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**Draft guidelines on the place of men and boys in gender equality  
policies and in policies to combat violence against women**

**Compilation of the proposed amendments submitted  
by member states, observer states, the GREVIO Bureau and NGOs**

**Internal and external consultation 27.07-12.09.2022**

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1. European Youth Forum
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\* Federal Forum Men / Bundesforum Männer (Germany), Umbrella organisation Men's Work Austria /Dachverband Männerarbeit Österreich (Austria), InfoMann (Luxembourg), männer.ch – Umbrella organisation of Swiss men's and fathers' organisations (Switzerland)

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**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "women, men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec(2002)5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec(2007)13 on gender mainstreaming in education;
  - Recommendation CM/Rec(2007)17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec(2010)10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec(2013)1 on gender equality and media;
  - Recommendation CM/Rec(2019)1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women's rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.



24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in ~~consultation~~-cooperation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec(2002)5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec(2007)13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
  - introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
  - offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist “men’s rights” movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist “men’s rights” movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to dropout of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancer that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.
68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.
69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.
70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.
71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.
72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.
73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.
74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.



75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.
76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.
78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.
79. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions— specifically among men and boys— regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.
81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sexoffenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
87. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
89. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaignstargeting men and boys.

90. Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

91. Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.
92. In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

93. Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.
94. Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.
95. Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.
96. Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

97. Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.
98. Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.
99. Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.
100. Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### **III. Reporting and evaluation**

101. These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.
102. Reporting should be regular and include information on:
  - strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
  - research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
  - national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

CYPRUS

ANDRI SAVVA

12/09/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;



10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, and gender expression, age, state of health, special ability, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women’s rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

**Commented [SA2]:** Please add also: gender expression

**Commented [SA3]:** Better to use the word “special ability” than disability.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women, ~~and men~~ and transgender people.

**Commented [SA4]:** We suggest the following change: "women, men and transgender people".

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women, including transgender women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

**Commented [SA5]:** We suggest the following change: "against women, including transgender women".

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women, including transgender women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

**Commented [SA6]:** We suggest the following change "against women, including transgender women".

31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
  - introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
  - offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit **misogynistic and transphobic**, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human **rights, sex, gender, gender identity**, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant **women's or transgender people's** NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant **women's or transgender people's** NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
- a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

**Commented [SA7]:** We suggest to add here: transphobic

**Commented [SA8]:** We suggest to add here: sex, gender, gender identity

**Commented [SA9]:** We suggest to add here: women's or transgender people's NGOs

**Commented [SA10]:** We suggest to add here: women's or transgender people's NGOs



59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.

59-60. Take measures to ensure the safety and protection of transgender people who may be in the target of attacks by transphobic groups.

60-61. Take measures to better identify and understand the strategies used by regressive or radicalised movements, including anti-feminist “men’s rights” movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.

61-62. Encourage the organisation of public lectures, seminars, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.

62-63. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist “men’s rights” movements and terrorism.

### C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys

63-64. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.

64-65. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.

65-66. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

**Commented [SA11]:** We suggest to add a point here that could be Point 60: Take measures to ensure the safety and protection of transgender people who may be the target of attacks by transphobic groups.

**Commented [SA12]:** We suggest to add: “or radicalised” movements. Also, please replace “men’s rights” with “cis-men’s rights”.

**Commented [SA13]:** We suggest to add “seminars” here.

~~66-67~~. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

~~67-68~~. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.

~~68-69~~. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.

~~69-70~~. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.

~~70-71~~. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.

~~71-72~~. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.

~~72-73~~. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.

~~73-74~~. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.

~~74-75~~. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75-76. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.

76-77. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

77-78. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.

78-79. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

79-80. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80-81. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.

81-82. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

- [82-83](#). Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
- [83-84](#). Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
- [84-85](#). Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
- [85-86](#). Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
- [86-87](#). Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
- [87-88](#). Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
- [88-89](#). Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
- [89-90](#). Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

90-91 Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

91-92 Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

92-93 In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

93-94 Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

94-95 Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

95-96 Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

96-97 Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

~~97-98.~~ Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.

~~98-99.~~ Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.

~~99-100.~~ Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.

~~100-101.~~ Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

~~101-102.~~ These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.

~~102-103.~~ Reporting should be regular and include information on:

- strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
- research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
- national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

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13/09/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

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**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "[how men and boys can contribute to and benefit of gender equality](#)" ~~men, boys and gender equality~~ has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that ~~traditional gender stereotypes are patriarchy, as a system of male domination, is~~ still pervasive in Europe, ~~and continue to produce and reinforce underpinning~~ gender norms and inequalities that ~~severely limit the opportunities and well-being of~~ women and girls as well as men and boys. ~~Consequently, experience, and that patriarchy~~ the resulting ~~power structures produced by gender stereotypes~~ negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women’s rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys increasingly must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys ~~also may are~~ be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that ~~traditional harsh~~ codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and ~~gender-based violence~~ ~~violence against women and girls~~, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,

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- assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, ~~in the context of continuous backlashes. In particular, anti feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.~~

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women and men in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities ~~and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.~~
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

**Commented [TAL1]:** The objective was to establish a framework of how to deal with;

1. Men as partners to obtain gender equality and women's rights/empowerment
2. Men as beneficiaries of gender equality

The backlash is very important, including the anti-gender equality movement, however it should not be in the same sentence as conventions and standards.  
DK strongly suggest to delete since the issue is covered many places below.

**Commented [TAL2]:** Positive actions must be used for the benefit of any discriminated person regardless of sex. It does not only apply to women, even though it effectively will benefit women more because they are more disadvantaged than men. Hence the law is not gender specific

**Commented [TAL3]:** DK cannot accept this last part of the sentence.  
Promoting gender equality to benefit men and boys is a goal in itself. Men and boys must be beneficiaries of gender equality as well. With the possibility of taking specific measure to promote their full realisation of equal rights.

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence, recognising that domestic violence affects women disproportionately, and that men may also be victims of domestic violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls historically in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls as well as with relevant women's NGOs.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

**Commented [TKUA4]:** Ad verbatim from Istanbul convention

## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

#### A. Measures focusing on addressing gender equality in care

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is ~~also~~ crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting such as paid paternal leave and sick days that addresses the economic incentives limiting men's involvement in childcare.

The governments of member States should ~~adopt~~ / [consider adopting] the following measures:

34. Contribute to the development of a so-called "Care Deal" in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a "Care Deal" also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

Commented [TAL5]: Unclear what this 'deal' means?

35. ~~Adopt legislation p~~Promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. ~~This~~Such measures may include:
- introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
- offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. ~~Encourage~~ Make reporting on gender equality issues ~~mandatory by law~~ for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making ~~positions~~.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. ~~Ensure that~~ Promote diverse and non-stereotypical portrayals of parenthood ~~are being disseminated~~, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

**Commented [TAL6]:** This entails a huge reporting burden. DK cannot support that. We can accept the path of voluntariness and therefore have suggested the word 'Encourage'.



41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys, as well as women and girls, for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**Commented [TAL7]:** Gender stereotypes in society are also upheld by women and girls

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. ~~Patriarchy Patriarchal power structures and the accompanying Traditional gender stereotypes and the accompanying power structures~~ is-are often the root cause of harmful gender norms and behaviour. While these structures favour men in the political and economic elite, they Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels to the detriment of both women and men. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such ~~reactionary~~ ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, ~~their~~ potential links with ~~terrorist movements~~ and the potential threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI+ people.

The governments of member States should [~~adopt~~] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

**Commented [TAL8]:** We are not aware of any links between terrorist movements and these online hate forums.

There is evidence that it is the social and/or economical marginalization that lead some boys and men to latch on to misogynist ideologies and anti-feminism.

52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist "men's rights" movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist "men's rights" movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A [male oriented](#) gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [~~adopt~~] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.

68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.

69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.

70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.

71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address gender stereotypes and harmful manifestations of masculinity, including male violence against men and its impacts.

72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.

Commented [TAL9]: Why general?

73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.

74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.
76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.
78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.
79. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.
81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

**Commented [TAL10]:** The term "parental alienation" is not supported by research in the context of family law. Studies indicate that it is not adequate to use the term in a professional context, as it is incomplete in relation to the dynamics at play in the family. Furthermore, by using the term, it is pointed out that there is a party who is to blame for something. It does not promote cooperation, which is absolutely central in working with the families.

DK suggest that the claim in this par. that parental alienation "is often invoked...." is substantiated by reference to relevant studies.

Also, is it not true that both women and men use this tactic? We don't consider

82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
87. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
89. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

90. Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

91. Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

92. In addition, there is ~~strong~~ evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

93. Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

94. Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

95. Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

96. Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

**Commented [TAL11]:** DK suggest that the claim in this par. that pdata bias is exploited by antifeminist movements is substantiated by reference to relevant studies.



97. Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.
98. Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.
99. Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.
100. Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

101. These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.
102. Reporting should be regular and include information on:
  - strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
  - research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
  - national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

GERMANY

WALTRAUD DAHS-

26/09/2022-

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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### Commented [KG1]: In principle:

The guidelines are very welcome.

- The guidelines make it very clear that the gender equality policy commitment of boys, men and fathers must not be in competition with women's and diversity policy commitments, but it is rather a necessary complementary leverage with the common goal of achieving equality for all genders in all areas of life

- We agree that not only problems caused by men and boys are described but also those problems that boys, men and fathers suffer from (e.g. men's health, risk of suicide, dropping out of school, but also risks of violence within and outside of armed conflicts, etc.).

- We would also like to suggest replacing the term "violence against women" with the term "gender-based violence" (GBV) throughout the document. GBV encompasses all forms of violence against women and children, but is more open to capturing victimization experiences of boys, men and fathers as well as victimization experiences of people who are overlooked by a binary gender order.

- Two central gender equality policy challenges with regard to boys, men and fathers are not mentioned in the guidelines:

a. It would be desirable to contextualize conscription for men appropriately: Experiences of violence and war have an impact on generations. Experiences of violence and war increase the likelihood of later/further acts of violence. The violence and war experiences of our forefathers are still driving the spiral of violence today. Men need support to process war experiences.

b. The guidelines rightly point to the under-participation of men in unpaid housework and family work and the negative consequences for women's participation in the labor market. What is omitted, however, is that a strong cultural norm calls for men to be the powerful breadwinners of the family. It would be desirable that the simultaneity of conflicting expectations of men - be at the same time family breadwinner, involved father and committed househusband who does half the unpaid work! - is named.

## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that gender based violence (GBV) against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat ~~violence against women~~GBV;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women's rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys ~~are may be~~ subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity ~~can~~ also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and ~~violence against women and girls~~GBV, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat ~~violence against women~~GBV;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and ~~violence against women~~GBV.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

24. Measures concerning men and boys should address the fact that gender based violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in coordination and consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls GBV.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

**Commented [KG3]:** If we were talking about GBV instead of "violence against women", male victim experiences would not be suppressed and the statement strengthened that preventing violence should not only make men responsible, but also requires a critical examination of masculinity norms.

**Commented [KG4]:** Measures should be developed and implemented in coordination and consultation with women's organizations. The phrase "in consultation" suggests some kind of approval process, which we think is inappropriate. Suggested wording: replace "in consultation" with "in exchange" or "in coordination".

## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.



31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

#### A. Measures focusing on addressing gender equality in care

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work. But under the condition that the overall burden remain manageable.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

**Commented [KG5]:** The statements made are welcomed, but it should be logically mentioned that the assumption of overtime work in the home and family must go hand in hand with a corresponding relief in gainful employment. In order to be credible for the target group, a clear message is needed: The overall burden must remain manageable!

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
  - introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
  - offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography. Take also measures to enable boys and men to protect themselves from and against sexism (e.g. by promoting media competence in dealing with pornography).
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

**Commented [KG6]:** This statement addresses boys and men in the role of those who stand up against sexism to protect girls and women. This is undoubtedly necessary and justified. However, it should be added that the said measures should also aim to enable boys and men to protect themselves from and against sexism (e.g. by promoting media competence in dealing with pornography) - see Wippermann study on sexism of the BMFSFJ.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist “men’s rights” movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist “men’s rights” movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.
68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.
69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.
70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.
71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.
72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.
73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.
74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.
76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women and gender based violence**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women gender based violence in their different roles, including as allies, witnesses and bystanders.
78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.
79. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions—specifically among men and boys—regarding all forms of violence against women GBV, in both formal and informal education programmes, as well as among the general public.
81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.



82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
87. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women GBV, including the effects of such violence on victims, in recognizing false accusations as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights. Therefore initiation of a new research into the dynamics of alienation and manipulation
89. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women, men and girls, boys, including conducting public surveys on the number of ~~men~~ persons (male, female, divers), and the proportion of the male (female, divers) population having purchased sex, with which motivation, and through awareness raising and information campaigns targeting their men and boys prevention.

**Commented [KG7]:** We support this demand. However, the requirement that the above-mentioned specialists should also be trained in recognizing false accusations should also be added.

**Commented [KG8]:** This formulation lacks the demand for better scientific research into the dynamics of alienation and manipulation. All practitioners have no doubt that these exist. Ignoring this "just" because the concept of the PAS is viewed critically is unacceptable.

**Commented [KG9]:** Two extensions, please: On the one hand, male prostitutes should also be mentioned (and female customers of prostitution should at least be considered). On the other hand, research must not stop at quantitative analysis. It is also important to record what motives drive men to buy sexual services and what prevention goals result from this.

90. Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of ~~violence against women~~GBV.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

91. Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.
92. In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

93. Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.
94. Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.
95. Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.
96. Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

97. Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.
98. Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.
99. Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.
100. Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

101. These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.
102. Reporting should be regular and include information on:
  - strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
  - research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
  - national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

HUNGARY

BRIGITTA GYEBNÁR

12/09/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the ~~diversity~~ **diverse situations and conditions** of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women's rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.



## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.

21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.

21-22. The Guidelines take due consideration to different treaty obligations of States. No provision of the present Guideline is intended to establish additional obligations for Member States not following from their treaty obligations.

- 22-23. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.

- 23-24. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex **and gender**, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

**Commented [SA1]:** The list of protected characteristics must not exceed those set out in the Convention

~~24-25~~ Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.

~~25-26~~ Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.

~~26-27~~ Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.

~~27-28~~ Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.

~~28-29~~ Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.

~~29-30~~ Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## II. Proposed measures for member States

~~30-31~~ Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

~~31~~<sup>32</sup>In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

#### A. Measures focusing on addressing gender equality in care

~~32~~<sup>33</sup>The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.

~~33~~<sup>34</sup>Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should ~~adopt~~<sup>consider adopting</sup> the following measures:

~~34~~<sup>35</sup>Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

~~35~~36. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:

- introducing paternity leave at 100% compensation,
- introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
- ensuring the availability of flexible working arrangements for both women and men,
- introducing a right to disconnect for all workers,
- reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.

~~36~~37. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:

- offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
- taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
- offering quality and affordable childcare facilities within companies.

~~37~~38. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.

**Commented [SAd2]:** Considering gender equality issues mandatory by law

~~38~~39. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.

~~39~~40. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.

~~40~~41. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

41-42. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.

42-43. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.

43-44. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.

44-45. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.

45-46. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46-47. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.

47-48. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

~~48-49~~ Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as ~~sexual and reproductive health and rights~~, sexuality education, ~~and the rights of LGBTI people.~~

The governments of member States should ~~adopt~~/ [consider adopting] the following measures:

~~49-50~~ Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:

- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
- the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
- the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
- public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.

~~50-51~~ Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.

~~51-52~~ Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

**Commented [SA3]:** no need to highlight specific examples without qualifier SRHR red line, LGBTI cannot be gender-related

**Commented [SA4]:** If adoption remains, the whole entry is red line

52-53. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.

53-54. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.

54-55. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.

**Commented [SA5]:** If "adoption" remains in this paragraph this is a very strong prescription

55-56. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.

56-57. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.

57-58. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:

- a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
- to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
- to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.

58-59. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

~~59-60~~. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people - and who may be the target of attacks by anti-feminist groups.

~~60-61~~. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist "men's rights" movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.

~~61-62~~. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.

~~62-63~~. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist "men's rights" movements and terrorism.

### **C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

~~63-64~~. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.

~~64-65~~. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.

~~65-66~~. There is increasing evidence that [age appropriate/evidence based](#) comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.



~~66-67~~. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should ~~adopt~~/ [consider adopting] the following measures:

~~67-68~~. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.

~~68-69~~. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how ~~gender-sex~~ may intersect with other factors, such as social origin and migration status.

~~69-70~~. Ensure that ~~age appropriate/ evidence based~~ comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, ~~and that it is mandatory~~, sufficiently resourced, and mainstreamed across the education system from early school years.

~~70-71~~. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.

~~71-72~~. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.

~~72-73~~. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.

~~73-74~~. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.

~~74-75~~. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

~~75-76~~. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.

~~76-77~~. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and **sexual and reproductive health care services**.

Commented [SA6]: see SDG language

#### **D. Measures to strengthen the role of men and boys in combating violence against women**

~~77-78~~. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.

~~78-79~~. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

~~79-80~~. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should ~~adopt~~/ [consider adopting] the following measures:

~~80-81~~. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.

~~81-82~~. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

- ~~82-83~~. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
- ~~83-84~~. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
- ~~84-85~~. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
- ~~85-86~~. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
- ~~86-87~~. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
- ~~87-88~~. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
- ~~88-89~~. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
- ~~89-90~~. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

**Commented [VÁ7]:** It is not the task of CoE guidelines to define, which factors national courts and judges should take into account when deciding on a specific case. This sentence should be deleted or reformulated.

~~90-91~~ Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

~~91-92~~ Sex- ~~and gender~~-disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

~~92-93~~ In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should ~~adopt~~/ [consider adopting] the following measures:

~~93-94~~ Promote gender equality in scientific research, as well as the integration of the ~~sex and~~ gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

~~94-95~~ Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

~~95-96~~ Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

~~96-97~~ Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

~~97-98.~~ Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.

~~98-99.~~ Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.

~~99-100.~~ Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.

~~100-101.~~ Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

~~101-102.~~ These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.

~~102-103.~~ Reporting should be regular and include information on:

- strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
- research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
- national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

**Commented [SA8]:** Member States already have many international reporting obligations in this area and we do not support the introduction of new ones, we consider it sufficient to extend the existing ones

IRELAND

DEIRDRE NÍ NÉILL

15/09/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**COMMENTS from the IRISH DELEGATION**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);



7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women’s rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

**Commented [DNN(1):** It is suggested to make reference at the start of this section to arenas of power in which these measures would need to take place, to promote a whole of society approach to tackling this issue.

