✓ Chapter of the UN World's Women Report on violence against women: <http://unstats.un.org/unsd/gender/worldswomen.html>
- ✓ EU-wide survey on violence against women (EU Fundamental Rights Agency, 2014, EU member states): <http://fra.europa.eu/en/publication/2014/violence-against-women-eu-wide-survey-main-results-report>

2. GENDER MAINSTREAMING MANUALS AND TOOLS

- ✓ Council of Europe website on gender equality, gender mainstreaming section: <http://www.coe.int/en/web/genderequality/gender-mainstreaming>.
- ✓ European Institute for Gender Equality Platform on gender mainstreaming: <http://eige.europa.eu/gender-mainstreaming>.
- ✓ Office of the United Nations High Commissioner for Human Rights - On-Line Training Course "Gender Equality, Human Rights and Me": <http://training.itsilo.org/delta/OHCHR/Genderintegration/player.html>.
- ✓ Integrating Gender into Human Rights Monitoring - Office of the UN High Commissioner for Human Rights (2011): <http://www.ohchr.org/Documents/Publications/Chapter15-20pp.pdf>
- ✓ Gender mainstreaming in the work of UNODC: A guidance note, United Nations Office on Drugs and Crime, 2013: <http://www.un.org/womenwatch/directory/docs/UNODC-GuidanceNote-GenderMainstreaming.pdf>
- ✓ Gender on the Move: Working on the migration-development nexus from a gender perspective, UN Women Training Centre, 2013: https://trainingcentre.unwomen.org/pluginfile.php/72/mod_data/content/15/Gender%20on%20the%20Move%20-%20English.pdf
- ✓ Gender and security: Training Manual, UN Women, 2012: https://trainingcentre.unwomen.org/pluginfile.php/2484/mod_resource/content/1/Gender%20and%20Security%20training%20manual%20eng.pdf
- ✓ Integrating equity, gender, human rights and social determinants into the work of the World Health Organisation, 2015: <http://www.who.int/gender-equity-rights/knowledge/roadmap/en/>

3. VISUAL TOOLS

- ✓ Infographics on UN gender data (issues covered: population & families, health, education, work, power and decision-making, violence against women, environment and poverty): <http://unstats.un.org/unsd/gender/Infographics.html>
- ✓ UN Women infographics (issues covered: women's human rights, women and the media, violence against women, women and armed conflicts, ageing, gender equality): http://www.unwomen.org/en/digital-library/multimedia?resource_type=d8ef5611f21741188024baa46076e93f
- ✓ OECD video on gender equality: <https://www.youtube.com/watch?v=j85fGU3PeeY>
- ✓ Video on gender mainstreaming at local level (Snowploughing - Swedish Association of Local Authorities and Regions): <https://www.youtube.com/watch?v=udSjBbGwJEg>
- ✓ Video on the gender pay gap (European Commission): <https://www.youtube.com/watch?v=nKylYlqgSbl&feature=youtu.be>
- ✓ Video on violence against women (Care Norway): <https://www.youtube.com/watch?v=dP7OXDWof30>
- ✓ Videos on austerity measures and the gender pension gap (European Women's Lobby): <http://www.womenlobby.org/European-Women-s-Lobby-launches-video-clip-A-she-re-cession-What-does-austerity?lang=en> and <http://www.womenlobby.org/A-she-re-cession-What-does-austerity-mean-for-women-in-Europe?lang=en>
- ✓ Web documentary on the construction of gender stereotypes (French): <http://www.ecoledugenre.com>
- ✓ Video on subtle sexism(Huffington Post): http://www.huffingtonpost.com/entry/48-subtly-sexist-things-women-hear-in-a-lifetime_us_566595d2e4b08e945feff668
- ✓ Video "Women, not objects!": <https://www.youtube.com/watch?v=5J31AT7vigo>
- ✓ Video on the invisibility of women in decision making and the media (ELLE UK): <https://www.youtube.com/watch?v=GEKo22ryWxM>
- ✓ Video on sexual harassment at school (in French, Nikon festival): <http://www.festivalnikon.fr/video/2015/1517>

CHAPTER V COUNCIL OF EUROPE GENDER EQUALITY GLOSSARY

This Council of Europe Gender Equality Glossary contains mostly definitions emanating from Council of Europe standards or other reference documents.

BALANCED PARTICIPATION (OF WOMEN AND MEN IN POLITICAL AND PUBLIC DECISION-MAKING)	“The Balanced participation of women and men is taken to mean that the representation of either women or men in any decision-making body in political or public life should not fall below 40%”. ⁴
CHILD	“Child shall mean any person less than eighteen years of age”. ⁵
COUNCIL OF EUROPE CONVENTION ON PREVENTING AND COMBATING VIOLENCE AGAINST WOMEN AND DOMESTIC VIOLENCE (ISTANBUL CONVENTION)	<p>The <u>Istanbul Convention</u>, entered into force on 1 August 2014. The Convention provides a comprehensive legal framework to prevent violence against women and domestic violence, to protect victims and to end with the impunity of perpetrators. It is firmly based on the premise that violence against women cannot be eradicated without investing in gender equality and that in turn, only real or substantive gender equality and a change in attitudes can truly prevent such violence.</p> <p>The Convention explicitly defines violence against women as a violation of human rights and a form of discrimination against women and is also unique in terms of its scope and approach, which is based on a gendered understanding of violence against women and domestic violence. The Convention provides the first legally-binding definition of gender (Article 3C).</p> <p>The Istanbul Convention is also an instrument to promote greater equality between women and men. It includes specific provisions that aim at advancing gender equality and the status of women in society in law and in reality. These legally-binding obligations (Article 4§2; Article 6; Article 12§1; Article 14) are expected to give new impetus to the pursuit of equality between women and men at the national level, and to further the overall aim of non-discrimination against women as required by the UN Convention on the Elimination of all forms of Discrimination against Women (CEDAW).⁶</p> <p>The Convention counts 19 states Parties to date.⁷ The Convention’s monitoring mechanism consists of a two-pillar system: an independent expert body, the <u>Group of Experts on Action against Violence against Women and Domestic Violence</u> (GREVIO), and a political body, the <u>Committee of the Parties</u>, which is composed of representatives of the Parties to the Istanbul Convention.</p>

⁴ Recommendation Rec(2003)3 of the Council of Europe Committee of Ministers to member states on balanced participation of women and men in political and public decision making.

⁵ Council of Europe Convention on Action against Trafficking in Human Beings, Article 4§d.

⁶ For more information on CEDAW, please see Appendix.

⁷ 3 December 2015.

COUNCIL OF EUROPE CONVENTION ON ACTION AGAINST TRAFFICKING IN HUMAN BEINGS	<p>The Council of Europe Convention on Action against Trafficking in Human Beings, entered into force on 1 February 2008. It aims to prevent trafficking in human beings, protect victims of trafficking, prosecute traffickers, and promote co-ordination of national actions and international co-operation. The Convention recognises that trafficking in human being is a heavily gendered phenomenon and it contains several 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 and Article 17.</p> <p>To date⁸, the Convention counts 44 Parties. The monitoring system consists of two pillars: the Group of Experts on Action against Trafficking in Human Beings (GRETA) a technical body, composed of independent and highly qualified experts, and the Committee of the Parties, a more political body composed of the representatives in the Committee of Ministers of the Parties to the Convention and representatives of Parties non-members of the Council of Europe.</p>
CRIMES COMMITTED IN THE NAME OF SO-CALLED "HONOUR"	Adapted from Article 42 of the Istanbul Convention: Acts of violence justified by the "claims that the victim has transgressed cultural, religious, social or traditional norms or customs of appropriate behaviour".
DIRECT / INDIRECT DISCRIMINATION BASED ON SEX	<p>"Direct discrimination occurs when a difference in treatment relies directly and explicitly on distinctions based exclusively on sex and characteristics of men or of women, which cannot be justified objectively.</p> <p>Indirect discrimination occurs when a law, policy or programme does not appear to be discriminatory, but has a discriminatory effect when implemented. This can occur, for example, when women are disadvantaged compared to men with respect to the enjoyment of a particular opportunity or benefit due to pre-existing inequalities. Applying a gender-neutral law may leave the existing inequality in place, or exacerbate it".⁹.</p>
DISCRIMINATION AGAINST WOMEN	<p>"Any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field".¹⁰</p> <p>Article 14 of the European Convention on Human Rights secures the enjoyment of rights and freedoms "without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status". .</p>
DOMESTIC VIOLENCE	Article 3B of the Istanbul Convention: "Domestic violence shall mean all acts of physical, sexual, psychological or economic violence that occur within the family or domestic unit or between former or current spouses or partners, whether or not the perpetrator shares or has shared the same residence with the victim".

⁸ 3 December 2015.