Arenas of power would include the Family Arena, Youth & Community Arena, Education Arenas, Employment & Work Arenas, Social and Cultural Arenas, Health and Care arenas. Action on the part of men and boys in gender equality policies is relevant to all arenas, and all arenas need to demonstrate outcomes.

Many States place a positive duty on the public sector to promote equality and/or human rights. Such measures could usefully be referenced in this section.

31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
- introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
- offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, ~~and health, and education~~ professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work and also to promote awareness among parents of the benefits of men being employed in caring roles and caring professions.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

**Commented [DNN(2):** Suggest adding at end of sentence "and also to promote awareness among parents of the benefits of men being employed in caring roles and caring professions".

**Commented [DNN(3):** Question inclusion of education professionals in this list. Does the role of an educator include promotion of parenting styles to parents they come into contact with?

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls; Raise awareness among children’s educational and care services of the importance of avoiding gender stereotypes in the roles that are given to male and female caregivers and employees.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women’s human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women’s rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, “Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience”. It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women’s rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women’s rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

**Commented [DNN(4):** Suggest adding a sentence along the following lines: “Raise awareness among children’s services (e.g. educational and care services) of the importance of avoiding gender stereotypes in the roles that are given to male and female caregivers / employees.”

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.



52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist “men’s rights” movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist “men’s rights” movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue, where relevant based on individual country context.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

**Commented [DNN(5):** As the gender differential may be greater in some countries than others, we would suggest amending last line of 63 to “A gender mainstreaming and intersectional approach should therefore be adopted to address this issue, where relevant based on individual country context.”

66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.
68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.
69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.
70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.
71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.
72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.
73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.
74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.

76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

#### **D. Measures to strengthen the role of men and boys in combating violence against women**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.

78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

79. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.

81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

**Commented [DNN(6)]:** Example from Ireland.

Gender equality is included under Global Citizenship Education as outlined in Céim, the Teaching Council standards for Initial Teacher Education. See pg. 4, <https://www.teachingcouncil.ie/en/news-events/latest-news/ceim-standards-for-initial-teacher-education.pdf>

**Commented [DNN(7)]:** Suggest reviewing this paragraph and paragraph 88.

Child custody is a complex area. Some concern expressed that this paragraph presents a somewhat simplistic view. Caution against a one size fits all approach rather than each case being considered on its own merits and decisions made in the best interests of the child.

**Commented [DNN(8)]:** As the Department of Justice in Ireland is undertaking a policy review on parental alienation at the moment, which is due to be completed by the end of the year, a position has not yet been taken on this matter.

82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
87. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
89. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

**Commented [DNN(9)]:** Some concern expressed about this paragraph.  
See comment regarding parental alienation at paragraph 79 above.  
Also, concern was expressed about the suggestion that certain terms should not be used in court, in the context of the broader legal issue of preserving the independence of the judiciary. As the judiciary are independent in the exercise of their functions, it is a matter for the courts to determine on the basis of evidence put forward before them what may or may not have occurred in each individual case.

90. Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

91. Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.
92. In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such gender bias in research is exploited by antifeminist "men's rights" movements and other regressive movements can be used to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

93. Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.
94. Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.
95. Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.
96. Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

**Commented [DNN(10):** These points are made quite forcefully.  
The statement is also quite absolute. Does the evidence referred to support these conclusions?

**Commented [DNN(11):** A possible case study is the Irish Research Council's programme to promote gender equality and the integration of gender analysis in research.  
<https://research.ie/resources/publications/policies-and-practice-to-promote-gender-equality-and-the-integration-of-gender-analysis-in-research/>

Also Innovation 2030: : Ireland's Research and Innovation Strategy, which includes in its aims to strengthen equality, diversity and inclusion among the researcher community in Ireland.  
<https://www.gov.ie/en/publication/27c78-impact-2030-irelands-new-research-and-innovation-strategy/>

97. Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.
98. Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.
99. Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.
100. Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

101. These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.
102. Reporting should be regular and include information on:
  - strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
  - research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
  - national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

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02/08/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 juillet 2022

GEC(2022)08

**COMMISSION POUR L'ÉGALITÉ DE GENRE  
(GEC)**

**Projet de Lignes directrices sur la place des hommes et des garçons  
dans les politiques d'égalité de genre  
et les politiques pour combattre la violence à l'égard des femmes**

**Document pour consultation**



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## Préambule

Le Comité des Ministres,

1. Considérant que le but du Conseil de l'Europe est de réaliser une union plus étroite entre ses États membres, notamment en promouvant des normes communes et en développant des actions dans le domaine des droits humains;
2. Rappelant que l'égalité de genre est essentielle à la protection des droits humains, au fonctionnement de la démocratie et de la bonne gouvernance, au respect de l'État de droit et à la promotion du bien-être pour toutes et tous; qu'elle implique des droits égaux pour les femmes et les hommes, les filles et les garçons ainsi que la même visibilité, autonomisation, responsabilité et participation dans tous les domaines de la vie publique et privée; elle implique également l'égalité des femmes et des hommes dans l'accès aux ressources et dans la distribution de celles-ci, comme le prévoit la Stratégie pour l'égalité entre les femmes et les hommes 2018-2023 du Conseil de l'Europe;
- 2.3. Rappelant que la question de l'égalité de genre ne concerne plus uniquement les femmes, mais l'être humain, donc les hommes et les femmes, et que pour vivre une réelle égalité dans les différents domaines de la vie, il est nécessaire de développer un sentiment de respect en commençant par l'éducation des enfants afin que les différences/diversité soient considérées comme un atout et non une forme d'infériorité;
- 3.4. Rappelant que des obstacles structurels continuent d'entraver la pleine réalisation de l'égalité de genre et des droits des femmes dans la société, que la violence à l'égard des femmes et des filles demeure la violation la plus répandue des droits humains des femmes, que les activités politiques et la prise de décision publique restent des domaines dominés par les hommes et que les femmes continuent d'assumer une part disproportionnée du travail de soins non rémunéré, ce qui a des répercussions sur leur accès au marché du travail, à l'emploi de qualité, à la prise de décision et à d'autres opportunités;
- 4.5. Considérant que les hommes ont un rôle majeur à jouer dans l'éradication de la violence à l'égard des femmes ainsi que dans l'éradication des inégalités fondées sur le genre, et que leur participation à l'édification d'une société égalitaire est bénéfique à moyen et à long terme pour les femmes et les hommes, ainsi que pour la société dans son ensemble;
- 5.6. Considérant que la question des « hommes, des garçons et de l'égalité de genre » a gagné en visibilité ces dernières années, et compte tenu de la nécessité de fournir un cadre politique pour les mesures dans ce domaine, sur la base des normes et politiques existantes;
- 6.7. Ayant à l'esprit les obligations et les engagements pris par les États conformément aux conventions pertinentes du Conseil de l'Europe, telles que :
  - la Convention de sauvegarde des droits de l'homme et des libertés fondamentales (STE n° 5, 1950);
  - la Charte sociale européenne (STE n° 35, 1961, révisée en 1996, STE n° 163);

**Commented [CC1]:** Selon nous on pourrait ajouter dans la partie introductive ce concept

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- la Convention du Conseil de l'Europe sur la lutte contre la traite des êtres humains (STCE n° 197, 2005) ; et
- la Convention du Conseil de l'Europe sur la prévention et la lutte contre la violence à l'égard des femmes et la violence domestique (STCE n° 210, « Convention d'Istanbul », 2011) Rappelant les recommandations suivantes du Comité des Ministres aux Etats membres du Conseil de l'Europe :
  - Recommandation n° R (90) 4 sur l'élimination du sexisme dans le langage ;
  - Recommandation n° R (96) 51 sur la conciliation de la vie professionnelle et de la vie familiale ;
  - Recommandation Rec (2002) 5 sur la protection des femmes contre la violence ;
  - Recommandation Rec (2003) 3 sur la participation équilibrée des femmes et des hommes à la prise de décision politique et publique ;
  - Recommandation CM/Rec (2007) 13 sur relative à l'approche intégrée de l'égalité entre les femmes et les hommes dans l'éducation ;
  - Recommandation CM/Rec (2007) 17 sur les normes et mécanismes d'égalité entre les femmes et les hommes ; Recommandation CM/Rec (2010) 10 sur le rôle des femmes et des hommes dans la prévention et la résolution des conflits et dans la consolidation de la paix ;
  - Recommandation CM/Rec (2013) 1 sur l'égalité entre les femmes et les hommes et les médias ;
  - Recommandation CM/Rec (2019) 1 sur la prévention et la lutte contre le sexisme ;

7-8. Tenant compte de la stratégie du Conseil de l'Europe pour l'égalité entre les femmes et les hommes 2018-2023 ;

8-9. Rappelant :

- la Convention des Nations unies sur l'élimination de toutes les formes de discrimination à l'égard des femmes (« CEDAW », 1979) et son protocole facultatif (1999) ;
- la Déclaration et le Programme d'Action de Pékin adoptés lors de la quatrième conférence mondiale sur les femmes (1995) ;
- la Résolution 1325 du Conseil de sécurité des Nations unies sur les femmes, la paix et la sécurité (2000) et les résolutions ultérieures du Conseil de sécurité des Nations unies sur ce sujet ;
- l'Agenda 2030 des Nations Unies pour le développement durable ;
- le Rapport « Examen des pratiques prometteuses et des enseignements tirés, des stratégies existantes et des initiatives des Nations Unies et autres pour faire participer les hommes et les garçons à la promotion et à la réalisation de l'égalité des sexes, dans le cadre de l'élimination de la violence à l'égard des femmes » adopté par le Conseil des droits de l'homme des Nations Unies en 2018 ;

- ~~9-10.~~ Soulignant que le patriarcat, en tant que système de domination masculine, est toujours omniprésent en Europe, qu'il sous-tend les normes et inégalités de genre dont sont victimes les femmes et les filles ainsi que les hommes et les garçons, et que le patriarcat a un impact négatif sur les sociétés, l'élaboration des politiques et les relations internationales, notamment en ce qui concerne la manière dont sont abordées des questions telles que la paix, la justice sociale et le changement climatique ;
- ~~10-11.~~ Notant que la pandémie de Covid-19 a renforcé les inégalités de genre existantes tout en générant de nouvelles formes de désavantages et d'exclusion ;
- ~~11-12.~~ Soulignant que la diversité des hommes et des femmes - en ce qui concerne la race, la couleur, la langue, la religion, les opinions politiques ou toute autre opinion, l'origine nationale ou sociale, l'appartenance à une minorité nationale, la fortune, la naissance, l'orientation sexuelle, l'identité de genre, l'âge, l'état de santé, le handicap, le statut marital, le statut de migrant-e ou de réfugié-e, ou toute autre situation - doit être prise en compte dans les mesures relatives à la place des hommes et des garçons dans les politiques d'égalité de genre et dans les politiques pour combattre la violence à l'égard des femmes ;
- ~~12-13.~~ Reconnaissant que le comportement individuel et collectif des hommes et des garçons est crucial pour la pleine réalisation de l'égalité de genre et des droits des femmes, que leurs actions ou inaction peuvent accélérer, ralentir ou inverser les progrès vers l'égalité, et que les hommes et les garçons doivent devenir des agents du changement, les hommes en position de pouvoir ayant une responsabilité particulière à cet égard ;
- ~~13-14.~~ Notant que les hommes et les garçons peuvent être soumis à des inégalités, des normes et des stéréotypes liés au genre qui peuvent limiter leurs opportunités dans la vie publique et privée ; que de durs codes de masculinité peuvent également avoir des effets négatifs sur la vie des hommes et des garçons, notamment en tant que lorsqu'ils sont victimes et/ou auteurs de violence masculine, ou qu'ils adoptent des comportements qui peuvent être préjudiciable à eux-mêmes; et que les hommes et les garçons sont par conséquent bénéficiaires à part entière de l'égalité de genre ;
- ~~14-15.~~ Affirmant que l'objectif ultime des stratégies et programmes sur la place des hommes et des garçons dans les politiques d'égalité de genre est de parvenir à l'égalité de genre dans la société et d'éliminer toutes les formes de discrimination et de violence à l'égard des femmes et des filles, notamment en transformant les normes et stéréotypes de genre discriminatoires et en promouvant des relations de genre non violentes, respectueuses et égalitaires ;
- ~~15-16.~~ Adopte les lignes directrices suivantes qui serviront de cadre pratique aux États membres, pour les aider à renforcer les stratégies et les mesures relatives à la place des hommes et des garçons dans les politiques d'égalité de genre et dans les politiques pour combattre la violence à l'égard des femmes ;

~~16~~17. Invite les États membres à :

- veiller à ce que ces lignes directrices soient largement diffusées en vue de leur mise en œuvre par toutes les autorités compétentes,
- évaluer les progrès de leur mise en œuvre et informer le(s) comité(s) directeur(s) compétent(s) du Conseil de l'Europe des mesures prises et des progrès réalisés dans ce domaine.

## I. Objectifs et principes fondamentaux

### Objectifs

~~17-18~~ L'objectif de ces lignes directrices est d'établir des principes fondamentaux à prendre en compte par les États membres lors de l'élaboration de stratégies, de législations et autres mesures relatives à la place des hommes et des garçons dans les politiques d'égalité de genre et les politiques pour combattre la violence à l'égard des femmes, et de suggérer aux États membres des stratégies et des mesures pratiques à cet égard.

~~18-19~~ Les lignes directrices s'inscrivent dans le processus de mise en œuvre des droits et principes consacrés par les conventions, normes et politiques européennes et internationales en matière d'égalité de genre et de droits des femmes, dans le contexte d'un retour de bâton permanent. En particulier, les mouvements masculinistes / antiféministes qui sapent ou remettent en cause les normes et politiques existantes en matière d'égalité de genre menacent la réalisation des droits fondamentaux de toutes les femmes et de tous les hommes.

### Principes fondamentaux

~~19-20~~ « L'égalité entre les femmes et les hommes implique des droits égaux pour les femmes et les hommes, les filles et les garçons ainsi que la même visibilité, autonomisation, responsabilité et participation dans tous les domaines de la vie publique et privée. Elle implique également l'égalité des femmes et des hommes dans l'accès aux ressources et dans la distribution de celles-ci » (Stratégie pour l'égalité entre les femmes et les hommes du Conseil de l'Europe 2018-2023). L'objectif des politiques d'égalité de genre est de promouvoir l'égalité réelle de genre, notamment par l'autonomisation des femmes, et par l'élimination de toutes les formes de discrimination et de violence à leur égard.

~~20-21~~ Les politiques relatives à la place des hommes et des garçons dans l'égalité de genre doivent être conformes aux normes et critères internationaux ainsi qu'aux instruments pertinents du Conseil de l'Europe et devraient adopter une double approche : (1) la mise en œuvre de l'approche intégrée de l'égalité entre les femmes et les hommes dans toutes les politiques et programmes, (2) des politiques et actions spécifiques comprenant, le cas échéant, des actions positives dans les domaines critiques pour la promotion des femmes et la réalisation de l'égalité de fait entre les femmes et les hommes, et (2) la mise en œuvre de l'approche intégrée de l'égalité entre les femmes et les hommes dans toutes les politiques et programmes.

~~21-22~~ Les mesures visant à impliquer les hommes et les garçons dans les politiques d'égalité de genre doivent avoir pour objectif la mise en œuvre des normes en matière d'égalité de genre, remettre en question les inégalités structurelles et ne pas constituer un objectif politique alternatif visant à renforcer les droits des hommes et des garçons de manière isolée.

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- 22-23. Les mesures concernant les hommes et les garçons devraient tenir compte des effets combinés des systèmes d'exclusion et des désavantages liés à des aspects autres que le sexe et le genre, tels que la race, la couleur, la langue, la religion, les opinions politiques ou autres, l'origine nationale ou sociale, l'appartenance à une minorité nationale, la fortune, la naissance, l'orientation sexuelle, l'identité de genre, l'âge, l'état de santé, le handicap, l'état civil, le statut de migrant-e ou de réfugié-e ou tout autre statut. Cela signifie l'adoption d'une approche intersectionnelle.
- 23-24. Les mesures concernant les hommes et les garçons devraient tenir compte du fait que la violence à l'égard des femmes est principalement perpétrée par des hommes, et que les hommes ont donc un rôle particulier à jouer dans la prévention de cette violence. Il convient d'accorder une attention particulière aux dispositions de la convention d'Istanbul qui traitent du rôle des hommes et des garçons, notamment dans le domaine de la prévention, y compris en tant que décideurs, modèles, agents du changement et défenseurs de l'égalité de genre, et en pour dénoncer la violence.
- 24-25. Les mesures impliquant les hommes et les garçons devraient compléter et non remplacer les politiques d'égalité de genre visant principalement les filles et les femmes ou les approches spécifiques des mouvements féministes qui prévoient des espaces réservés aux femmes et des programmes axés sur les femmes. Les mesures devraient reconnaître le rôle premier des femmes et des filles dans le progrès vers l'égalité de genre.
- 25-26. Les États membres devraient veiller à allouer des fonds supplémentaires aux mesures impliquant les hommes et les garçons, sans détourner de ressources de la promotion des droits, de l'autonomisation et du leadership des femmes. Ils devraient en outre veiller à ce que les mesures prises soient régulièrement évaluées au regard de la réalisation de l'égalité de genre et du renforcement des droits des femmes et des filles.
- 26-27. Les mesures impliquant des hommes et des garçons ne devraient pas avoir un impact négatif sur la visibilité des ONG de femmes et ne devraient pas compromettre les possibilités et les ressources affectées à la promotion des droits des femmes et à la lutte contre la violence à l'égard des femmes.
- 27-28. Les mesures impliquant les hommes et les garçons devraient être conçues en consultation avec les ONG de femmes pertinentes et avec les organisations pertinentes travaillant avec les hommes et les garçons qui luttent activement contre les inégalités de genre et la violence à l'égard des femmes et des filles.
- 28-29. La législation, les politiques et autres mesures adoptées par les États membres devraient être fondées sur des données factuelles et refléter les données et la recherche scientifique, à jour, pertinentes et précises dans le domaine de l'égalité de genre et des droits des femmes.