⁹ Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms, Explanatory Memorandum (CM (2007)153 add), Paragraph 20. Source for this term: General Comment No. 16 (2005) – The equal rights of men and women to the enjoyment of all economic, social and cultural rights (Article 3 of the *International Covenant on Economic, Social and Cultural Rights*) of the UN Committee on Economic, Social and Cultural Rights (E/C.12/2005/4, 11 August 2005).

¹⁰ *Ibid.* Source for this term: UN Convention on the Elimination of All Forms of Discrimination against Women, Article 1.

EMPOWERMENT OF WOMEN	<p>In the context of the prevention of violence against women and domestic violence, the <u>Explanatory Memorandum to the Istanbul Convention</u> states that general preventive measures should include specific programmes and activities for the empowerment of women, meaning “empowerment in all aspects of life, including political and economic empowerment. This obligation is a reflection of the greater aim of achieving gender equality by increasing women’s agency and reducing their vulnerability to violence.”¹¹</p> <p>The Explanatory Memorandum to the Istanbul Convention further elaborates that all measures related to the protection and support of victims should “aim at the empowerment and economic independence of women victims of such violence. This means ensuring that victims or service users are familiar with their rights and entitlements and can take decisions in a supportive environment that treats them with dignity, respect and sensitivity. At the same time, services need to instill in victims a sense of control of their lives, which in many cases includes working towards financial security, in particular economic independence from the perpetrator.”¹².</p>
EUROPEAN CONVENTION ON HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS (ECHR)	<p>The <u>European Convention on Human Rights and Fundamental Freedoms (ECHR)</u> adopted in 1950 is Europe’s core human rights treaty, guaranteeing civil and political rights. Article 14 of the Convention prohibits discrimination on any grounds, including sex.</p> <p><u>Protocol No. 12 to the ECHR</u> adopted in 2000 represents an important step forward to ensure equality between women and men, by securing a general prohibition on discrimination by any public authority on inter alia the grounds of sex (Article 1), regarding the enjoyment of any right set forth by law and not only rights and freedoms secured by the ECHR.</p>
EUROPEAN SOCIAL CHARTER	<p>The <u>European Social Charter</u> is the counterpart of the ECHR in the sphere of economic and social rights. It prohibits discrimination in the implementation of employment and civil rights, which must be ensured without discrimination on the grounds of sex. The Charter addresses the issue of equality for women and men from the perspective of work and family life. It includes provisions on the protection of employees’ maternity, and allows for positive measures to encourage equal opportunities. The <u>Additional Protocol to the European Social Charter</u> establishes the non-discrimination principle including on the grounds of sex in matters of employment and occupation.¹³</p>
FEMALE GENITAL MUTILATION	<p>Article 38 of the Istanbul Convention: “Female Genital Mutilation (FGM) refers to: a) Excising, infibulating or performing any other mutilation to the whole or any part of a woman’s labia majora, labia minora or clitoris; b) Coercing or procuring a woman to undergo any of the acts listed in point a; c) Inciting, coercing or procuring a girl to undergo any of the acts listed in point a”.</p> <p>The Istanbul Convention requests Parties to criminalise female Genital Mutilation.</p>
FORCED ABORTION AND FORCED STERILISATION	<p>Article 39 of the Istanbul Convention: “Forced abortion and forced sterilisation refers to intentionally: a) Performing an abortion on a woman without her prior and informed consent; b) Performing surgery which has the purpose or effect of terminating a woman’s capacity to naturally reproduce without her prior and informed consent or understanding of the procedure”.</p> <p>The Istanbul Convention requests Parties to criminalise forced abortion and forced sterilisation.</p>

¹¹ Paragraph 90 of the Explanatory Memorandum referring to Chapter III, article 12§6 of the Istanbul Convention.

¹² Paragraph 118 of the Explanatory Memorandum referring to Chapter IV, article 18§3 of the Istanbul Convention.

¹³ Council of Europe, Convention for the Protection of Human Rights and Fundamental Freedoms as amended by Protocols No. 11 and No. 14, Rome, 4.XI.1950. Additional Protocol to the European Social Charter 5.V.1988, Part I, Article 1. European Social Charter (revised) 3.V.1996.

FORCED MARRIAGE	<p>Article 37 of the Istanbul Convention: “The intentional conduct of forcing an adult or a child to enter into a marriage”.</p> <p>The Istanbul Convention requests Parties to criminalise forced marriage.</p>
GENDER	Article 3C of the Istanbul Convention: “Gender shall mean the socially constructed roles, behaviours, activities and attributes that a given society considers appropriate for women and men”.
GENDER ANALYSIS	The study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc. between women and men on their assigned gender roles. ¹⁴
GENDER-BASED VIOLENCE AGAINST WOMEN	Article 3D of the Istanbul Convention: “Gender-based violence against women shall mean violence that is directed against a woman because she is a woman or that affects women disproportionately”.
GENDER BLIND	Ignoring/failing to address the gender dimension (as opposed to gender sensitive). ¹⁵ <i>See also gender neutral and gender sensitive.</i>
GENDER BUDGETING	“Gender budgeting is an 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”. ¹⁶ <i>See also gender mainstreaming.</i>
GENDER EQUALITY / EQUALITY BETWEEN WOMEN AND MEN	<p>“Gender equality means an equal visibility, empowerment and participation of both sexes in all spheres of public and private life. Gender equality is the opposite of gender inequality, not of gender difference, and aims to promote the full participation of women and men in society. It means accepting and valuing equally the differences between women and men and the diverse roles they play in society. Gender equality includes the right to be different. This means taking into account the existing differences among women and men, which are related to class, political opinion, religion, ethnicity, race or sexual orientation. Gender equality means discussing how it is possible to go further, to change the structures in society which contribute to maintaining the unequal power relationships between women and men, and to reach a better balance in the various female and male values and priorities”.¹⁷</p> <p>The <u>Council of Europe Committee of Ministers Recommendation (2007)17 on gender equality standards and mechanisms</u>, also establishes: “1. Gender equality as principle of human rights and women’s human rights as an inalienable, integral and indivisible part of universal human rights. Gender equality is defined as a requirement for the achievement of social justice and a <i>sine qua non</i> of democracy. 2. Acceptance of these principles implies not only the elimination of all forms of discrimination, legal or otherwise, on the basis of sex, but also the fulfilment of a number of other requirements that must be seen as qualitative indicators of political will to achieve substantive gender equality or <i>de facto</i> equality”.¹⁸</p> <p>The <u>Council of Europe Gender Equality Strategy 2014-2017</u> adds that gender equality “also means an equal access to and distribution of resources between women and men”.¹⁹</p>

¹⁴ Council of Europe Manual Supporting Gender Equality Rapporteurs in their role, 2014. Source for this term: European Commission, 100 words for equality - A glossary of terms on equality between women and men, (1998).

¹⁵ Ibid.

¹⁶ Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on Gender equality standards and mechanisms and Explanatory Memorandum (CM (2007)153 add), Paragraph 20. Source for this term: Final report of the Group of Specialists on Gender Budgeting (EG-S-GB), EG-S-GB (2004) RAP FIN, Council of Europe.

¹⁷ Ibid. Source for this term: Council of Europe, Gender Mainstreaming conceptual framework, methodology and presentation of good practices - Final Report of Activities of the Group of Specialists on Mainstreaming (2004).

¹⁸ Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on Gender equality standards and mechanisms paragraphs 1 and 2.

GENDER EQUALITY POLICY	<p>“The setting of legal standards to guarantee the enjoyment of the principle of gender equality and non-discrimination is not sufficient to achieve substantive gender equality. To comply with the commitments made, governments must put in place and efficiently implement proactive policy measures and various strategies which have been recognised by international organisations as indispensable to pursue the objective of gender equality in an effective way. A dual approach to these strategies is commonly accepted: on the one hand, specific actions including positive action/temporary special measures and, on the other hand, apply gender mainstreaming to all policy areas and processes”.²⁰</p>
GENDER IMPACT ASSESSMENT	<p>A policy tool for the screening of a given policy proposal, in order “to detect and assess its differential impact or effects on women and men, so that these imbalances can be redressed before the proposal is endorsed. An analysis from a gender perspective helps to see whether the needs of women and men are equally taken into account and served by this proposal. It enables policy-makers to develop policies with an understanding of the socio-economic reality of women and men and allows for policies to take (gender) differences into account. Gender impact assessment can be applied to legislation, policy plans, policy programmes, budgets, concrete actions, bills and reports or calls for research. Gender impact assessment methods do not only have to be applied to policy in the making, they can also be applied to existing policies. They can be used in the administration as well as by external actors; in both cases they require a considerable amount of knowledge of gender issues. The advantage of these tools lies in the fact that they draw a very accurate picture of the effects of a given policy”.²¹</p>
GENDER / SEX DISAGGREGATED DATA	<p>“Data on the current situation of women and men, and on current gender relations, are an absolutely necessity for gender mainstreaming. In addition to lack of data and statistics disaggregated by sex, data can also be gender biased. Good statistics comprise data that are relevant for both women and men and that are split up by sex as well as by other background variables”.²²</p> <p>“The knowledge of women’s and men’s living conditions must be ensured by routinely working out statistics split up by sex and other background variables depending on the context, for example, age and educational background. There is a huge need for identifying, collecting, using and disseminating such data.</p> <p>This means that data and data collection methods have to be reconsidered: which data are split up by sex; what criteria are used to gather data and what assumptions and values lie behind these criteria. Special attention should be paid to data providing information on the dynamics of gender relations: relations: what is changing, where and at what rate? Statistics form the basis for analysing the current gender relations, for developing forecasts or for assessing policies in the making. Furthermore, data can also be used for awareness-raising “. ²³.</p>