## II. Mesures proposées pour les États membres

29-30. Les États membres peuvent concevoir les types de mesures suivants en fonction de l'objectif poursuivi : (1) mesures axées sur l'égalité de genre dans le domaine des soins (*care*) ; (2) mesures axées sur les hommes et les garçons en tant qu'agents de changement pour la réalisation de l'égalité de genre et des droits des femmes, et sur la lutte contre la résistance à l'égalité de genre ; (3) mesures visant à réduire les effets négatifs des normes sociales et des stéréotypes de genre sur les hommes et les garçons ; (4) mesures visant à impliquer les hommes et les garçons dans la lutte contre la violence à l'égard des femmes ; (5) mesures favorisant le développement et la diffusion de la recherche scientifique et des données sur les inégalités de genre et les droits des femmes.

30-31. Outre les mesures proposées ci-dessous, les États membres devraient également veiller à la pleine application des dispositions pertinentes de différentes recommandations du Comité des Ministres aux États membres, notamment la Recommandation R (96) 51 sur la conciliation de la vie professionnelle et de la vie familiale, la Recommandation Rec (2002) 5 sur la protection des femmes contre la violence, la Recommandation Rec (2003) 3 sur la participation équilibrée des femmes et des hommes à la prise de décision politique et publique, la Recommandation CM/Rec (2007) 13 sur l'intégration de la dimension de genre dans l'éducation, la Recommandation CM/Rec (2007) 17 sur les normes et mécanismes d'égalité entre les femmes et les hommes, la Recommandation CM/Rec (2010) 10 sur le rôle des femmes et des hommes dans la prévention et le règlement des conflits et dans la consolidation de la paix, et la Recommandation CM/Rec (2019) 1 sur la prévention et la lutte contre le sexisme.

### A. Mesures axées sur l'égalité de genre dans le domaine des soins (*care*)

31-32. La division genrée du travail rémunéré et non rémunéré, en particulier la persistante répartition inégale du travail de soins non rémunéré entre les femmes et les hommes, constitue un obstacle important à l'égalité de genre. La participation égale des hommes aux activités de soins est un aspect important de la transformation des rôles et des relations de genre. Avant l'épidémie de Covid-19, les femmes au sein de l'Union européenne consacraient chaque semaine 13 heures de plus que les hommes au travail de soins non rémunéré et aux tâches ménagères. Des stratégies, des politiques et des programmes efficaces et proactifs sont nécessaires pour garantir l'égalité de genre en matière de soins, notamment en renforçant le rôle des autorités publiques et des acteurs privés, et en impliquant de manière égale les hommes et les femmes dans les soins et autres travaux non rémunérés.

32-33. Il est également essentiel de s'attaquer aux normes et stéréotypes de genre enracinés pour remédier à la faible participation des hommes aux activités de soins, notamment par des mesures d'éducation et de sensibilisation et des mesures visant à promouvoir l'égalité des parents.



Les gouvernements des Etats membres devraient [adopter] / [envisager d'adopter] les mesures suivantes :

33.34. Contribuer à l'élaboration d'un « *Care Deal* » dans les États membres du Conseil de l'Europe, en promouvant les soins comme une responsabilité de l'État et une responsabilité partagée des hommes et des femmes en tant que salarié-es et que soignant-es égaux. Un tel « *Care Deal* » nécessite également la mise en œuvre de mesures coordonnées et structurelles pour développer des services de soins accessibles, abordables et de qualité pour les enfants, les personnes âgées et les autres personnes dépendantes, et pour améliorer les conditions de travail dans le secteur des soins, y compris les niveaux de rémunération et la sécurité de l'emploi.

34.35. Adopter une législation promouvant la responsabilité égale des hommes, des femmes et de la société en matière de soins, ainsi que la répartition égale du travail de soins non rémunéré entre les femmes et les hommes. Ces mesures pourraient inclure :

- l'introduction d'un congé de paternité indemnisé à 100 %,
- l'introduction d'un congé parental rémunéré non-transférable et d'un congé pour soins aux autres personnes à charge, accessibles à tous les travailleurs et travailleuses,
- garantir la disponibilité d'une organisation de travail flexible pour les femmes et les hommes,
- l'introduction d'un droit à la déconnexion pour tous les travailleurs et travailleuses,
- la révision des systèmes fiscaux afin qu'ils contribuent à une répartition égale des responsabilités de soins entre les femmes et les hommes.

35.36. Encourager les employeurs des secteurs public et privé, ainsi que les partenaires sociaux, à promouvoir des mesures volontaires concrètes favorisant une redistribution égale du travail de soins non rémunéré et l'équilibre entre vie professionnelle et vie privée pour les femmes et les hommes. Ces mesures pourraient inclure :

- des modalités de congés liés aux soins et des conditions de travail flexibles plus attrayantes que celles prévues par la loi pour tous les travailleurs, hommes et femmes, et applicables indépendamment de la fonction,
- des mesures concrètes pour éliminer toute forme de discrimination, de pénalisation ou de stigmatisation à l'encontre des aidants, qu'il s'agisse de femmes ou d'hommes,
- la mise à disposition de services de garde d'enfants de qualité et abordables au sein des entreprises.

36.37. Rendre obligatoire par la loi l'établissement de rapports sur les questions d'égalité de genre par tous les employeurs, incluant les conditions de travail des femmes et des hommes, l'égalité de rémunération, les politiques de conciliation de la vie professionnelle et de la vie privée, et l'égalité d'accès des femmes et des hommes aux postes de décision.

- 37-38. Former et sensibiliser les professionnel·les concerné·es qui sont en contact avec les parents, y compris dans les domaines de l'aide sociale, de la santé et de l'éducation, afin de leur permettre de promouvoir l'égalité de genre dans la parentalité et la participation égale des femmes et des hommes au travail de soins non rémunéré.
- 38-39. Veiller à ce que des représentations diverses et non stéréotypées de la parentalité soient diffusées, notamment dans les milieux de l'éducation, de la protection sociale et des soins de santé. Cela peut également être réalisé par des mesures de communication publique et de politique familiale qui ciblent les parents, de manière non stéréotypée, avec un message fort promouvant les soins comme une responsabilité partagée.
- 39-40. Mener des campagnes de sensibilisation et des campagnes médiatiques avec des messages adaptés aux différents groupes, afin de promouvoir la compréhension du travail de soins non rémunéré et des stéréotypes de genre auprès du grand public.
- 40-41. Adopter des approches et des mécanismes systématiques pour suivre, évaluer et rendre compte de l'impact des mesures visant à impliquer les hommes et les garçons, notamment dans les domaines du travail de soins non rémunéré, des normes sociales et des stéréotypes de genre.
- 41-42. S'attaquer aux choix de carrière stéréotypés selon le genre, en élaborant des outils pédagogiques, du matériel et des activités novateurs à l'intention du personnel enseignant et des conseiller·es d'orientation professionnelle, afin d'éliminer les attentes, les comportements et les choix stéréotypés selon le genre chez les garçons et les filles.
- 42-43. Prendre des mesures pour encourager davantage d'hommes à choisir des carrières dans le secteur des soins, notamment par des campagnes de recrutement ciblant les garçons et les jeunes hommes, des bourses d'études pour les hommes dans les diplômes liés aux soins de santé et aux services sociaux, et en augmentant la visibilité de modèles masculins dans le secteur. Des objectifs spécifiques devraient être fixés pour faciliter le suivi et l'évaluation de ces mesures.
- 43-44. Prendre des mesures, au sein et à l'extérieur des systèmes éducatifs, pour sensibiliser les hommes et les garçons et promouvoir le développement de la pensée critique pour lutter contre le sexisme dans le contenu, le langage et les illustrations des jouets, des bandes dessinées, des livres, de la télévision, des jeux vidéo et autres jeux, des contenus en ligne et des films, y compris la pornographie.
- 44-45. Mettre en œuvre des mesures visant à encourager tous les membres de la société, en particulier les hommes et les garçons, à abandonner les comportements sexistes et les stéréotypes de genre et à adopter un comportement respectueux et sain, notamment dans la sphère numérique, et en particulier à l'égard des jeunes femmes et des filles, des femmes journalistes et personnalités publiques, des politiciennes et des défenseuses des droits humains des femmes.

**B. Mesures axées sur les hommes et les garçons en tant qu'agents de changement pour la réalisation de l'égalité de genre et des droits des femmes, et sur la lutte contre la résistance à l'égalité de genre**

46. Comme stipulé dans la Stratégie pour l'égalité entre les femmes et les hommes 2018-2023 du Conseil de l'Europe, « l'action politique et la prise de décision publique demeurent des sphères dominées par les hommes. En effet, ce sont eux qui établissent les priorités politiques et la culture politique continue de s'articuler autour des expériences de vie et des comportements masculins ». Il est donc important de responsabiliser les dirigeants politiques par rapport aux engagements en faveur de l'égalité de genre et des droits des femmes à tous les niveaux. Les hommes au pouvoir dans d'autres domaines, comme dans les entreprises et les médias, peuvent également jouer un rôle important dans la promotion de l'égalité de genre et des droits des femmes grâce à leur pouvoir de décision, leurs ressources et leur influence.
47. Le patriarcat est souvent à l'origine de normes de genre et de comportements néfastes. Le patriarcat a également un impact négatif sur la formulation des politiques et sur les résultats en termes de prise de décision à tous les niveaux. Il convient d'en tenir compte afin de garantir que les hommes et les garçons jouent un rôle transformateur en faveur de l'égalité de genre.
48. Les idéologies et les mouvements politiques et religieux rétrogrades ainsi que les espaces en ligne misogynes qui s'opposent à ou remettent en question les normes et principes féministes et en matière d'égalité de genre constituent une préoccupation croissante pour les parties prenantes et les organisations qui soutiennent l'égalité de genre et les droits des femmes. Des mesures appropriées sont nécessaires pour contrer cette résistance et limiter l'impact de ces idéologies et mouvements réactionnaires. Pour ce faire, il faut améliorer la connaissance et la sensibilisation sur les différentes formes de résistance et d'opposition, sur les acteurs impliqués, sur leurs liens potentiels avec les mouvements terroristes et concernant la menace qu'ils représentent pour la démocratie et les droits humains. Cela est d'autant plus important que différentes forces contestent les droits dans d'autres domaines liés au genre, tels que la santé et les droits sexuels et reproductifs, l'éducation sexuelle et les droits des personnes LGBTI.

Les gouvernements des Etats membres devraient [adopter] / [envisager d'adopter] les mesures suivantes :

49. Assurer un engagement au plus haut niveau envers la promotion active d'une culture institutionnelle qui rejette la discrimination et la violence fondées sur le genre, le sexisme, les stéréotypes et les dynamiques de pouvoir basés sur le genre dans le secteur public et privé. Ces mesures pourraient inclure :
- l'adoption et la mise en œuvre de mesures contraignantes sur la parité et les quotas pour les postes décisionnels politiques, publics et privés,

- l'adoption et la mise en œuvre de codes de conduite comprenant des mécanismes de recours et des sanctions, afin de fournir des conseils aux agent-es dans les domaines publics et privés dans différentes situations,
  - l'adoption par les hommes dirigeants d'engagements ou d'objectifs concrets concernant la participation équilibrée des hommes et des femmes, la lutte contre la discrimination fondée sur le genre et l'affectation de fonds suffisants aux mesures et programmes visant à promouvoir l'égalité de genre et à combattre la violence à l'égard des femmes,
  - l'engagement public de ne pas tenir ou de ne pas participer à des panels publics ou à des organes décisionnels composés uniquement d'hommes et d'associer les femmes à la planification des événements.
50. Développer des mécanismes de suivi démocratiques et transparents encourageant les décideurs à tous les niveaux, y compris les chefs de gouvernement et de partis politiques, à rendre compte des actions entreprises pour mettre en œuvre les normes et engagements nationaux, européens et internationaux relatifs à l'égalité de genre et aux droits des femmes.
  51. Identifier, encourager et mobiliser les voix des hommes dirigeants, y compris les politiciens, les diplomates, les fonctionnaires et les membres des forces armées, pour soutenir l'égalité de genre, l'implication des femmes dans les relations internationales, et la mise en œuvre complète des engagements internationaux existants sur les femmes, la paix et la sécurité.
  52. Prendre des mesures concrètes, par exemple par la sensibilisation, la recherche, la formation et l'adoption de codes de conduite, pour contester et discréditer les styles de leadership misogynes, dominateurs ou violents dans l'arène publique et à tous les niveaux.
  53. Développer et soutenir des sessions de formation ciblées pour les responsables politiques de haut niveau, en particulier les hommes, sur les droits humains, l'égalité de genre et la non-violence, afin de lutter contre les préjugés inconscients et de les sensibiliser sur les normes en vigueur et les défis qui subsistent, et d'assurer le progrès.
  54. Encourager et soutenir l'adoption de politiques et d'actions internes, ainsi que de formations obligatoires sur les normes et les stéréotypes de genre, l'égalité de genre, la lutte contre la discrimination, le sexisme, le harcèlement sexuel et la violence sur le lieu de travail, ciblant les décideurs, et en particulier les hommes, dans les entreprises et les services privés et publics.
  55. Dans le cadre des initiatives gouvernementales, publier des déclarations publiques claires sur les raisons pour lesquelles les hommes et les garçons devraient être impliqués de manière significative dans les politiques d'égalité de genre et les soutenir.
  56. Créer des structures durables de consultation et de partenariat avec les ONG pertinentes de femmes et les organisations pertinentes travaillant avec les hommes et les garçons et actives dans le domaine de la promotion de l'égalité de genre, afin d'assurer leur participation significative, ainsi que la responsabilité et la transparence dans la mise en œuvre des

politiques et des initiatives visant à faire participer les hommes et les garçons dans les efforts pour atteindre l'égalité de genre.

57. En étroite consultation avec les ONG de femmes concernées et les organisations pertinentes travaillant avec les hommes et les garçons, élaborer des critères pour la conception et le financement des stratégies et activités liées au rôle des hommes et des garçons dans les politiques d'égalité de genre, comprenant notamment :
  - un objectif déclaré de promotion de l'égalité de genre et une adhésion totale aux politiques et normes internationales établies en matière de promotion de l'égalité de genre et de lutte contre la violence à l'égard des femmes,
  - la garantie que les politiques et les activités visant à impliquer les hommes et les garçons n'aient pas d'impact négatif sur le financement, la légitimité et la visibilité des programmes et des organisations promouvant les droits, l'autonomisation et le leadership des femmes,
  - la garantie que les activités soient fondées sur des données probantes et reflètent les données scientifiques et la recherches à jour, pertinentes et précises dans les domaines de l'égalité de genre et de la lutte contre la violence à l'égard des femmes.
58. Soutenir les organisations, les projets et les programmes, y compris les activités de formation, sur les hommes et les garçons dans les politiques d'égalité de genre qui répondent aux critères ci-dessus.
59. Prendre des mesures pour assurer la sécurité et la protection des enseignant-es et des autres professionnel-les qui élaborent et mettent en œuvre des programmes en matière d'égalité de genre - en particulier avec les enfants et les jeunes - et qui peuvent être la cible d'attaques de groupes antiféministes.
60. Prendre des mesures pour mieux identifier et comprendre les stratégies utilisées par les mouvements régressifs y compris les mouvements masculinistes/antiféministes et les espaces misogynes en ligne, pour s'opposer à l'égalité de genre et mettre en œuvre des interventions préventives pour limiter leur potentiel de recrutement, de nuisance et d'impact négatif sur la démocratie, le discours politique et public et les politiques en matière d'égalité de genre.
61. Encourager l'organisation de conférences publiques et de campagnes de sensibilisation pour déconstruire et remettre en question les discours misogynes et sexistes, ainsi que les mythes et les idées reçues concernant les politiques d'égalité de genre et les mouvements féministes.
62. Inviter les organismes travaillant sur la lutte contre le terrorisme au niveau national à adopter une approche genrée de la lutte contre le terrorisme et de la prévention de l'extrémisme violent, en se concentrant notamment sur les liens entre les mouvements violents masculinistes/antiféministes et le terrorisme.

**C. Mesures visant à réduire les effets négatifs des normes sociales et des stéréotypes de genre sur les hommes et les garçons**

63. En 2021, la proportion de jeunes quittant prématurément l'enseignement et la formation était légèrement plus élevée chez les jeunes hommes que chez les jeunes femmes (étaient considérées les personnes âgées de 18 à 24 ans ayant terminé au maximum le premier cycle de l'enseignement secondaire et ne poursuivant pas d'études ou de formation au moment de l'enquête). Les jeunes qui quittent prématurément l'école courent un risque plus élevé de chômage, d'exclusion sociale et de pauvreté. L'origine sociale et le contexte migratoire influencent fortement le décrochage scolaire précoce et certains groupes de jeunes hommes sont plus susceptibles d'abandonner l'école pour chercher un emploi rémunéré. Il convient donc d'adopter une approche genrée et intersectionnelle pour traiter cette question.
64. Les normes sociales et les stéréotypes ont également une incidence différente sur l'état de santé des femmes et des hommes. Les hommes sont plus susceptibles d'adopter des comportements à haut risque en raison des images stéréotypées sur les hommes et la masculinité, ce qui se traduit par davantage de violence de rue, d'abus d'alcool et des taux de suicide plus élevés. Les hommes ont également des besoins différents en matière de santé sexuelle et reproductive, notamment en ce qui concerne la contraception, la prévention et le traitement du VIH et autres maladies sexuellement transmissibles (MST), ainsi qu'en relation avec les cancers qui touchent les hommes. Pourtant, ces besoins ne sont souvent pas satisfaits en raison d'une combinaison de facteurs, notamment un mauvais comportement de recherche de solutions de santé chez les hommes.
65. Il est de plus en plus évident qu'une éducation sexuelle complète a des effets positifs sur les garçons et les filles et peut contribuer à transmettre des messages forts en faveur de l'égalité entre les femmes et les hommes, notamment par le développement de relations sociales et sexuelles respectueuses, la promotion de rôles de genre non stéréotypés et la réduction des comportements à risque, en particulier chez les jeunes hommes, en ce qui concerne les relations sexuelles, la contraception, le VIH et les autres MST.
66. Les attentes sociétales et les normes de genre relatives à la masculinité sont liées à la plus grande tendance pour les hommes de se livrer à des actes de violence et de participer à des groupes extrémistes. Les hommes et les garçons sont également vulnérables à la violence et aux abus commis par d'autres hommes, notamment pour ce qui est de la violence de guerre, en tant que victimes d'homicides, ainsi que concernant la violence liée à la discrimination raciale et ethnique.
- Les gouvernements des Etats membres devraient [adopter] / [envisager d'adopter] les mesures suivantes :
67. Reconnaître et combattre les stéréotypes de genre dans les processus d'enseignement et d'apprentissage (notamment les attentes peu élevées concernant la réussite des garçons) et élaborer des pratiques d'enseignement sensibles au genre mieux à même de motiver et d'intéresser les garçons et les filles.