¹⁹ Council of Europe Gender Equality Strategy 2014-2017, introduction.

²⁰ Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on Gender equality standards and mechanisms, paragraph 62.

²¹ Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on Gender equality standards and mechanisms, Explanatory Memorandum (CM (2007)153 add, paragraph 20.

²² Council of Europe, Gender Mainstreaming conceptual framework, methodology and presentation of good practices - Final Report of Activities of the Group of Specialists on Mainstreaming (2004), page 17.

²³ Ibid, page 20.

GENDER MAINSTREAMING OR MAINSTREAMING A GENDER EQUALITY PERSPECTIVE	“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 and all stages, by the actors normally involved in policy-making”. ²⁴
GENDER NEUTRAL	Having no differential positive or negative impact for gender relations or equality between women and men. ²⁵ <i>See also gender blind, gender sensitive.</i>
GENDER PERSPECTIVE	“An analysis from a gender perspective helps to see whether the needs of women and men are equally taken into account and served by [a] proposal. It enables policy-makers to develop policies with an understanding of the socio-economic reality of women and men and allows for policies to take (gender) differences into account”. ²⁶
GENDER PROOFING	A check carried out on any policy proposal to ensure that any potential gender discriminatory effects arising from that policy have been avoided and that gender equality is promoted. ²⁷
GENDER SENSITIVE	Addressing and taking into account the gender dimension. ²⁸ <i>See also gender neutral, gender blind.</i>
GENDER STEREOTYPES	<p>“Gender stereotyping presents a serious obstacle to the achievement of real gender equality and feeds into gender discrimination. Gender stereotypes are preconceived ideas whereby males and females are arbitrarily assigned characteristics and roles determined and limited by their sex. Sex stereotyping can limit the development of the natural talents and abilities of boys and girls, women and men, their educational and professional experiences as well as life opportunities in general. Stereotypes about women both result from and are the cause of deeply engrained attitudes, values, norms and prejudices against women. They are used to justify and maintain the historical relations of power of men over women as well as sexist attitudes which are holding back the advancement of women”.²⁹</p> <p>“Research has shown that certain roles or stereotypes reproduce unwanted and harmful practices and contribute to make violence against women acceptable. To overcome such gender roles, Article 12 (1) [of the Istanbul Convention] frames the eradication of prejudices, customs, traditions and other practices which are based on the idea of the inferiority of women or on stereotyped gender roles as a general obligation to prevent violence against women”.³⁰</p> <p>According to the European Court of Human Rights:³¹ “[...] the advancement of gender equality is today a major goal in the member states of the Council of Europe and very weighty reasons would have to be put forward before such a difference in treatment could be regarded as compatible with the Convention. [...] In particular, references to traditions, general assumptions or prevailing social attitudes in a particular country are insufficient justification for a difference in treatment on grounds of sex. For example, States are prevented from imposing</p>

²⁴ Ibid, page 12.

²⁵ Council of Europe Manual Supporting Gender Equality Rapporteurs in their role, 2014. Source for this term: European Commission, 100 words for equality - A glossary of terms on equality between women and men, (1998).

²⁶ Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on Gender equality standards and mechanisms, Explanatory Memorandum (CM (2007)153 add, Paragraph 20 (paragraph on gender impact assessment)).

²⁷ Council of Europe Manual Supporting Gender Equality Rapporteurs in their role, (2014). Source for this term: European Commission, 100 words for equality. A glossary of terms on equality between women and men, (1998).

²⁸ Ibid.

²⁹ Council of Europe Gender Equality Strategy 2014-2017, page 9.

³⁰ Explanatory Report to the Council of Europe Convention on preventing and combating violence against women and domestic violence, (CETS No. 210), Paragraph 43.