68. Introduire des politiques et des mesures fondées sur des données probantes pour lutter contre le décrochage scolaire et l'abandon précoce de l'école, en adoptant une approche intersectionnelle pour étudier comment le genre peut interagir avec d'autres facteurs, tels que l'origine sociale et le statut migratoire.
69. Veiller à ce qu'une éducation sexuelle complète - notamment sur les normes et les stéréotypes de genre, la signification du consentement et les comportements responsables dans les relations intimes - soit prévue par la loi, et à ce qu'elle soit obligatoire, dotée de ressources suffisantes et intégrée dans le système éducatif dès les premières années d'école.
70. Évaluer et réviser régulièrement les programmes d'éducation sexuelle, afin de s'assurer qu'ils sont précis, fondés sur des données probantes et répondent aux besoins existants des filles et des garçons.
71. Adopter des politiques et des mesures, y compris des programmes ciblant les jeunes dans l'enseignement formel et en dehors de celui-ci, pour lutter contre les manifestations néfastes de la masculinité, notamment la violence masculine à l'égard des hommes et ses conséquences.
72. Assurer la disponibilité et l'accessibilité de services de soutien général pour les hommes et les garçons victimes de violence, y compris de violence domestique, ainsi que l'accès à des services sanitaires et sociaux appropriés, dotés de ressources suffisantes, et assurer la formation des professionnel·les à l'aide aux victimes.
73. Rendre visible le coût sociétal et financier de la masculinité néfaste et restrictive, notamment en ce qui concerne la perpétration et l'exposition à la violence, les risques pour la santé et le bien-être, les comportements à haut risque, le risque de suicide et l'insatisfaction dans la vie.
74. Mettre en œuvre des politiques de santé publique fondées sur des données probantes et élaborer des programmes de promotion de la santé qui répondent aux besoins des hommes et des garçons, sur la base d'une analyse intersectionnelle des besoins et des résultats en matière de santé.
75. Promouvoir l'inclusion de l'égalité de genre dans les programmes de formation initiale et continue de l'ensemble des professionnel·les des secteurs de l'éducation, de la santé, de la protection sociale et des soins, y compris pour ce qui concerne la transformation des normes de genre et la promotion de changements comportementaux positifs.
76. Concevoir et mettre en œuvre des initiatives fondées sur des données probantes ciblant les hommes et les garçons, telles que des campagnes de sensibilisation et des activités d'information, afin d'améliorer l'utilisation par les hommes des services de soins de santé, notamment en matière de santé mentale, de dépistage du cancer, de vaccination et de santé sexuelle et reproductive.

**D. Mesures visant à impliquer les hommes et les garçons dans la lutte contre la violence à l'égard des femmes**

77. Si tous les hommes ne sont pas auteurs de violences, la violence à l'égard des femmes est une manifestation des relations de pouvoir inégales entre les femmes et les hommes et elle a un impact sur l'ensemble de la société. Les hommes et les garçons ont un rôle essentiel à jouer dans la lutte contre toutes les formes de violence à l'égard des femmes dans leurs différents rôles, notamment en tant qu'alliés, témoins et spectateurs.
78. L'impunité des auteurs d'actes de violence à l'égard des femmes reste l'un des principaux défis à relever. La question de l'efficacité des sanctions telles que prévues par les normes internationales existantes, y compris la Convention d'Istanbul, devrait être abordée dans le cadre des mesures relatives aux hommes et à l'égalité de genre.
79. La violence domestique devrait être un facteur essentiel dans la détermination de la garde des enfants, comme l'exige l'article 31 de la Convention d'Istanbul, car la violence domestique a un impact direct sur la vie des enfants. Le GREVIO, le mécanisme de suivi de la Convention d'Istanbul, a noté dans plusieurs rapports de base que les Parties ont tendance à privilégier une interprétation de « l'intérêt supérieur de l'enfant » comme le droit de maintenir à tout prix le contact avec les deux parents, indépendamment des violences dont les enfants ont été témoins. En outre, la soi-disant « aliénation parentale », un concept rejeté par la communauté scientifique, a été instrumentalisée avec succès par les mouvements masculinistes/antiféministes et elle est souvent invoquée pour refuser la garde de l'enfant à une mère et l'accorder à un père accusé ou condamné de violence domestique.

Les gouvernements des Etats membres devraient [adopter] / [envisager d'adopter] les mesures suivantes :

80. Développer et mettre en œuvre des initiatives et des interventions systématiques, nationales et durables de prévention de la violence - en particulier auprès des hommes et des garçons - concernant toutes les formes de violence à l'égard des femmes, dans le cadre de programmes d'éducation formelle et informelle, ainsi qu'auprès du grand public.
81. Élaborer et mettre en œuvre des interventions dans le domaine de l'éducation qui contribuent à créer des environnements entre pairs, en particulier chez les jeunes hommes, qui encouragent la masculinité non violente et dans lesquels ils se sentent en sécurité pour s'ouvrir et assumer la responsabilité de la violence masculine à l'égard des femmes, y compris en tant que témoins et spectateurs.
82. Soutenir la mise en œuvre de programmes pour l'intervention des témoins de violence, en particulier dans l'enseignement secondaire et à l'université, qui soient fondés sur une approche transformatrice en termes de genre et qui fournissent aux hommes les connaissances et les compétences nécessaires pour remettre en question leurs pairs de manière sûre et efficace. Ces programmes devraient faire l'objet d'une évaluation solide afin de mesurer les changements d'attitudes et de comportements au fil du temps.



83. S'attaquer à l'impunité pour toutes les formes de violence à l'égard des femmes en prenant des mesures pour identifier les forces, les faiblesses et les domaines à améliorer dans les réponses de l'État, pour promouvoir la responsabilité des organismes publics, et fixer des objectifs spécifiques et limités dans le temps afin d'augmenter les taux de signalement et de condamnation des infractions couvertes par la Convention d'Istanbul.
84. Prendre des mesures pour augmenter le taux de participation aux programmes destinés aux auteurs de violences domestiques et aux programmes de traitement des délinquants sexuels. Cela peut se faire par l'intégration dans le système de justice pénale des renvois vers les programmes pour auteurs de violences, comme outil de réduction de la récidive, tout en veillant à ce que ces renvois ne remplacent pas les poursuites, les condamnations ou les peines.
85. Élaborer des lignes directrices relatives au fonctionnement des programmes destinés aux auteurs d'infractions afin de garantir des normes de qualité de base et d'assurer une approche centrée sur les victimes en ce qui concerne leur sécurité, leur soutien et leurs droits humains. Les États membres pourraient envisager d'adopter un processus d'accréditation pour garantir de telles normes.
86. Organiser ou renforcer la formation initiale et continue systématique des professionnel·les concerné·es, y compris la police, les procureur·es, les avocat·es et les juges, sur toutes les formes de violence à l'égard des femmes et des filles, sur la prévention et la détection de cette violence, les besoins et les droits des victimes, ainsi que sur la manière de prévenir la victimisation secondaire. Cette formation doit s'appuyer sur des protocoles et des lignes directrices actualisés et clairs, fondés sur une compréhension genrée de la violence à l'égard des femmes et de la violence domestique.
87. Fournir aux professionnel·les désigné·es par les tribunaux, y compris les professionnel·les de santé, une formation initiale et continue systématique et obligatoire sur toutes les formes de violence à l'égard des femmes, y compris les effets de cette violence sur les victimes ainsi que sur les enfants victimes et témoins, afin de leur permettre de fournir des conseils d'experts dans les procédures judiciaires concernant les droits de garde et de visite des enfants.
88. Compte tenu de l'absence de fondement scientifique du soi-disant « syndrome d'aliénation parentale » et de l'impact de son utilisation sur les femmes et les enfants, les États membres ne devraient pas l'utiliser dans les procédures judiciaires relatives à la détermination des droits de garde et de visite.
89. Élaborer des stratégies intégrées et coordonnées pour s'attaquer à la demande qui favorise la traite et l'exploitation des femmes et des filles, notamment en menant des enquêtes publiques sur le nombre et la proportion d'hommes ayant acheté des rapports sexuels, et en menant des campagnes de sensibilisation et d'information à l'intention des hommes et des garçons.

90. Encourager différentes parties prenantes, telles que les institutions sportives et culturelles, les services de transport public, ainsi que les entreprises privées, notamment les centres commerciaux, les restaurants et les bars, à élaborer des campagnes de communication et d'information ciblant les hommes et les garçons sur la prévention de toutes les formes de violence à l'égard des femmes.

**E. Mesures favorisant le développement et la diffusion de la recherche scientifique et des données sur les inégalités de genre et les droits des femmes**

91. Souvent, les données ventilées par sexe et par genre ne sont toujours pas systématiquement collectées ou disponibles dans tous les domaines politiques. Il est essentiel de disposer de données fiables et comparables pour évaluer avec précision les progrès réalisés sur les principaux indicateurs en matière d'inégalité de genre et pour identifier les personnes les plus touchées, ainsi que pour évaluer comment ces inégalités de genre interagissent avec d'autres formes de discrimination. Des données solides permettent aux gouvernements de mieux concevoir, adapter, suivre et évaluer les politiques en répondant aux besoins spécifiques des femmes et des hommes.
92. En outre, il existe des preuves solides suggérant que la recherche et les établissements d'enseignement supérieur reproduisent les valeurs sociales qui conduisent aux inégalités de genre et que des préjugés inconscients ou implicites peuvent entraver la conception et l'analyse objectives dans la recherche. Les données résultant de ces biais dans la recherche sont exploitées par les mouvements masculinistes/antiféministes et d'autres mouvements régressifs pour saper les progrès en matière d'égalité de genre et de droits des femmes.

Les gouvernements des Etats membres devraient [adopter] / [envisager d'adopter] les mesures suivantes :

93. Promouvoir l'égalité de genre dans la recherche scientifique, ainsi que l'intégration de la dimension du sexe et du genre dans la méthodologie et l'analyse de la recherche, en veillant à ce que ces analyses soient utilisées et diffusées de manière appropriée et qu'elles alimentent les politiques et mesures visant à promouvoir l'égalité de genre.
94. Promouvoir la recherche scientifique qui incluant une approche intersectionnelle des inégalités de genre, afin de mieux informer les politiques, en introduisant d'autres variables démographiques dans les méthodologies de recherche.
95. Renforcer la capacité institutionnelle à collecter des données solides et fiables ventilées par âge et par sexe, et selon d'autres variables si nécessaire et approprié, dans tous les domaines politiques. Un financement adéquat doit être alloué aux organismes et organisations qui collectent ces données, notamment les bureaux nationaux de statistiques et les instituts de recherche qui réalisent des enquêtes à grande échelle, ainsi que les organismes de promotion de l'égalité, les institutions publiques et les organisations de la société civile qui réalisent des enquêtes ciblées sur les besoins et les expériences des femmes et des filles, et des hommes et des garçons.

96. Recueillir et analyser systématiquement des données ventilées par sexe sur la répartition et le type de travail de soins non rémunéré effectué par les femmes et les hommes, y compris au moyen d'enquêtes sur l'emploi du temps réalisées à intervalles réguliers, afin de mieux comprendre et suivre les changements dans la répartition du travail de soins non rémunéré entre les hommes et les femmes et leurs liens avec les politiques et les programmes.
97. Utiliser les outils de la budgétisation sensible au genre pour promouvoir des politiques fiscales et budgétaires qui contribuent à l'égalité de genre, y compris des évaluations à intervalles réguliers de la valeur économique du travail de soins non rémunéré en pourcentage du PIB, et diffuser largement les résultats de ces évaluations.
98. Lancer, soutenir et financer des recherches sur les perceptions des hommes et des garçons concernant l'égalité de genre et les droits des femmes, afin d'informer les acteurs des politiques d'égalité et de sensibiliser le public, en particulier les hommes, au rythme du changement et aux diverses attitudes des hommes en matière d'égalité de genre et de droits des femmes.
99. Lancer, financer et soutenir la recherche sur les interrelations entre les différences biologiques liées au sexe et les facteurs socio-économiques et culturels qui influencent le comportement des femmes et des hommes et leur accès aux services de santé, afin de permettre des interventions fondées sur des données probantes et des politiques tenant compte de la dimension de genre.
100. Promouvoir un langage et une communication sensibles au genre, par exemple en produisant du matériel et des outils de formation comme prévu dans les recommandations pertinentes du Comité des Ministres du Conseil de l'Europe aux Etats membres.

### III. Rapports et évaluation

101. Ces lignes directrices demandent aux États membres de suivre les progrès de leur mise en œuvre et d'informer le(s) comité(s) directeur(s) compétent(s) des mesures prises et des progrès réalisés.
102. **Les rapports doivent être réguliers** et inclure des informations **concernant** :
  - les stratégies, mesures, programmes et pratiques prometteuses qui traitent de la place des hommes et des garçons dans les politiques d'égalité de genre et dans les politiques pour combattre la violence à l'égard des femmes,
  - les recherches entreprises et soutenues pour fournir des données sur la place des hommes et des garçons dans les politiques d'égalité de genre et dans les politiques pour combattre la violence à l'égard des femmes, ainsi que les résultats de ces recherches,
  - les mesures et campagnes nationales de sensibilisation entreprises à tous les niveaux, y compris les moyens par lesquels elles ont été menées.

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MARIA ELLUL

13/09/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

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**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society; that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women’s rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.



## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantages linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## **II. Proposed measures for member States**

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
- introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
- offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, [in accordance with their logistical capacity](#), including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

**Commented [DJaHR1]:** No objection to this in principle – employers' discriminatory treatment should not only be identified after the victim has instituted proceedings, which is a daunting task for any employee. However, differing levels of reporting obligations should be expected from different levels of employers, such that SMEs are compliant without being faced with disproportionate burdens – principle of proportionality.

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

Commented [DJaHR2]: What is included in the terms "public panels" and "decision-making bodies"?

Commented [ADaHR3R2]: Clarity on this point would help its de facto implementation.

52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people - and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist "men's rights" movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist "men's rights" movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.



66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.
68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.
69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.
70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.
71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.
72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.
73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.
74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.

76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

#### D. Measures to strengthen the role of men and boys in combating violence against women

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.

78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

79. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.

81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

**Commented [CTaC4]:** Gender-based violence (to include intersectional forms of violence: LGBTQ+, child-to-parent, parent-to-child, migrants, violence on men etc) and not preclude any victim from reaching out because the victim does not identify as a woman. This applies throughout the section.

**Commented [CTaC5]:** Include 'activist victims' as men & boys' role

**Commented [DJaHR6]:** Whilst we are in agreement that PA may be claimed frivolously by abusive partners to deny child custody to the other parent and to perpetuate control over their ex-partner, PA is neither "rejected by the scientific community" nor is it always claimed by fathers who are accused or convicted of domestic violence. Things are not so "black-and-white", and they should not be portrayed as such. The terms 'parental alienation' and 'parental alienation syndrome' are not included in the diagnostic codes, e.g., ICD and DSM, and organisations like WHO, EAP, and EAPAP recognise that the conventional psychological interventions are not adequate in PA cases. **However**, they do not claim that parental alienation does not exist or that it is only used by accused/convicted fathers. In fact, many experts in the field describe PA as **child psychological abuse**.

**Commented [ADaHR7]:** We suggest deletion of this phrase.

**Commented [CTaC8]:** We would reword this: 'explore their identities and express themselves with regard to dominant patriarchal ideology in society that harms both individuals on a personal level as well as in human relationships.'

**Commented [CTaC9]:** This sentence would be better applied to points 84 & 85 in relation to perpetrator programmes. For point 81, we would reword this sentence as 'Such environments would help young people appreciate their personal power to make a difference in their relationships with others and in society in general.'

82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
87. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
89. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

**Commented [CMaHR10]:** MEYR would like to receive further information about the point raised in paragraph 82 about "violence bystander intervention programmes" and how these have been implemented in other institutions.

**Commented [CTaC11]:** We would specify '... effectively in relation to gender stereotypes and sexist attitudes'

**Commented [CTaC12]:** We would reword this 'attitudinal change as well as behavioural change over time'

**Commented [CTaC13]:** We would reword this 'an approach that is centred on the victimised individual, especially with regard to safety, support services and human rights whilst also supporting the needs and rights of the perpetrator.' (We prefer to use the term 'victimised' rather than 'victim' to avoid labelling)

**Commented [DJaHR14]:** See comment for Guideline 79. Regarding the scientific grounds, organisations like WHO, EAP, and EAPAP have not claimed that there is no scientific evidence of symptoms prevalent in alienated children. Whilst recognising that the term PAS has been excluded from diagnostic codes, that does not mean that they deny the existence of scientific evidence of such symptoms. In fact, they recommend that practitioners use already existing coding, not that symptoms of alienation should be completely disregarded (whichever term they are attributed).

**Commented [ADaHR15]:** We suggest the deletion of this paragraph.

**Commented [CTaC16]:** We would reword this as 'children' given that boys are also exploited for sex.

**Commented [CTaC17]:** To keep in mind that the gendered dimension of human trafficking is not restricted to sexual exploitation but it can also include victimisation in employment such as in care work settings.

90. Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**Commented [CTaC18]:** We feel that more importance should be given to the phenomenon of cyberviolence.

#### **E. Development and dissemination of scientific research and data on gender inequality and women's rights**

91. Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.
92. In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

**Commented [CMaHR19]:** MEYR is requesting reference/access to the studies referred to in this paragraph about how research and higher education institutions "reproduce social values leading to gender inequalities"

The governments of the member States should [adopt] / [consider adopting] the following measures:

93. Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.
94. Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.
95. Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.
96. Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

97. Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.
98. Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.
99. Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.
100. Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### **III. Reporting and evaluation**

101. These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.
102. Reporting should be regular and include information on:
  - strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
  - research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
  - national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

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**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);



7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women’s rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## **II. Proposed measures for member States**

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
  - introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
  - offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.



52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist “men’s rights” movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist “men’s rights” movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.
68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.
69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.
70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.
71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.
72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.
73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.
74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.
76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.
78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.
79. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.

81. Involve men and boys in all gender-based violence programmes as agents for change (as allies and targets).

80-82. Develop or review national gender equality policies in relation to the role of men and boys in combating gender based violence

81-83. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in

which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

84. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.

82-85. [Support training of male programme staff in development agencies on GBV as human rights and gender equality issues](#)

83-86. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.

84-87. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.

85-88. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.

86-89. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.

87-90. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.

88-91. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.

[89-92](#). Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

[90-93](#). Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

#### **E. Development and dissemination of scientific research and data on gender inequality and women's rights**

[91-94](#). Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

[92-95](#). In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

[93-96](#). Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

[94-97](#). Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

[95-98](#). Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

~~96.99.~~ Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

~~97.100.~~ Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.

~~98.101.~~ Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.

~~99.102.~~ Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.

~~100.103.~~ Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

~~101.104.~~ These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.

~~102.105.~~ Reporting should be regular and include information on:

- strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
- research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
- national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

SPAIN

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13/09/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

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**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**



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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, [socio-economic status](#), property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women’s rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination, [sexism](#) and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

Comentado [LF1]: Agreed language.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies, care policies, and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes of the latter. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should include an intersectional approach; that is, take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, socio-economic status, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. ~~This means taking an intersectional approach.~~

Comentado [LF2]: Agreed language

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should ~~complement~~ serve to reinforce and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Without diverting resources from the promotion of women's rights, empowerment and leadership, Member States should ~~ensure the allocation of~~ additional funding to measures involving men and boys, aimed at achieving gender equality and strengthening women's and girls' rights without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken in this regard is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.
30. Gender norms, stereotypes and sexism regarding care and domestic responsibilities, with women carrying out a disproportionate share, need to be addressed to achieve an equal sharing of these responsibilities between women and men.
- 2.

Comentado [FVdPL3]: In line with the proposed Measures focusing on addressing gender equality in care, included in section II.

### III.II. Proposed measures for member States

29-31. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of sexism, social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting

the development and dissemination of scientific research and data on gender inequalities and women's rights.

~~30-32~~. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

#### A. Measures focusing on addressing gender equality in care

~~31-33~~. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care and domestic work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.

~~32-34~~. Tackling entrenched gender norms and stereotypes and sexism is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

~~33-35~~. Contribute to the development of a so-called "Care Deal" in Council of Europe member States, by promoting care as a responsibility of the State and to be an equally a shared responsibility of men and women ~~as equal earners and equal carers~~. Such a "Care Deal" also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, taking into account the needs of single parents, and to improve working conditions in the care sector, including remuneration levels and job security.

**Comentado [LF4]:** We propose to use agreed language: the equal sharing of care responsibility between women and men. We also propose to delete reference to men and women as equal earners and equal carers since linking those terms can clearly lead to inequality.

~~34~~36. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include, among others:

- introducing paternity leave at 100% compensation,
- introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
- ensuring the availability of flexible working arrangements for both women and men,
- introducing a right to disconnect for all workers,
- reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.

~~35~~37. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal ~~redistribution-sharing~~ of unpaid care and domestic work and to work-life balance for women and men. Such measures may include:

- offering ~~better more attractive~~ care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
- ~~the taking concrete measures to~~ elimination of gender stereotypes, social norms and sexism ~~all forms of discrimination, penalisation, or stigma~~ against carers, be they women or men,
- offering quality and affordable childcare facilities within companies.
- Promote the exchange of successful practices within companies.

~~36~~38. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.

~~37~~39. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care and domestic work.

~~38~~40. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.

~~39~~41. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work, -its value and -gender stereotypes that exist among the general public that hinder the equal sharing between women and men.

**Comentado [LF5]:** On a general basis, the elimination of all forms of discrimination, penalisation against carers, is not a voluntary measure for employers in the public and private sector and social partners, as stated in the heading of this paragraph, but a legal obligation.



~~40-42.~~ Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of regarding the equal sharing of unpaid care work, social norms and gender stereotypes.

**Comentado [LF6]:** Social norms and gender stereotypes are not an area as is unpaid care work.

~~41-43.~~ Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.

~~42-44.~~ Take measures to adequately measure and value care work, its contribution to the economy and the gross domestic product and to social well-being, through encourage more men to choose careers in care, inter alia through recruitment awareness-raising campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of carers and the role they carry out, improving caring careers and the quality of jobs with adequate pay, social protection and labour rights, as well as their professional development and promotion male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.

**Comentado [FVdPL7]:** Taking into account that jobs in the care sector are often low in quality and precarious in nature and that skills stereotypically attributed as natural to women, can often be invisible, which leads to their undervaluation and low pay, what is essential is to give value and make visible the importance and contribution of care careers and care work for all those who work in this sector.

~~2.~~ Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.

**Comentado [LF8]:** We consider that this measure is not specifically related with care and would fit in better in section C. "Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys". **It is now included after paragraph 67.**

~~3.~~ Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**Comentado [LF9]:** We consider that this measure is not specifically related with care and would fit in better in section C. "Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys". **It is now included after paragraph 71.**

#### **D.B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

~~43-45.~~ As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.

~~44-46.~~ Patriarchy is a often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

[45-47.](#) Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements, [how they are financed](#) and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

[46-48.](#) Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:

- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
- the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
- the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
- public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.

[47-49.](#) Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.

48.—Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

**Con formato:** Fuente: Palatino Linotype

**Con formato:** Párrafo de lista, Justificado, Sangría:  
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[49-51](#). Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.

[50-52](#). Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.

[51-53](#). Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.

[52-54](#). In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.

[53-55](#). Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.

[54-56](#). In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in [furthering](#) gender equality policies, including:

- a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
- to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
- to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.

[55](#). Support organisations, projects and programmes, including training activities, on men and boys [engaged in achieving](#) gender equality policies that fulfil the above criteria.

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~~56-58.~~ Take measures to ensure the safety and protection of teachers and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.

~~57-59.~~ Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist “men’s rights” movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, obtain financing, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.

~~58-60.~~ Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.

~~59-61.~~ Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist “men’s rights” movements and terrorism.

#### **E.C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

~~60-62.~~ In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.

~~61-63.~~ Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.

~~62-64.~~ ~~There is increasing evidence that e~~Comprehensive sexuality education has positive effects on both boys and girls and can contribute to eliminate patriarchal socio-cultural patterns, conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual culture and relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, including equal sharing of responsibility regarding its use, -and HIV and other STDs.

**Comentado [LF10]:** This phrase does not seem to fit in well with the rest of the paragraph.

~~63-65.~~ Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

~~66.~~ Recognise and challenge gender stereotypes [and sexism](#) in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.

~~64-67.~~ [Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.](#)

~~65-68.~~ Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.

~~66-69.~~ Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.

~~70.~~ Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.

~~67-71.~~ [Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders](#)

~~68-72.~~ Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.

~~69-73.~~ Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims, [without diverting resources from the promotion of women's rights, empowerment and leadership.](#)

~~74.~~ Make visible the societal and financial costs, [especially for women, girls and boys,](#) of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.

**Comentado [LF11]:** Paragraph 44, moved to this section. See comments on para. 44

**Comentado [LF12]:** Paragraph 45, moved to this section. See comments on para. 45.

**Comentado [LF13]:** As stated in paragraph 26 of these guidelines.

~~70-75.~~ Implement evidence-based public health policies, ~~and~~ develop health promotion programmes, ~~including awareness raising campaigns and informational activities,~~ that address, ~~as previously stated,~~ harmful manifestations of masculinity and the ensuing the needs of men and boys, based on an intersectional analysis ~~of health needs and health outcomes.~~

~~71-76.~~ Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.

~~6.~~ ~~Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.~~

**Comentado [LF14]:** This paragraph is too broad and needs to be linked to the section we are in (*Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys*). The changes proposed therefore aim to link the measure to what has previously been stated in this section. In addition, for reasons of clarity and concision, it has been merged with para. 76 that dealt with the same subject-matter.

#### **~~G.D.~~ Measures to strengthen the role of men and boys in combating violence against women**

~~72-77.~~ While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.

~~73-78.~~ Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

~~74-79.~~ Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

~~75-80.~~ Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.

~~76-81.~~ Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in

**Comentado [LF15]:** Para. 76 merged with para 74 since it deals with the same subject-matter, linking it also to the section we are in.

which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

- [77-82](#). Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
- [78-83](#). Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
- [79-84](#). Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
- [80-85](#). Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
- [81-86](#). Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
- [82-87](#). Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
- [83-88](#). Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
- [84-89](#). Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

[85-90](#) Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

#### **H.E. Development and dissemination of scientific research and data on gender inequality and women's rights**

[86-91](#) Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

[87-92](#) In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

[88-93](#) Promote gender equality in scientific research, [using sex-disaggregated data](#) as well as the integration of the ~~sex and~~ gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

[89-94](#) ~~Promote~~ [Strengthen](#) scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

[90-95](#) Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

[91-96](#) Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.



[92-97](#). Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.

[93-98](#). Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.

[94-99](#). Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.

[95-100](#). ~~Promote~~ **Strengthen** gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

#### **IV.III. Reporting and evaluation**

[96-101](#). These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.

[97-102](#). Reporting should be regular and include information on:

- strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
- research undertaken and supported to provide data on the place of men and boys in [achieving](#) gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
- national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

SWEDEN

KARIN BENGTON

13/09/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC\_(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

**Commented [FR1]:** SE suggestion: Add and "girls", since "boys" are included in the title.

The text is not consistent with regards to the usage of "women" or "women and girls". Please see suggested alternatives throughout the document.

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women and girls;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women and girls's rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women and girls;
17. Invites member States to:
  - Take steps to implement ~~ensure that~~ these guidelines and that they are widely disseminated with a view an encouragement to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

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## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women and girls, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

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### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women and girls.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

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"Gender equality entails equal rights for women and men, girls and boys".

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men girls and boys; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting women and girls ~~and women~~ or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women and girls's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women and girls's rights and combating violence against women and girls.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women and girls's rights.

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Commented [FR8]: SE: Please consider switching places. The sentence starts with "Measures involving men and boys". It would therefore be more consistent to phrase it as "women and girls".

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## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women and girls's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women and girls; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women and girls's rights.



31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women [and girls](#) against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
- introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal sharing of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
- offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

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41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care related diplomas, and by increasing the visibility of male role models in the sector. ~~Specific targets should be set to facilitate the monitoring and evaluation of measures.~~
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

**Commented [KB15]:** SE: suggest deleting. Mainly a question for employers in the care sector.

**Commented [KB16]:** SE: strongly suggest deleting. Giving scholarships to just one group (in this case men) is discrimination.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:

- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
- the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
- the adoption of pledges or concrete targets by ~~men~~ leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women and girls,
- ~~public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events which does not consist of both women and men.~~

50. Develop democratic and transparent monitoring mechanisms ~~encouraging men-women and men~~ in decision-making at all levels, including ~~male~~ heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women and girls's rights.

51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

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Commented [KB18]: SE: suggest deleting as both women and men can be part of setting these targets.

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52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue ~~clear public statements information~~ on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
- a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women and girls,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women and girls's rights, empowerment and leadership,
  - to ensure that activities on engaging men and boys are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women and girls.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

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59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist "men's rights" movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist "men's rights" movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. ~~Social origin~~ Socio-economic and migration background are ~~important~~ examples of factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men gender equality, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

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Commented [KB28]: SE: suggest use "examples" as there are more factors that effect.

~~66.~~ Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

~~67-66.~~ Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-responsive sensitive teaching practices that are more conducive to motivating and engaging boys and girls.

~~68-67.~~ Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.

~~69-68.~~ Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.

~~70-69.~~ Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.

~~71-70.~~ Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and boys and its impacts.

~~72-71.~~ Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.

~~73-72.~~ Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.

~~74-73.~~ Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

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**Commented [KB30]:** SE: proposes deletion since intersectional approach is already mentioned above.

**Commented [KB31]:** SE: wonder what this means here?

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~~75-74~~. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.

~~76-75~~. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women and girls**

~~77-76~~. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women and girls in their different roles, including as allies, witnesses and bystanders.

~~78-77~~. Impunity for perpetrators of acts of violence against women and girls is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

~~79-78~~. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

~~80-79~~. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women and girls, in both formal and informal education programmes, as well as among the general public.

~~81-80~~. Develop and implement ~~interventions in education initiatives~~ that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

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~~82-81.~~ Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.

~~83-82.~~ Address impunity for all forms of violence against women and girls by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and ~~set specific and time bound targets for~~ encourage increased reporting and follow conviction rates for offences covered by the Istanbul Convention.

~~84-83.~~ Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.

~~85-84.~~ Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.

~~86-85.~~ ~~Provide or strengthen Encourage~~ systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and girls and domestic violence.

~~87-86.~~ ~~Provide Encourage~~ court appointed professionals, including health professionals, with ~~systematic and mandatory initial and ongoing training~~ on all forms of violence against women and girls, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.

~~88-87.~~ Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.

~~89-88.~~ Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

**Commented [KB38]:** Point 83-88, need to take into account the independence of courts and lawyers, for instance, in regard to compulsory training for judges that is in conflicts with the independence of the courts and which is protected by the constitution. This also includes professional engaged by the courts which also seems to include lawyers. The Swedish government does not control the education of lawyers, but the Swedish Bar Association does.

**Commented [FR39]:** SE: Please see comment on page 1.

**Commented [KB40]:** SE: suggest rephrasing to encourage more reporting (also a matter for the police) and follow prosecution statistics. It is the courts that judge and thus determine the number of convictions and it would be very strange to have explicit goals for that.

**Commented [FR41]:** SE: Please see comment on page 1.

**Commented [KB42]:** SE: suggest deleting. Cannot support mandatory training.

**Commented [FR43]:** SE: Please see comment on page 1.

~~90-89~~ Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women and girls.

Commented [FR44]: SE: Please see comment on page 1.

#### E. Development and dissemination of scientific research and data on gender inequality and women's rights

~~91-90~~ Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

~~92~~ ~~In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.~~

Commented [KB45]: SE: cannot support this.

The governments of the member States should [adopt] / [consider adopting] the following measures:

~~93-91~~ Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

~~94-92~~ Promote scientific research that includes an intersectional approach in scientific research to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

Commented [KB46]: SE: cannot support specific requirements regarding research and therefor suggest rephrasing.

~~95-93~~ Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Consider possibilities to allocate Adequate funding ~~must be allocated~~ to those bodies and organisations that collect such data, including e.g., national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

Commented [KB47]: SE: suggest rephrasing this sentence.

~~96-94~~ Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

~~97-95.~~ Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.

~~98.~~ ~~Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.~~

~~99.~~ ~~Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.~~

Commented [KB48]: SE: cannot support this proposal to "steer" research in this way.

~~100-96.~~ Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

~~101-97.~~ These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.

~~102-98.~~ Reporting should be regular and include information on:

- strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women and girls.
- research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women and girls, as well as the outcomes of any such research,
- national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

Commented [FR49]: SE: Please see comment on page 1.

Commented [FR50]: SE: Please see comment on page 1.

SWITZERLAND

MICAELA LOIS

20/09/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 juillet 2022

GEC(2022)08

COMMISSION POUR L'ÉGALITÉ DE GENRE  
(GEC)

Projet de Lignes directrices sur la place des hommes et des garçons  
dans les politiques d'égalité de genre  
et les politiques pour combattre la violence **à l'égard envers les femmes**

**Commented [LME1]:** L'expression « à l'égard » a une connotation positive, ce qui ne devrait pas être associé avec la violence. Il est donc préférable d'utiliser le terme « envers », à moins qu'il ne s'agisse de la citation du titre de la Convention d'Istanbul ou de tout autre document.

Document pour consultation

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## Préambule

Le Comité des Ministres,

1. Considérant que le but du Conseil de l'Europe est de réaliser une union plus étroite entre ses États membres, notamment en promouvant des normes communes et en développant des actions dans le domaine des droits humains;
2. Rappelant que l'égalité de genre est essentielle à la protection des droits humains, au fonctionnement de la démocratie et de la bonne gouvernance, au respect de l'État de droit et à la promotion du bien-être pour toutes et tous; qu'elle implique des droits égaux pour les femmes et les hommes, les filles et les garçons ainsi que la même visibilité, autonomisation, responsabilité et participation dans tous les domaines de la vie publique et privée; elle implique également aussi l'égalité des femmes et des hommes dans l'accès aux ressources et dans la distribution de celles-ci, comme le prévoit la Stratégie pour l'égalité entre les femmes et les hommes 2018-2023 du Conseil de l'Europe;
3. Rappelant que des obstacles structurels continuent d'entraver la pleine réalisation de l'égalité de genre et des droits des femmes dans la société, que la violence à l'égard envers les femmes et les filles demeure la violation la plus répandue des droits humains des femmes, que les activités politiques et la prise de décision publique restent des domaines dominés par les hommes et que les femmes continuent d'assumer une part disproportionnée du travail de soins non rémunéré, ce qui a des répercussions sur leur accès au marché du travail, à l'emploi de qualité, à la prise de décision et à d'autres opportunités;
4. Considérant que les hommes ont un rôle majeur à jouer dans l'éradication de la violence à l'égard envers les femmes ainsi que dans l'éradication des inégalités fondées sur le genre, et que leur participation à l'édification d'une société égalitaire est bénéfique à moyen et à long terme pour les femmes et les hommes, ainsi que pour la société dans son ensemble;
5. Considérant que la question des « hommes, des garçons et de l'égalité de genre » a gagné en visibilité ces dernières années, et compte tenu de la nécessité de fournir un cadre politique pour les mesures dans ce domaine, sur la base des normes et politiques existantes;
6. Ayant à l'esprit les obligations et les engagements pris par les États conformément aux conventions pertinentes du Conseil de l'Europe, telles que :
  - la Convention de sauvegarde des droits de l'homme et des libertés fondamentales (STE n° 5, 1950);
  - la Charte sociale européenne (STE n° 35, 1961, révisée en 1996, STE n° 163);
  - la Convention du Conseil de l'Europe sur la lutte contre la traite des êtres humains (STCE n° 197, 2005); et
  - la Convention du Conseil de l'Europe sur la prévention et la lutte contre la violence à l'égard des femmes et la violence domestique (STCE n° 210, «Convention d'Istanbul», 2011)

**Commented [DSE2]:** Pour des questions de lisibilité et d'élégance, il vaudrait mieux renoncer dans ce type de document au terme **également** quand il signifie simplement **aussi**.