³¹ ECtHR, *Konstantin Markin v. Russia [GC] (No. 30078/06) 22 March 2012*, paragraphs 127 and 143.

	traditions that derive from the man's primordial role and the woman's secondary role in the family." The Court added "[...] gender stereotypes, such as the perception of women as primary child-carers and men as primary breadwinners, cannot, by themselves, be considered to amount to sufficient justification for a difference in treatment, any more than similar stereotypes based on race, origin, colour or sexual orientation."
INSTITUTIONAL MECHANISMS FOR THE PROMOTION OF GENDER EQUALITY	<p>"Institutional mechanisms/national machinery are essential instruments that governments must establish or reinforce to pursue their obligation to eliminate discrimination on the grounds of sex and to achieve gender equality".³²</p> <p>The Explanatory Memorandum to Council of Europe Committee of Ministers Recommendation (2007)17 on Gender equality standards and mechanisms lists some of the basic requirements for the creation, reinforcement or effective functioning of such institutional mechanisms including among others: "the location and the status of the mechanisms, their legal basis and clear mandate, their authority and visibility, their political recognition and funding, the need for an interdepartmental structure to co-ordinate gender mainstreaming, that must be constituted by representatives with decision-making powers, the development of gender expertise with the necessary tools and instruments, the establishment of effective channels of communication and co-operation with civil society organisations at every level, as well as with international partners and organisations."³³</p> <p>The same Recommendation also states that "Specific actions, including positive actions and temporary special measures, addressed at women and society at large, are recognised as the traditional mandate of national institutional mechanisms for gender equality; however, they must be complemented by gender mainstreaming, a strategy which must involve a variety of actors responsible for policies in all sectors and levels of governance".³⁴</p>
MULTIPLE DISCRIMINATION	"Certain groups of women, due to the combination of their sex with other factors, such as their race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status, are in an especially vulnerable position. In addition to discrimination on the grounds of sex, these women are often subjected simultaneously to one or several other types of discrimination". ³⁵
PARITY DEMOCRACY	"The full integration of women on an equal footing with men at all levels and in all areas of the workings of a democratic society, by means of multidisciplinary strategies". ³⁶
PHYSICAL VIOLENCE	<p>Article 35 of the Istanbul Convention: "The intentional conduct of committing acts of physical violence against another person".</p> <p>The Istanbul Convention requests Parties to criminalise physical violence.</p>

³² Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on Gender equality standards and mechanisms, Paragraph 68. The requirements concerning the organisation and effectiveness of institutional mechanisms for the realisation of gender equality are elaborated in paragraphs 69 to 72 of the Recommendation and 205 to 209 of its Explanatory Memorandum.

³³ Ibid, Explanatory Memorandum (CM (2007)153 add) Paragraph 208.

³⁴ Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on Gender equality standards and mechanisms, Paragraph 64.

³⁵ Ibid, Section 12 "Specific situation of vulnerable groups exposed to multiple discrimination", Paragraph 59.

³⁶ Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on Gender equality standards and mechanisms, Explanatory Memorandum (CM(2007)153 add, Paragraph 20. Source: Group of Specialists on Equality and Democracy, Final report of activities, p. 11, Council of Europe Publishing, 1996.

<p>POSITIVE ACTION (terms also used: positive action measures, affirmative action or affirmative measures, preferential treatment, specific or special measures, reverse discrimination and positive)</p>	<p>“By positive action, we mean action aimed at favouring access by members of certain categories of people, in this particular case, women, to rights which they are guaranteed, to the same extent as members of other categories, in this particular case, men”.³⁷</p> <p>“In some cases, the reason that discrimination is found to occur is due to the fact that the same rule is applied to everyone without consideration for relevant differences. In order to remedy and prevent this kind of situation, governments, employers and service providers must ensure that they take steps to adjust their rules and practices to take such differences into consideration – that is, they must do something to adjust current policies and measures. In the UN context, these are labelled ‘special measures’, while the EU law context refers to ‘specific measures’ or ‘positive action’. By taking special measures, governments are able to ensure ‘substantive equality’, that is, equal enjoyment of opportunities to access benefits available in society, rather than mere ‘formal equality’. (...) The European Court of Human rights has stated³⁸ that ‘the right not to be discriminated against in the enjoyment of the rights guaranteed under the [ECtHR] is also violated when States (...) fail to treat differently persons whose situations are significantly different’”.³⁹</p>
<p>PSYCHOLOGICAL VIOLENCE</p>	<p>Article 33 of the Istanbul Convention: “The intentional conduct of seriously impairing a person’s psychological integrity through coercion or threats”.</p> <p>The Istanbul Convention requests Parties to criminalise psychological violence.</p>
<p>SEXIST LANGUAGE</p>	<p>“Current linguistic usage in most Council of Europe member states - whereby the masculine prevails over the feminine”.⁴⁰</p> <p>An Instruction concerning the use of non-sexist language at the Council of Europe contains guidelines to avoid the use of sexist language in all Council of Europe texts, publications and audio-visual materials and at all levels. The guidelines apply to staff members as well as to persons commissioned by the Council of Europe to prepare documents and audio-visual material.⁴¹</p> <p>In order to eliminate sexism from language, Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms requires member states to adopt guidelines addressed at all the actors involved requiring “that language used in official documents, including legal texts, as well as texts regarding public policies and programmes, communication of public services with individuals, education and in media give women and men and their activities equal value and equal visibility, and member states should also encourage media to use non-sexist language. Such language can be used for example through: replacement of the masculine form when it is used as a universal/generic neutral term with a word, which has no sexual connotation, or use of the masculine and feminine forms; use of a neutral formulation, where available, to denote groups, consisting of women and men, or else use of feminine and masculine forms side by side; elimination of the use of appellations by which women and men are described through their relationship (widow, spouse etc.), which should be used only when necessary for achieving a legitimate aim.”⁴²</p>