7. Rappelant les recommandations suivantes du Comité des Ministres aux Etats membres du Conseil de l'Europe :
- Recommandation n° R (90) 4 sur l'élimination du sexisme dans le langage ;
  - Recommandation n° R (96) 51 sur la conciliation de la vie professionnelle et de la vie familiale ;
  - Recommandation Rec (2002) 5 sur la protection des femmes contre la violence ;
  - Recommandation Rec (2003) 3 sur la participation équilibrée des femmes et des hommes à la prise de décision politique et publique ;
  - Recommandation CM/Rec (2007) 13 sur relative à l'approche intégrée de l'égalité entre les femmes et les hommes dans l'éducation ;
  - Recommandation CM/Rec (2007) 17 sur les normes et mécanismes d'égalité entre les femmes et les hommes ; Recommandation CM/Rec (2010) 10 sur le rôle des femmes et des hommes dans la prévention et la résolution des conflits et dans la consolidation de la paix ;
  - Recommandation CM/Rec (2013) 1 sur l'égalité entre les femmes et les hommes et les médias ;
  - Recommandation CM/Rec (2019) 1 sur la prévention et la lutte contre le sexisme ;
8. Tenant compte de la stratégie du Conseil de l'Europe pour l'égalité entre les femmes et les hommes 2018-2023 ;
9. Rappelant :
- la Convention des Nations unies sur l'élimination de toutes les formes de discrimination à l'égard des femmes (« CEDAW », 1979) et son protocole facultatif (1999) ;
  - la Déclaration et le Programme d'Action de Pékin adoptés lors de la quatrième conférence mondiale sur les femmes (1995) ;
  - la Résolution 1325 du Conseil de sécurité des Nations unies sur les femmes, la paix et la sécurité (2000) et les résolutions ultérieures du Conseil de sécurité des Nations unies sur ce sujet ;
  - l'Agenda 2030 des Nations Unies pour le développement durable ;
  - le Rapport « Examen des pratiques prometteuses et des enseignements tirés, des stratégies existantes et des initiatives des Nations Unies et autres pour faire participer les hommes et les garçons à la promotion et à la réalisation de l'égalité des sexes, dans le cadre de l'élimination de la violence à l'égard des femmes » adopté par le Conseil des droits de l'homme des Nations Unies en 2018 ;

10. Soulignant que le patriarcat, en tant que système de domination masculine, est toujours omniprésent en Europe, qu'il sous-tend les normes et inégalités de genre dont sont victimes les femmes et les filles ainsi que les hommes et les garçons, et que le patriarcat a un impact négatif sur les sociétés, l'élaboration des politiques et les relations internationales, notamment en ce qui concerne la manière dont sont abordées des questions telles que la paix, la justice sociale et le changement climatique ;
11. Notant que la pandémie de Covid-19 a renforcé les inégalités de genre existantes tout en générant de nouvelles formes de désavantages et d'exclusion ;
12. Soulignant que la diversité des hommes et des femmes - en ce qui concerne la race, la couleur, la langue, la religion, les opinions politiques ou toute autre opinion, l'origine nationale ou sociale, l'appartenance à une minorité nationale, la fortune, la naissance, l'orientation sexuelle, l'identité de genre, l'âge, l'état de santé, le handicap, le statut marital, le statut de migrant-e ou de réfugié-e, ou toute autre situation - doit être prise en compte dans les mesures relatives à la place des hommes et des garçons dans les politiques d'égalité de genre et dans les politiques pour combattre la violence à l'égard des femmes ;
13. Reconnaisant que le comportement individuel et collectif des hommes et des garçons est crucial pour la pleine réalisation de l'égalité de genre et des droits des femmes, que leurs actions ou inaction peuvent accélérer, ralentir ou inverser les progrès vers l'égalité, et que les hommes et les garçons doivent devenir des agents du changement, les hommes en position de pouvoir ayant une responsabilité particulière à cet égard ;
14. Notant que les hommes et les garçons peuvent être soumis à des inégalités, des normes et des stéréotypes liés au genre qui peuvent limiter leurs opportunités dans la vie publique et privée ; que de durs codes des masculinités peuvent également avoir des effets négatifs sur la vie des hommes et des garçons, notamment en tant que lorsqu'ils sont victimes et/ou auteurs de violence masculine, ou qu'ils adoptent des comportements qui peuvent être préjudiciable à eux-mêmes; et que les hommes et les garçons sont par conséquent bénéficiaires à part entière de l'égalité de genre ;
15. Affirmant que l'objectif ultime des stratégies et programmes sur la place des hommes et des garçons dans les politiques d'égalité de genre est de parvenir à l'égalité de genre dans la société et d'éliminer toutes les formes de discrimination et de violence à l'égard des femmes et des filles, notamment en transformant les normes et stéréotypes de genre discriminatoires et en promouvant des relations de genre non violentes, respectueuses et égalitaires ;
16. Adopte les lignes directrices suivantes qui serviront de cadre pratique aux États membres, pour les aider à renforcer les stratégies et les mesures relatives à la place des hommes et des garçons dans les politiques d'égalité de genre et dans les politiques pour combattre la violence à l'égard des femmes ;

**Commented [LME3]:** Il serait préférable de parler ici directement de l'impact de la discrimination à l'encontre des femmes, en mentionnant que c'est une violation des droits humains, que cela entrave la participation des femmes à la vie politique, économique et culturelle etc. (inspiré du paragraphe préambulaire de la CEDEF.

Possibilité de reprendre aussi le wording du préambule de la Convention d'Istanbul :  
Reconnaisant que la violence à l'égard des femmes est une manifestation des rapports de force historiquement inégaux entre les femmes et les hommes ayant conduit à la domination et à la discrimination des femmes par les hommes, privant ainsi les femmes de leur pleine émancipation;  
Reconnaisant que la nature structurelle de la violence à l'égard des femmes est fondée sur le genre, et que la violence à l'égard des femmes est un des mécanismes sociaux cruciaux par lesquels les femmes sont maintenues dans une position de subordination par rapport aux hommes

**Commented [LME4]:** Il est préférable de parler de masculinités au pluriel car ce sont des apprentissages sociaux et il n'existe pas une seule masculinité. En effet, les masculinités se co-construisent avec la classe sociale, la race etc.



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17. Invite les États membres à :

- veiller à ce que ces lignes directrices soient largement diffusées en vue de leur mise en œuvre par toutes les autorités compétentes,
- évaluer les progrès de leur mise en œuvre et informer le(s) comité(s) directeur(s) compétent(s) du Conseil de l'Europe des mesures prises et des progrès réalisés dans ce domaine.

## I. Objectifs et principes fondamentaux

### Objectifs

18. L'objectif de ces lignes directrices est d'établir des principes fondamentaux à prendre en compte par les États membres lors de l'élaboration de stratégies, de législations et autres mesures relatives à la place des hommes et des garçons dans les politiques d'égalité de genre et les politiques pour combattre la violence ~~à l'égard envers les~~ femmes, et de suggérer aux États membres des stratégies et des mesures pratiques à cet égard.
19. Les lignes directrices s'inscrivent dans le processus de mise en œuvre des droits et principes consacrés par les conventions, normes et politiques européennes et internationales en matière d'égalité de genre et de droits des femmes, dans le contexte d'un ~~risque permanent de retour en arrière de bâton permanent~~ risque permanent de retour en arrière de bâton permanent. En particulier, les mouvements masculinistes ~~ou~~ antiféministes qui sapent ou remettent en cause les normes et politiques existantes en matière d'égalité de genre menacent la réalisation des droits fondamentaux de toutes les femmes et de tous les hommes.

### Principes fondamentaux

20. « L'égalité entre les femmes et les hommes implique des droits égaux pour les femmes et les hommes, les filles et les garçons ainsi que la même visibilité, autonomisation, responsabilité et participation dans tous les domaines de la vie publique et privée. Elle implique ~~également aussi~~ également aussi l'égalité des femmes et des hommes dans l'accès aux ressources et dans la distribution de celles-ci » (Stratégie pour l'égalité entre les femmes et les hommes du Conseil de l'Europe 2018-2023). L'objectif des politiques d'égalité de genre est de promouvoir l'égalité réelle de genre, notamment par l'autonomisation des femmes, et par l'élimination de toutes les formes de discrimination et de violence à leur ~~égard en~~ égard en ~~contre~~ contre.
21. Les politiques relatives à la place des hommes et des garçons dans l'égalité de genre doivent être conformes aux normes et critères internationaux ainsi qu'aux instruments pertinents du Conseil de l'Europe et devraient adopter une double approche : (1) des politiques et actions spécifiques comprenant, le cas échéant, des actions positives dans les domaines critiques pour la promotion des femmes et la réalisation de l'égalité de fait entre les femmes et les hommes, et (2) la mise en œuvre de l'approche intégrée de l'égalité entre les femmes et les hommes dans toutes les politiques et programmes.
22. Les mesures visant à impliquer les hommes et les garçons dans les politiques d'égalité de genre doivent avoir pour objectif la mise en œuvre des normes en matière d'égalité de genre, remettre en question les inégalités structurelles et ne pas constituer un objectif politique alternatif visant à renforcer les droits des hommes et des garçons de manière isolée.

23. Les mesures concernant les hommes et les garçons devraient tenir compte des effets combinés des systèmes d'exclusion et des désavantages liés à des aspects autres que le sexe et le genre, tels que la race, la couleur, la langue, la religion, les opinions politiques ou autres, l'origine nationale ou sociale, l'appartenance à une minorité nationale, la fortune, la naissance, l'orientation sexuelle, l'identité de genre, l'âge, l'état de santé, le handicap, l'état civil, le statut de migrant-e ou de réfugié-e ou tout autre statut. Cela signifie l'adoption d'une approche intersectionnelle.
24. Les mesures concernant les hommes et les garçons devraient tenir compte du fait que la violence ~~à l'égard envers le~~ des femmes est principalement perpétrée par des hommes, et que les hommes ont donc un rôle particulier à jouer dans la prévention de cette violence. Il convient d'accorder une attention particulière aux dispositions de la convention d'Istanbul qui traitent du rôle des hommes et des garçons, notamment dans le domaine de la prévention, y compris en tant que décideurs, modèles, agents du changement et défenseurs de l'égalité de genre, et en pour dénoncer la violence.
25. Les mesures impliquant les hommes et les garçons devraient compléter et non remplacer les politiques d'égalité de genre visant principalement les filles et les femmes ou les approches spécifiques des mouvements féministes qui prévoient des espaces réservés aux femmes et des programmes axés sur les femmes. Les mesures devraient reconnaître le rôle premier des femmes et des filles dans le progrès vers l'égalité de genre.
26. Les États membres devraient veiller à allouer des fonds supplémentaires aux mesures impliquant les hommes et les garçons, sans détourner de ressources de la promotion des droits, de l'autonomisation et du leadership des femmes. Ils devraient en outre veiller à ce que les mesures prises soient régulièrement évaluées au regard de la réalisation de l'égalité de genre et du renforcement des droits des femmes et des filles.
27. Les mesures impliquant des hommes et des garçons ne devraient pas avoir un impact négatif sur la visibilité des ONG de femmes et ne devraient pas compromettre les possibilités et les ressources affectées à la promotion des droits des femmes et à la lutte contre la violence à ~~l'égard envers le~~ des femmes.
28. Les mesures impliquant les hommes et les garçons devraient être conçues en consultation avec les ONG de femmes pertinentes et avec les organisations pertinentes travaillant avec les hommes et les garçons qui luttent activement contre les inégalités de genre et la violence à ~~l'égard envers le~~ des femmes et ~~le~~ des filles.
29. La législation, les politiques et autres mesures adoptées par les États membres devraient être fondées sur des données factuelles et refléter les données et la recherche scientifique, à jour, pertinentes et précises dans le domaine de l'égalité de genre et des droits des femmes.

## II. Mesures proposées pour les États membres

30. Les États membres peuvent concevoir les types de mesures suivants en fonction de l'objectif poursuivi : (1) mesures axées sur l'égalité de genre dans le domaine des soins (*care*) [en particulier non rémunérés](#); (2) mesures axées sur les hommes et les garçons en tant qu'agents de changement pour la réalisation de l'égalité de genre et des droits des femmes, et sur la lutte contre la résistance à l'égalité de genre ; (3) mesures visant à réduire les effets négatifs des normes sociales et des stéréotypes de genre sur les hommes et les garçons ; (4) mesures visant à impliquer les hommes et les garçons dans la lutte contre la violence [à l'égard envers les femmes](#) ; (5) mesures favorisant le développement et la diffusion de la recherche scientifique et des données sur les inégalités de genre et les droits des femmes.
31. Outre les mesures proposées ci-dessous, les États membres devraient [également aussi](#) veiller à la pleine application des dispositions pertinentes de différentes recommandations du Comité des Ministres aux États membres, notamment la Recommandation R (96) 51 sur la conciliation de la vie professionnelle et de la vie familiale, la Recommandation Rec (2002) 5 sur la protection des femmes contre la violence, la Recommandation Rec (2003) 3 sur la participation équilibrée des femmes et des hommes à la prise de décision politique et publique, la Recommandation CM/Rec (2007) 13 sur l'intégration de la dimension de genre dans l'éducation, la Recommandation CM/Rec (2007) 17 sur les normes et mécanismes d'égalité entre les femmes et les hommes, la Recommandation CM/Rec (2010) 10 sur le rôle des femmes et des hommes dans la prévention et le règlement des conflits et dans la consolidation de la paix, et la Recommandation CM/Rec (2019) 1 sur la prévention et la lutte contre le sexisme.

### A. Mesures axées sur l'égalité de genre dans le domaine des soins (*care*)

32. La division genrée du travail rémunéré et non rémunéré, en particulier la persistante répartition inégale du travail de soins non rémunéré entre les femmes et les hommes, constitue un obstacle important à l'égalité de genre. La participation égale des hommes aux activités de soins [non rémunérées](#) est un aspect important de la transformation des rôles et des relations de genre. [Par exemple, avant l'épidémie de Covid-19, les femmes au sein de l'Union européenne consacraient chaque semaine 13 heures de plus que les hommes au travail de soins non rémunéré et aux tâches ménagères. Des stratégies, des politiques et des programmes efficaces et proactifs sont nécessaires pour garantir l'égalité de genre en matière de soins, notamment en renforçant le rôle des autorités publiques et des acteurs privés, et en impliquant de manière égale les hommes et les femmes dans les soins et autres travaux non rémunérés.](#)
33. Il est [également aussi](#) essentiel de s'attaquer aux normes et stéréotypes de genre enracinés pour remédier à la faible participation des hommes aux activités de soins [non rémunérées](#), notamment par des mesures d'éducation et de sensibilisation et des mesures visant à promouvoir l'égalité des parents.

**Commented [LME5]:** Le Conseil de l'Europe comprend aussi des pays en dehors de l'Union européenne. Nous suggérons de mettre cette phrase en note de bas de page comme un exemple concret car il ne s'agit pas du fait général ou d'une mesure spécifique.

Les gouvernements des Etats membres devraient ~~[adopter]~~ / [envisager d'adopter] les mesures suivantes :

34. Contribuer à l'élaboration d'un « Care Deal » dans les États membres du Conseil de l'Europe, en promouvant les soins comme une responsabilité de l'État et une responsabilité partagée des hommes et des femmes en tant que salarié-es et que soignant-es égaux. Un tel « Care Deal » nécessite également aussi la mise en œuvre de mesures coordonnées et structurelles pour développer des services de soins accessibles, abordables et de qualité pour les enfants, les personnes âgées et les autres personnes dépendantes, et pour améliorer les conditions de travail dans le secteur des soins, y compris les niveaux de rémunération et la sécurité de l'emploi.
35. Adopter une législation promouvant la responsabilité égale des hommes, des femmes et de la société en matière de soins, ainsi que la répartition égale du travail de soins non rémunéré entre les femmes et les hommes. Ces mesures pourraient inclure :
- l'introduction d'un congé de paternité de plusieurs semaines indemnisé à 100 %,
  - l'introduction d'un congé parental de plusieurs semaines rémunéré non-transférable et d'un congé pour soins aux autres personnes à charge, accessibles à tous les travailleurs et travailleuses,
  - garantir la disponibilité d'instauration d'une organisation de travail flexible pour les femmes et les hommes,
  - l'introduction d'un droit à la déconnexion pour tous les travailleurs et travailleuses,
  - la révision des systèmes fiscaux afin qu'ils contribuent à une répartition égale des responsabilités de soins non rémunérés entre les femmes et les hommes.
36. Encourager les employeurs des secteurs public et privé, ainsi que les partenaires sociaux, à promouvoir des mesures volontaires concrètes favorisant une redistribution égale du travail de soins non rémunéré et l'équilibre entre vie professionnelle et vie privée pour les femmes et les hommes. Ces mesures pourraient inclure :
- des modalités de congés liés aux soins et des conditions de travail flexibles plus attrayantes que celles prévues par la loi pour tous les travailleurs, hommes et femmes, et applicables indépendamment de la fonction,
  - des mesures concrètes pour éliminer toute forme de discrimination, de pénalisation ou de stigmatisation à l'encontre des proches aidantes et aidants, qu'il s'agisse de femmes ou d'hommes,
  - la mise à disposition ~~de~~ le soutien à des services de garde d'enfants de qualité et financièrement abordables au sein des entreprises.
37. Rendre obligatoire par la loi l'établissement de rapports sur les questions d'égalité de genre par tous les employeurs, incluant les conditions de travail des femmes et des hommes, l'égalité de rémunération, les politiques de conciliation de la vie professionnelle et de la vie privée, et l'égalité d'accès des femmes et des hommes aux postes de décision.

**Commented [LME6]:** Attention avec ce terme qui peut se confondre avec une question juridique (code pénal). Peut-être expliciter dans quelle cadre la pénalisation a lieu sur les femmes et les proches aidantes et aidants, par exemples sur leur carrière etc.

**Commented [DSE7]:** De qui s'agit-il? De professionnels? Ou de proches aidants qui sont en principe bénévoles ?

**Commented [DSE8]:** Expérience faite en Suisse, il est très difficile pour des entreprises de développer de tels services.