³⁷ Final report of the Group of Specialists on positive action: [Positive Action in the field of equality between women and men](#) EG-S-PA (2000)7 page 26.

³⁸ ECtHR, *Thlimmenos v. Greece* [GC] (No. 34369/97), 6 April 2000, para. 44. Similarly, ECtHR, *Pretty v. UK* (No. 2346/02), 29 April 2002, para. 88.

³⁹ Handbook on European non-discrimination law, European Court of Human Rights and European Union Agency for Fundamental Rights, (2011), page 35.

⁴⁰ [Recommendation No. R \(90\) 4E of the Committee of Ministers to Member States on the elimination of sexism from language.](#)

⁴¹ [Instruction No. 33 of 1 June 1994 concerning the use of non-sexist language at the Council of Europe.](#)

⁴² Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms, Explanatory Memorandum (CM (2007)153 add), paragraph 68.

SEXUAL HARASSMENT	<p>Article 40 of the Istanbul Convention: “Any form of unwanted verbal, non-verbal or physical conduct of a sexual nature with the purpose or effect of violating the dignity of a person, in particular when creating an intimidating, hostile, degrading, humiliating or offensive environment”.</p> <p>The Istanbul Convention requests Parties to criminalise sexual harassment or to subject it to other legal sanctions.</p>
SEXUAL VIOLENCE INCLUDING RAPE	<p>According to Article 36 of the Istanbul Convention, sexual violence including rape refers to the following intentional conducts, which the Istanbul Convention requests Parties to criminalise:</p> <p>“a) engaging in non-consensual vaginal, anal or oral penetration of a sexual nature of the body of another person with any bodily part or object; b) engaging in other non-consensual acts of a sexual nature with a person; c) causing another person to engage in non-consensual acts of a sexual nature with a third person.</p> <p>Consent must be given voluntarily as the result of the person’s free will assessed in the context of the surrounding circumstances”.</p> <p>The criminalisation should also apply to the same acts committed against former or current spouses or partners as recognised by internal law.</p>
STALKING	<p>Article 34 of the Istanbul Convention: “The intentional conduct of repeatedly engaging in threatening conduct directed at another person, causing her or him to fear for her or his safety”.</p> <p>The Istanbul Convention requests Parties to criminalise stalking.</p>
TRAFFICKING IN HUMAN BEINGS	<p>“The recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs”.⁴³</p>
VIOLENCE AGAINST WOMEN	<p>Article 3A of the Istanbul Convention: “‘Violence against women’ is understood as a violation of human rights and a form of discrimination against women and shall mean all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life”.</p>
WOMEN’S HUMAN RIGHTS	<p>The Council of Europe Committee of Ministers Recommendation (2007)17 on gender equality standards and mechanisms⁴⁴, establishes gender equality as “a principle of human rights” and women’s human rights as “an inalienable, integral and indivisible part of universal human rights”.</p>
WOMEN	<p>Article 3F of the Istanbul Convention: “For the purposes of the Istanbul Convention, “women” include girls under the age of 18”.</p>

⁴³ Council of Europe Convention on Action against Trafficking in Human Beings, Article 4§a.

⁴⁴ Council of Europe Committee of Ministers Recommendation CM/Rec (2007) 17 on Gender equality standards and mechanisms, Paragraph 1.

ANSWERS TO THE TEST

1. Women represent 40% of members of parliaments in Europe.

Incorrect: Women represent only 26% of members of parliaments in Europe. Council of Europe Recommendation Rec(2003)3 on the balanced participation of women and men in political and public decision making provides that "the representation of either women or men in any decision-making body in political or public life should not fall below 40%"

2. Women and men have equal access to resources.

Incorrect: Statistics and research show that women and men are in different situations in most areas of life. This is particularly true in relation to access to resources. Data show that in most Council of Europe countries, women earn on average only 60% to 75% of men's wages. In addition, the average gender pension gap in the 28 EU member states is as high as 39%, which is the result of gender inequalities in employment over the life cycle. Beyond wages, there is also a gender gap in relation to access to other assets. For example, women represent only 30% of agricultural holders on average in 34 European countries. Men also have more access to symbolic resources like networks and contacts, which can impact on employment or decision-making opportunities.

3. Public policies are neutral; they affect everybody, women and men, girls and boys in the same way.

Mostly incorrect: in most areas of life, regarding paid and unpaid work, access to resources and to power, women and men are in different situation. Public policies therefore need to take this into account, in order to reach their aims. For example reducing the generic length of a hospital stay in a country may be a legitimate aim, but it will have a differentiated and heavier impact on women. In this case, the care needs not covered any more by hospitals will have to be taken over by families, in practice, mostly women. In the same way, promoting part-time work for women only may improve work-life balance for women in the short term, but it will not help to close gender gaps in relation to employment, pay or pensions. It is also counter-productive as it does not encourage the equal sharing of unpaid care work between women and men.

4. Gender roles are socially constructed; they change over time and differ between and within cultures.

Correct: The term "gender" refers to socially constructed roles, behaviours, activities and attributes that a given society considers appropriate for women and for men. Gender roles are not biologically determined. They depend on what is expected, allowed and valued in a women or a man in a given context. There can be significant differences in gender roles depending on country, social class, family status, age, and ethnic or religious background. In addition, gender roles are not neutral. Existing differences and inequalities between women and men impact on gender roles. Gender roles are therefore often characterised by a hierarchy of values, rights or decision-making power between men and women, and differing possibilities of making choices. For example the value given to care work in society (traditionally attributed to women) is lower than the value attributed to technical work. Gender equality aims at less stereotyped gender roles, whereby women and men can play an equal role in the public and private sphere and have equal access to and control over resources.

5. Gender-mainstreaming requires the equal participation of women and men in all programmes and activities.

Correct: Ensuring the equal participation of women and men in all programmes and activities is a principle of justice and an aspect of gender mainstreaming. However, the mere presence of women is not enough to ensure the integration of a gender equality perspective in the content of a policy, activity or project. To do this, a gender analysis and consequent integration of gendered aspects is needed. For example, the equal presence of girls and boys in an educational activity will not guarantee their equal participation in practice (speaking time etc.) nor the fact that the activity will be adapted to the needs of girls and boys, nor that the activity will promote more equality between girls and boys.

6. Mainstreaming a gender equality perspective entails new duties and practices for ministries and civil servants.

Partly correct. When carried out duly and in a planned manner, in particular if support tools and training have been made available, gender mainstreaming does not necessarily entail unreasonable amounts of extra work. However, some reading and/or training may be necessary at the beginning. Gender mainstreaming entails a change of approach in policy-making and challenging existing practices and stereotypes.

7. Gender mainstreaming should replace specific policies for the advancement of women and positive actions.

Incorrect: Gender mainstreaming is a tool with the final aim to reach real equality between women and men. In most national and international policy contexts, including the Council of Europe, gender equality policies comprise a so-called "dual approach" combining gender mainstreaming and specific policies for the advancement of women including positive actions.

8. All ministries have duties in relation to the integration of a gender equality perspective.

Correct: Most ministries are implementing policies that affect people; therefore, these policies are likely to affect women and men. In this context, taking into account the situation and needs of all people is a condition for effective good policy making. The idea behind gender mainstreaming is also to transform the (unequal) gendered way in which most public institutions have been working and to ensure that all policy making takes into account both women's and men's interests and concerns.

9. Data and statistics on people, in general, should be broken down by sex only if sex-disaggregated information is readily available.

Mostly incorrect: Data and statistics on people should always be broken down by sex, and if possible, other factors, such as age. If it is unreasonably hard to access the information, it is advisable to find out why. If sex-disaggregated statistics are not available at all, aiming at making them available or raising awareness about existing gaps are legitimate and important policy goals and a first step towards gender mainstreaming.

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