38. Former et sensibiliser les professionnel·les concerné·es qui sont en contact avec les parents, y compris dans les domaines de l'aide sociale, de la santé et de l'éducation, afin de leur permettre de promouvoir l'égalité de genre dans la parentalité et la participation égale des femmes et des hommes au travail de soins non rémunéré.
39. Veiller à ce que des représentations diverses et non stéréotypées de la parentalité soient diffusées, notamment dans les milieux de l'éducation, de la protection sociale et des soins de santé. Cela peut également aussi être réalisé par des mesures de communication publique et de politique familiale qui ciblent les parents, de manière non stéréotypée, avec un message fort promouvant les soins comme une responsabilité partagée.
40. Mener des campagnes de sensibilisation et des campagnes médiatiques avec des messages adaptés aux différents groupes, afin de promouvoir la compréhension du travail de soins non rémunéré et des stéréotypes de genre auprès du grand public.
41. Adopter des approches et des mécanismes systématiques pour suivre, évaluer et rendre compte de l'impact des mesures visant à impliquer les hommes et les garçons, notamment dans les domaines du travail de soins non rémunéré, des normes sociales et des stéréotypes de genre.
42. S'attaquer aux choix de carrière stéréotypés selon le genre, en élaborant des outils pédagogiques, du matériel et des activités ~~novateurs-novatrices~~ à l'intention du personnel enseignant et des conseiller·es d'orientation professionnelle, afin d'éliminer les attentes, les comportements et les choix stéréotypés selon le genre chez les garçons et les filles.
43. Prendre des mesures pour encourager davantage d'hommes à choisir des carrières dans le secteur des soins, notamment par des campagnes de recrutement ciblant les garçons et les jeunes hommes, des bourses d'études pour les hommes dans les diplômes liés aux soins de santé et aux services sociaux, et en augmentant la visibilité de modèles masculins dans le secteur. Des objectifs spécifiques devraient être fixés pour faciliter le suivi et l'évaluation de ces mesures.
44. Prendre des mesures, au sein et à l'extérieur des systèmes éducatifs, pour sensibiliser les hommes et les garçons et promouvoir le développement de la pensée critique pour lutter contre le sexisme dans le contenu, le langage et les illustrations des jouets, des bandes dessinées, des livres, de la télévision, des jeux vidéo et autres jeux, des contenus en ligne et des films, y compris la pornographie.
45. Mettre en œuvre des mesures visant à encourager tous les membres de la société, en particulier les hommes et les garçons, à abandonner les comportements sexistes et les stéréotypes de genre et à adopter un comportement respectueux et sain, notamment dans la sphère numérique, et en particulier à l'égard des jeunes femmes et des filles, des femmes journalistes et personnalités publiques, des politiciennes et des défenseuses des droits humains des femmes.

**B. Mesures axées sur les hommes et les garçons en tant qu'agents de changement pour la réalisation de l'égalité de genre et des droits des femmes, et sur la lutte contre la résistance à l'égalité de genre**

46. Comme stipulé dans la Stratégie pour l'égalité entre les femmes et les hommes 2018-2023 du Conseil de l'Europe, « l'action politique et la prise de décision publique demeurent des sphères dominées par les hommes. En effet, ce sont eux qui établissent les priorités politiques et la culture politique continue de s'articuler autour des expériences de vie et des comportements masculins ». Il est donc important de responsabiliser les dirigeants politiques par rapport aux engagements en faveur de l'égalité de genre et des droits des femmes à tous les niveaux. Les hommes au pouvoir dans d'autres domaines, comme dans les entreprises et les médias, peuvent également jouer un rôle important dans la promotion de l'égalité de genre et des droits des femmes grâce à leur pouvoir de décision, leurs ressources et leur influence.
47. Le patriarcat est souvent à l'origine de normes de genre et de comportements souvent néfastes. Le patriarcat a également un impact négatif sur la formulation des politiques et sur les résultats en termes de prise de décision à tous les niveaux. Il convient d'en tenir compte afin de garantir que les hommes et les garçons jouent un rôle transformateur en faveur de l'égalité de genre.
48. Les idéologies et les mouvements politiques et religieux rétrogrades ainsi que les espaces en ligne misogynes qui s'opposent à ou remettent en question les normes et principes féministes et en matière d'égalité de genre constituent une préoccupation croissante pour les parties prenantes et les organisations qui soutiennent l'égalité de genre et les droits des femmes. Des mesures appropriées sont nécessaires pour contrer cette résistance et limiter l'impact de ces idéologies et mouvements réactionnaires. Pour ce faire, il faut améliorer la connaissance et la sensibilisation sur les différentes formes de résistance et d'opposition, sur les acteurs impliqués, sur leurs liens potentiels avec les mouvements terroristes et concernant la menace qu'ils représentent pour la démocratie et les droits humains. Cela est d'autant plus important que différentes forces contestent les droits dans d'autres domaines liés au genre, tels que la santé et les droits sexuels et reproductifs, l'éducation sexuelle et les droits des personnes LGBTI.
- Les gouvernements des Etats membres devraient ~~adopter~~ / [envisager d'adopter] les mesures suivantes :
49. Assurer un engagement au plus haut niveau envers la promotion active d'une culture institutionnelle qui rejette la discrimination et la violence fondées sur le genre, le sexisme, les stéréotypes et les dynamiques de pouvoir basés sur le genre dans le secteur public et privé. Ces mesures pourraient inclure :
- l'adoption et la mise en œuvre de mesures contraignantes sur la parité et les quotas pour les postes décisionnels politiques, publics et privés,

- l’adoption et la mise en œuvre de codes de conduite comprenant des mécanismes de recours et des sanctions, afin de fournir des conseils aux agent-es dans les domaines publics et privés dans différentes situations,
  - l’adoption par les hommes dirigeants d’engagements ou d’objectifs concrets concernant la participation équilibrée des hommes et des femmes, la lutte contre la discrimination fondée sur le genre et l’affectation de fonds suffisants aux mesures et programmes visant à promouvoir l’égalité de genre et à combattre la violence à l’égard envers les femmes,
  - l’engagement public de ne pas tenir ou de ne pas participer à des panels publics ou à des organes décisionnels composés uniquement d’hommes et d’associer les femmes à la planification des événements.
50. Développer des mécanismes de suivi démocratiques et transparents encourageant les décideuses et décideurs à tous les niveaux, y compris les chefes et chefs de gouvernement et de partis politiques, à rendre compte des actions entreprises pour mettre en œuvre les normes et engagements nationaux, européens et internationaux relatifs à l’égalité de genre et aux droits des femmes.
  51. Identifier, encourager et mobiliser les voix des hommes dirigeants, y compris les politiciens, les diplomates, les fonctionnaires et les membres des forces armées, pour soutenir l’égalité de genre, l’implication des femmes dans les relations internationales, et la mise en œuvre complète des engagements internationaux existants sur les femmes, la paix et la sécurité.
  52. Prendre des mesures concrètes, par exemple par la sensibilisation, la recherche, la formation et l’adoption de codes de conduite, pour contester et discréditer les styles de leadership misogynes, dominateurs ou violents dans l’arène publique et à tous les niveaux.
  53. Développer et soutenir des sessions de formation ciblées pour les responsables politiques de haut niveau, en particulier les hommes, sur les droits humains, l’égalité de genre et la non-violence, afin de lutter contre les préjugés inconscients et de les sensibiliser sur les normes en vigueur et les défis qui subsistent, et d’assurer le progrès.
  54. Encourager et soutenir l’adoption de politiques et d’actions internes, ainsi que de formations obligatoires sur les normes et les stéréotypes de genre, l’égalité de genre, la lutte contre la discrimination, le sexisme, le harcèlement sexuel et la violence sur le lieu de travail, ciblant les décideurs, et en particulier les hommes, dans les entreprises et les services privés et publics.
  55. Dans le cadre des initiatives gouvernementales, publier des déclarations publiques claires sur les raisons pour lesquelles les hommes et les garçons devraient être impliqués de manière significative dans les politiques d’égalité de genre et les soutenir.
  56. Créer des structures durables de consultation et de partenariat avec les ONG pertinentes de femmes et les organisations pertinentes travaillant avec les hommes et les garçons et actives dans le domaine de la promotion de l’égalité de genre, afin d’assurer leur participation significative, ainsi que la responsabilité et la transparence dans la mise en œuvre des

**Commented [DSE9]:** Cette notion manque de clarté. Attention à ne pas devoir faire une sélection d’ONG identifiant celles qui sont pertinentes et celles qui ne le sont pas.



politiques et des initiatives visant à faire participer les hommes et les garçons dans les efforts pour atteindre l'égalité de genre.

57. En étroite consultation avec les ONG de femmes concernées et les organisations pertinentes travaillant avec les hommes et les garçons, élaborer des critères pour la conception et le financement des stratégies et activités liées au rôle des hommes et des garçons dans les politiques d'égalité de genre, comprenant notamment :
  - un objectif déclaré de promotion de l'égalité de genre et une adhésion totale aux politiques et normes internationales établies en matière de promotion de l'égalité de genre et de lutte contre la violence ~~à l'égard~~ ~~vers~~ ~~les~~ femmes,
  - la garantie que les politiques et les activités visant à impliquer les hommes et les garçons n'aient pas d'impact négatif sur le financement, la légitimité et la visibilité des programmes et des organisations promouvant les droits, l'autonomisation et le leadership des femmes,
  - la garantie que les activités soient fondées sur des données probantes et reflètent les données scientifiques et la recherches à jour, pertinentes et précises dans les domaines de l'égalité de genre et de la lutte contre la violence ~~à l'égard~~ ~~vers~~ ~~les~~ femmes.
58. Soutenir les organisations, les projets et les programmes, y compris les activités de formation, sur les hommes et les garçons dans les politiques d'égalité de genre qui répondent aux critères ci-dessus.
59. Prendre des mesures pour assurer la sécurité et la protection des enseignant-es et des autres professionnel-les qui élaborent et mettent en œuvre des programmes en matière d'égalité de genre - en particulier avec les enfants et les jeunes - et qui peuvent être la cible d'attaques de groupes antiféministes.
60. Prendre des mesures pour mieux identifier et comprendre les stratégies utilisées par les mouvements régressifs y compris les mouvements masculinistes ~~ou~~ ~~antiféministes~~ et les espaces misogynes en ligne, pour s'opposer à l'égalité de genre et mettre en œuvre des interventions préventives pour limiter leur potentiel de recrutement, de nuisance et d'impact négatif sur la démocratie, le discours politique et public et les politiques en matière d'égalité de genre.
61. Encourager l'organisation de conférences publiques et de campagnes de sensibilisation pour déconstruire et remettre en question les discours misogynes et sexistes, ainsi que les mythes et les idées reçues concernant les politiques d'égalité de genre et les mouvements féministes.
62. Inviter les organismes travaillant sur la lutte contre le terrorisme au niveau national à adopter une approche genrée de la lutte contre le terrorisme et de la prévention de l'extrémisme violent, en se concentrant notamment sur les liens entre les mouvements violents masculinistes ~~ou~~ ~~antiféministes~~ et le terrorisme.

### C. Mesures visant à réduire les effets négatifs des normes sociales et des stéréotypes de genre sur les hommes et les garçons

63. En 2021, la proportion de jeunes quittant prématurément l'enseignement et la formation était légèrement plus élevée chez les jeunes hommes que chez les jeunes femmes (étaient considérées les personnes âgées de 18 à 24 ans ayant terminé au maximum le premier cycle de l'enseignement secondaire et ne poursuivant pas d'études ou de formation au moment de l'enquête). Les jeunes qui quittent prématurément l'école courent un risque plus élevé de chômage, d'exclusion sociale et de pauvreté. L'origine sociale et le contexte migratoire influencent fortement le décrochage scolaire précoce et certains groupes de jeunes hommes sont plus susceptibles d'abandonner l'école pour chercher un emploi rémunéré. Il convient donc d'adopter une approche genrée et intersectionnelle pour traiter cette question.
64. Les normes sociales et les stéréotypes ont également une incidence différente sur l'état de santé des femmes et des hommes. Les hommes sont plus susceptibles d'adopter des comportements à haut risque en raison des images stéréotypées sur les hommes et les masculinités, ce qui se traduit par davantage de violence de rue, d'abus d'alcool et des taux de suicide plus élevés. Les hommes ont également aussi des besoins différents en matière de santé sexuelle et reproductive, notamment en ce qui concerne la contraception, la prévention et le traitement du VIH et autres maladies sexuellement transmissibles (MST), ainsi qu'en relation avec les cancers qui touchent les hommes. Pourtant, ces besoins ne sont souvent pas satisfaits en raison d'une combinaison de facteurs, notamment un mauvais comportement inadapté de recherche de solutions de santé chez les hommes.
65. Il est de plus en plus évident qu'une éducation sexuelle complète a des effets positifs sur les garçons et les filles et peut contribuer à transmettre des messages forts en faveur de l'égalité entre les femmes et les hommes, notamment par le développement de relations sociales et sexuelles respectueuses, la promotion de rôles de genre non stéréotypés et la réduction des comportements à risque, en particulier chez les jeunes hommes, en ce qui concerne les relations sexuelles, la contraception, le VIH et les autres MST.
66. Les attentes sociétales et les normes de genre relatives à la masculinités sont liées à la plus grande tendance pour les hommes de se livrer à des actes de violence et de participer à des groupes extrémistes. Les hommes et les garçons sont également aussi vulnérables à la violence et aux abus commis par d'autres hommes, notamment pour ce qui est de la violence de guerre, en tant que victimes d'homicides, ainsi que concernant la violence liée à la discrimination raciale et ethnique.
- Les gouvernements des Etats membres devraient ~~[adopter]~~/ [envisager d'adopter] les mesures suivantes :
67. Reconnaître et combattre les stéréotypes de genre dans les processus d'enseignement et d'apprentissage (notamment les attentes peu élevées concernant la réussite des garçons) et élaborer des pratiques d'enseignement sensibles au genre mieux à même de motiver et d'intéresser les garçons et les filles.

**Commented [DSE10]:** A préciser: dans les pays du Conseil de l'Europe?

**Commented [DSE11]:** Note de bas de page et préciser la référence à l'enquête.

**Commented [DSE12]:** A supprimer ou alors note de bas de page.

68. Introduire des politiques et des mesures fondées sur des données probantes pour lutter contre le décrochage scolaire et l'abandon précoce de l'école, en adoptant une approche intersectionnelle pour étudier comment le genre peut interagir avec d'autres facteurs, tels que l'origine sociale et le statut migratoire.
69. Veiller à ce qu'une éducation sexuelle complète - notamment sur les normes et les stéréotypes de genre, la signification du consentement et les comportements responsables dans les relations intimes - soit prévue par la loi, et à ce qu'elle soit obligatoire, dotée de ressources suffisantes et intégrée dans le système éducatif dès les premières années d'école.
70. Évaluer et réviser régulièrement les programmes d'éducation sexuelle, afin de s'assurer qu'ils sont précis, fondés sur des données probantes et répondent aux besoins existants des filles et des garçons.
71. Adopter des politiques et des mesures, y compris des programmes ciblant les jeunes dans l'enseignement formel et en dehors de celui-ci, pour lutter contre les manifestations néfastes ~~de la~~ masculinités, notamment la violence masculine ~~à l'égard~~ envers les hommes et ses conséquences.
72. Assurer la disponibilité et l'accessibilité de services de soutien général pour les hommes et les garçons victimes de violence, y compris de violence domestique, ainsi que l'accès à des services sanitaires et sociaux appropriés, dotés de ressources suffisantes, et assurer la formation des professionnel·les à l'aide aux victimes.
73. Rendre visible le coût sociétal et financier ~~de la~~ masculinités néfastes et restrictives, notamment en ce qui concerne la perpétration et l'exposition à la violence, les risques pour la santé et le bien-être, les comportements à haut risque, le risque de suicide et l'insatisfaction dans la vie.
74. Mettre en œuvre des politiques de santé publique fondées sur des données probantes et élaborer des programmes de promotion de la santé qui répondent aux besoins des hommes et des garçons, sur la base d'une analyse intersectionnelle des besoins et des résultats en matière de santé.
75. Promouvoir l'inclusion de l'égalité de genre dans les programmes de formation initiale et continue de l'ensemble des professionnel·les des secteurs de l'éducation, de la santé, de la protection sociale et des soins, y compris pour ce qui concerne la transformation des normes de genre et la promotion de changements comportementaux positifs.
76. Concevoir et mettre en œuvre des initiatives fondées sur des données probantes ciblant les hommes et les garçons, telles que des campagnes de sensibilisation et des activités d'information, afin d'améliorer l'utilisation par les hommes des services de soins de santé, notamment en matière de santé mentale, de dépistage du cancer, de vaccination et de santé sexuelle et reproductive.

#### D. Mesures visant à impliquer les hommes et les garçons dans la lutte contre la violence à l'égard ~~des~~ ~~des~~ femmes

77. Si tous les hommes ne sont pas auteurs de violences, la violence à l'égard ~~des~~ ~~des~~ femmes est une manifestation des relations de pouvoir inégales entre les hommes et les femmes et elle a un impact sur l'ensemble de la société. Les hommes et les garçons ont un rôle essentiel à jouer dans la lutte contre toutes les formes de violence à l'égard ~~des~~ ~~des~~ femmes dans leurs différents rôles, notamment en tant qu'alliés, ~~témoins et spectateurs~~.
78. L'impunité des auteurs d'actes de violence à l'égard ~~des~~ ~~des~~ femmes reste l'un des principaux défis à relever. La question de l'efficacité des sanctions telles que prévues par les normes internationales existantes, y compris la Convention d'Istanbul, devrait être abordée dans le cadre des mesures relatives aux hommes et à l'égalité de genre.
79. La violence domestique devrait être un facteur essentiel dans la détermination de la garde des enfants, comme l'exige l'article 31 de la Convention d'Istanbul, car la violence domestique a un impact direct sur la vie des enfants. Le GREVIO, le mécanisme de suivi de la Convention d'Istanbul, a noté dans plusieurs rapports de base que les Parties ont tendance à privilégier une interprétation de « l'intérêt supérieur de l'enfant » comme le droit de maintenir à tout prix le contact avec les deux parents, indépendamment des violences dont les enfants ont été ~~témoins exposés~~. En outre, ~~il faut bannir l'usage de~~ la soi-disant « aliénation parentale ». ~~Ce~~ ~~un~~ concept rejeté par la communauté scientifique, a ~~en effet~~ été instrumentalisée avec succès par les mouvements masculinistes ~~ou~~ /antiféministes, ~~et elle est souvent invoquée~~ pour refuser la garde de l'enfant à une mère et l'accorder à un père accusé ou condamné de violence domestique.
- Les gouvernements des Etats membres devraient ~~[adopter]~~ /[envisager d'adopter] les mesures suivantes :
80. Développer et mettre en œuvre des initiatives et des interventions systématiques, nationales et durables de prévention de la violence - en particulier auprès des hommes et des garçons - concernant toutes les formes de violence à l'égard ~~des~~ ~~des~~ femmes, dans le cadre de programmes d'éducation formelle et informelle, ainsi qu'auprès du grand public.
81. Élaborer et mettre en œuvre des interventions dans le domaine de l'éducation qui contribuent à créer des environnements entre pairs, en particulier chez les jeunes hommes, qui encouragent ~~la~~ ~~les~~ masculinités non violentes et dans lesquels ils se sentent en sécurité pour s'ouvrir et assumer la responsabilité de la violence masculine à l'égard ~~des~~ ~~des~~ femmes, y compris en tant que ~~témoins et spectateurs~~.
82. Soutenir la mise en œuvre de programmes pour l'intervention des témoins de violence, en particulier dans l'enseignement secondaire et ~~à l'université tertiaire~~, qui soient fondés sur une approche transformatrice en termes de genre et qui fournissent aux hommes les connaissances et les compétences nécessaires pour remettre en question leurs pairs de manière sûre et efficace. Ces programmes devraient faire l'objet d'une évaluation solide afin de mesurer les changements d'attitudes et de comportements au fil du temps.

Commented [DSE13]: Différence?

Commented [DSE14]: Autre terminologie à privilégier. Des études montrent que les enfants ne sont pas témoins de violence, mais aussi victimes même lorsqu'il s'agit de violence au sein du couple parental. Il est donc préférable de parler d'enfants exposés à la violence.

Commented [LME15]: Remplacer par: Il est donc nécessaire de réduire, de retirer et/ou de soumettre à des garanties les droits de garde et de visite à chaque fois qu'une situation de violence est constatée.

Commented [LME16]: Paragraphe nécessaire au regard du paragraphe 88?

83. S'attaquer à l'impunité pour toutes les formes de violence ~~à l'égard~~envers ~~les~~ femmes en prenant des mesures pour identifier les forces, les faiblesses et les domaines à améliorer dans les réponses de l'État, pour promouvoir la responsabilité des organismes publics, et fixer des objectifs spécifiques et limités dans le temps afin d'augmenter les taux de signalement et de condamnation des infractions couvertes par la Convention d'Istanbul.
84. Prendre des mesures pour augmenter le taux de participation aux programmes destinés aux auteurs de violences domestiques et aux programmes de traitement des délinquants sexuels. Cela peut se faire par l'intégration dans le système de justice pénale des renvois vers les programmes pour auteurs de violences, comme outil de réduction de la récidive, tout en veillant à ce que ces renvois ne remplacent pas les poursuites, les condamnations ou les peines.
85. Élaborer des lignes directrices relatives au fonctionnement des programmes destinés aux auteurs d'infractions afin de garantir des normes de qualité de base et d'assurer une approche centrée sur les victimes en ce qui concerne leur sécurité, leur soutien et leurs droits humains. Les États membres pourraient envisager d'adopter un processus d'accréditation pour garantir de telles normes.
86. Organiser ou renforcer la formation initiale et continue systématique des professionnel·les concerné·es, y compris la police, les procureur·es, les avocat·es et les juges, sur toutes les formes de violence ~~à l'égard~~envers ~~les~~ femmes et des filles, sur la prévention et la détection de cette violence, les besoins et les droits des victimes, ainsi que sur la manière de prévenir la victimisation secondaire. Cette formation doit s'appuyer sur des protocoles et des lignes directrices actualisés et clairs, fondés sur une compréhension genrée de la violence ~~à l'égard~~envers ~~les~~ femmes et de la violence domestique.
87. Fournir aux professionnel·les désigné·es par les tribunaux, y compris les professionnel·les de santé, une formation initiale et continue systématique et obligatoire sur toutes les formes de violence ~~à l'égard~~envers ~~les~~ femmes, y compris les effets de cette violence sur les victimes ainsi que sur les enfants victimes et ~~témoins~~exposés, afin de leur permettre de fournir des conseils d'experts dans les procédures judiciaires concernant les droits de garde et de visite des enfants.
88. Compte tenu de l'absence de fondement scientifique du soi-disant « syndrome d'aliénation parentale » et de l'impact de son utilisation sur les femmes et les enfants, les États membres ne devraient pas l'utiliser dans les procédures judiciaires relatives à la détermination des droits de garde et de visite.
89. Élaborer des stratégies intégrées et coordonnées pour s'attaquer à la demande qui favorise la traite et l'exploitation des femmes et des filles, notamment en menant des enquêtes publiques sur le nombre et la proportion d'hommes ayant acheté des rapports sexuels, et en menant des campagnes de sensibilisation et d'information à l'intention des hommes et des garçons.

90. Encourager différentes parties prenantes, telles que les institutions sportives et culturelles, les services de transport public, ainsi que les entreprises privées, notamment les centres commerciaux, les restaurants et les bars, à élaborer des campagnes de communication et d'information ciblant les hommes et les garçons sur la prévention de toutes les formes de violence ~~à l'égard envers~~ les femmes.

**E. Mesures favorisant le développement et la diffusion de la recherche scientifique et des données sur les inégalités de genre et les droits des femmes**

91. Souvent, les données ventilées par sexe et par genre ne sont ~~toujours~~ pas systématiquement collectées ou disponibles dans tous les domaines politiques. Il est essentiel de disposer de données fiables et comparables pour évaluer avec précision les progrès réalisés sur les principaux indicateurs en matière d'inégalité de genre et pour identifier les personnes les plus touchées, ainsi que pour évaluer comment ces inégalités de genre interagissent avec d'autres formes de discrimination. Des données solides permettent aux gouvernements de mieux concevoir, adapter, suivre et évaluer les politiques en répondant aux besoins spécifiques des femmes et des hommes.
92. En outre, il existe des preuves solides suggérant que la recherche et les établissements d'enseignement ~~supérieur tertiaire~~ reproduisent les valeurs sociales qui conduisent aux inégalités de genre et que des préjugés inconscients ou implicites peuvent entraver la conception et l'analyse objectives dans la recherche. Les données résultant de ces biais dans la recherche sont exploitées par les mouvements masculinistes ~~ou~~ antiféministes et d'autres mouvements ~~régressifs-rétrogrades~~ pour saper les progrès en matière d'égalité de genre et de droits des femmes.

Commented [DSE17]: Notion peu claire.

Les gouvernements des Etats membres devraient ~~[adopter]~~ / [envisager d'adopter] les mesures suivantes :

93. Promouvoir l'égalité de genre dans la recherche scientifique, ainsi que l'intégration de la dimension du sexe et du genre dans la méthodologie et l'analyse de la recherche, en veillant à ce que ces analyses soient utilisées et diffusées de manière appropriée et qu'elles alimentent les politiques et mesures visant à promouvoir l'égalité de genre.
94. Promouvoir la recherche scientifique ~~qui~~ incluant une approche intersectionnelle des inégalités de genre, afin de mieux informer les politiques, en introduisant d'autres variables démographiques dans les méthodologies de recherche.
95. Renforcer la capacité institutionnelle à collecter des données solides et fiables ventilées par âge et par sexe, et selon d'autres variables si nécessaire et approprié, dans tous les domaines politiques. Un financement adéquat doit être alloué aux organismes et organisations qui collectent ces données, notamment les bureaux nationaux de statistiques et les instituts de recherche qui réalisent des enquêtes à grande échelle, ainsi que les organismes de promotion de l'égalité, les institutions publiques et les organisations de la société civile qui réalisent des enquêtes ciblées sur les besoins et les expériences des femmes et des filles, et des hommes et des garçons.

96. Recueillir et analyser systématiquement des données ventilées par sexe sur la répartition et le type de travail de soins non rémunéré effectué par les femmes et les hommes, y compris au moyen d'enquêtes sur l'emploi du temps réalisées à intervalles réguliers, afin de mieux comprendre et suivre les changements dans la répartition du travail de soins non rémunéré entre les hommes et les femmes et leurs liens avec les politiques et les programmes.
97. Utiliser les outils de la budgétisation sensible au genre pour promouvoir des politiques fiscales et budgétaires qui contribuent à l'égalité de genre, y compris des évaluations à intervalles réguliers de la valeur économique du travail de soins non rémunéré en pourcentage du PIB, et diffuser largement les résultats de ces évaluations.
98. Lancer, soutenir et financer des recherches sur les perceptions des hommes et des garçons concernant l'égalité de genre et les droits des femmes, afin d'informer les acteurs des politiques d'égalité et de sensibiliser le public, en particulier les hommes, au rythme du changement et aux diverses attitudes des hommes en matière d'égalité de genre et de droits des femmes.
99. Lancer, financer et soutenir la recherche sur les interrelations entre les différences biologiques liées au sexe et les facteurs socio-économiques et culturels qui influencent le comportement des femmes et des hommes et leur accès aux services de santé, afin de permettre des interventions fondées sur des données probantes et des politiques tenant compte de la dimension de genre.
100. Promouvoir un langage et une communication sensibles au genre, par exemple en produisant du matériel et des outils de formation comme prévu dans les recommandations pertinentes du Comité des Ministres du Conseil de l'Europe aux Etats membres.

### III. Rapports et évaluation

101. Ces lignes directrices demandent aux États membres de suivre les progrès de leur mise en œuvre et d'informer le(s) comité(s) directeur(s) compétent(s) des mesures prises et des progrès réalisés.
102. Les rapports doivent être réguliers et inclure des informations concernant :
  - les stratégies, mesures, programmes et pratiques prometteuses qui traitent de la place des hommes et des garçons dans les politiques d'égalité de genre et dans les politiques pour combattre la violence ~~à l'égard~~envers ~~les~~ femmes,
  - les recherches entreprises et soutenues pour fournir des données sur la place des hommes et des garçons dans les politiques d'égalité de genre et dans les politiques pour combattre la violence ~~à l'égard~~envers ~~les~~ femmes, ainsi que les résultats de ces recherches,
  - les mesures et campagnes nationales de sensibilisation entreprises à tous les niveaux, y compris les moyens par lesquels elles ont été menées.

HOLY SEE

ANNE-JULIE KERHUEL

12/09/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**



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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, ~~sexual orientation, gender identity,~~ age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women's rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
- ~~14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;~~
- ~~15.~~14. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
- ~~16.~~15. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
- ~~17.~~16. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

**Commented [u1]:** There is no internationally agreed definition of these terms.

**Commented [u2]:** Delete: the text should rather remain focused on the situation of women.

## I. Objectives and fundamental principles

### Objectives

~~18-17~~ The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.

~~19-18~~ The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

~~20-19~~ "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.

~~21-20~~ Policies on the place of men and boys in gender equality ~~must comply with~~ should be informed by international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.

**Commented [u3]:** There is no legal obligation to comply with "standards and criteria", which are not even defined.

~~22-21~~ Measures to involve men and boys in gender equality policies may be informed by ~~must pursue the implementation of~~ gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.

**Commented [u4]:** idem

~~23-22~~ Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex ~~and gender~~, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, ~~sexual orientation, gender identity~~, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

**Commented [u5]:** If one speaks about "aspects other than sex", this phrase should not be in the list.

[24-23](#). Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.

[25-24](#). Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. ~~Measures should acknowledge the leading role of women and girls in making progress towards gender equality.~~

[26-25](#). Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and ~~strengthening-protecting~~ women's and girls' fundamental human rights.

[27-26](#). Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to ~~promoting-protecting~~ women's fundamental human rights and combating violence against women.

[28-27](#). Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.

[29-28](#). Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## II. Proposed measures for member States

[30-29](#). Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on women and girls ~~men and boys~~; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

**Commented [u6]:** This is redundant with what follows in the successive paragraphs. Moreover, this phrase weakens the central idea of the draft project, according to which the realization of gender equality relies on both men and women.

**Commented [u7]:** The text should remain focused on women and girls

~~31-30~~In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

#### A. Measures focusing on addressing gender equality in care

~~32-31~~The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.

~~33-32~~Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal sharing of parenting responsibilities. ~~equal parenting~~.

Commented [u8]: This phrase is unclear.

The governments of member States should [adopt] / [consider adopting] the following measures:

~~34-33~~Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

~~35~~34. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:

- introducing paternity leave at 100% compensation,
- introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
- ensuring the availability of flexible working arrangements for both women and men,
- introducing a right to disconnect for all workers,
- reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.

~~36~~35. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:

- offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
- taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
- offering quality and affordable childcare facilities within companies.

~~37~~36. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and ~~private~~ family life, and equal access of women and men to decision-making positions.

~~38~~37. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote the equal sharing of parenting responsibilities ~~gender-equal parenting~~ and the equal involvement of women and men in unpaid care work.

~~39~~38. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.

~~40~~39. Carry out awareness-raising and media campaigns with messages adapted to different ~~groups~~ audiences, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

**Commented [u9]:** The phrase "family life" is the one usually used. It is important to stick to it in order to underline the aspect of care, responsibilities and sharing.

**Commented [u10]:** The phrase is unclear.



[41-40](#). Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.

[42-41](#). Address gender-stereotypical career ~~choices-orientations~~ through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations ~~and pressures, behaviour and choices~~ among boys and girls.

[43-42](#). Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.

[44-43](#). Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism ~~in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.~~

[45-44](#). Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

## **B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

[46-45](#). As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.

[47-46](#). Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

**Commented [u11]:** Boys' and girls' career choices should always be respected and not limited by external judgements. Therefore, the use of the word "choice", in an affirmation that tends to limit it, results inadequate here. Freedom of choice for of youth needs to be preserved.

**Commented [u12]:** Measures aimed at developing "critical thinking" should not be equated to making propaganda.

**Commented [u13]:** Pornography should in no way be endorsed or by these guidelines, which are aimed at protecting women.

~~48-47~~ Regressive ideologies and political and ~~fundamentalist religious~~ movements, as well as misogynist online spaces that oppose or challenge gender equality ~~and the advancement of women and feminist standards and principles~~, are a growing concern for stakeholders and organisations that support gender equality and ~~the advancement of women, women's rights~~. Appropriate measures are needed to counter this resistance ~~and to limit the impact of such reactionary ideologies and movements~~. ~~This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.~~

**Commented [u14]:** Undefined

**Commented [u15]:** The second part of the phrase is too subjective and vague and overlooks the necessity to take into account and preserve respect for different cultural sensitivities.

**Commented [u16]:** Delete: if we want that these guidelines have an impact, the text should rather keep focused on the place of men and boys in gender equality and policies to combat violence against women. Moreover, this idea is already present in para 61.

The governments of member States should [adopt] / [consider adopting] the following measures:

~~49-48~~ Secure commitment at the highest level to actively promote an institutional culture which rejects ~~gender-based~~ discrimination and violence ~~against women~~, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:

- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
- the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
- the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating ~~gender~~ discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
- public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.

~~50-49~~ Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international ~~standards and~~ commitments relating to gender equality and women's ~~rights~~ advancement.

~~51-50~~ Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

~~52-51~~. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.

~~53-52~~. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about ~~existing standards and~~ remaining challenges and to ensure progress.

~~54-53~~. Encourage and support the adoption of internal policies and actions, as well as ~~compulsory~~ training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.

~~55-54~~. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.

~~56-55~~. ~~Create sustainable structures for~~ Promote transparent consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of ~~promoting~~ gender equality, to ensure their meaningful participation, ~~as well as accountability and transparency,~~ in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.

~~57-56~~. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:

- a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
- to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
- to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.

~~58-57~~. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

~~59-58.~~ Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people - and who may be the target of attacks by anti-feminist groups.

~~60-59.~~ Take measures to better identify and understand the strategies used by ~~regressive movements, including~~ anti-feminist “men’s rights” movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on ~~democracy, political and public discourse, and~~ gender equality policies.

~~61-60.~~ Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.

~~62-61.~~ Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist “men’s rights” movements and terrorism.

~~63.~~ **Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

~~64-62.~~ In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and ~~inter-sectoral intersectional~~ approach should therefore be adopted to address this issue.

~~65-63.~~ Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.

~~66-64.~~ There is increasing evidence that ~~comprehensive sexuality~~ education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, ~~in relation to sexual relationships, contraception, and HIV and other STDs.~~

**Commented [u17]:** The expression is too vague and subjective and risks infringing on fundamental freedoms of association, thought, conscience, etc.

**Commented [u18]:** The text should remain focused on gender equality policies.

**Commented [u19]:** The focus should be kept gender equality in favour of women

**Commented [u20]:** Education should not be mentioned without a holistic approach that takes into account all the dimensions of the person.

**Commented [u21]:** It would be better to keep the idea general, as risky behaviours may also be of many other different kinds, which are not mentioned here.

~~67.~~ Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. ~~Men and boys are also vulnerable to violence and abuse by other men, including in war related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.~~

**Commented [u22]:** We should keep focused on the Guidelines' topic.

~~68-65.~~ The governments of the member States should [adopt] / [consider adopting] the following measures:

~~69-66.~~ Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.

**Commented [u23]:** The phrase is unclear...

~~70-67.~~ Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional-inter-sectoral approach to explore how gender may intersect with other factors, such as social origin and migration status.

~~71-68.~~ Ensure that age-appropriate sex education ~~comprehensive sexuality education including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships~~ is provided for by law, and ~~that it is mandatory~~, sufficiently resourced, with appropriate direction and guidance from parents and legal guardians, and mainstreamed across the education system from early school years.

**Commented [u24]:** It is essential that the text of the guidelines be compliant with the Convention on the Rights of the Child.

~~72.~~ ~~Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.~~

~~73-69.~~ Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, ~~including male violence against men and its impacts.~~

**Commented [u25]:** The text should keep its focus on women and girls.

~~74-70.~~ Ensure the availability and accessibility of general support services for ~~men and boys experiencing victims of~~ violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.

~~75-71.~~ Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.

~~76.~~ ~~Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.~~

**Commented [u26]:** Keep the focus on women and girls

~~77-72.~~ Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.

~~78.~~ ~~Design and implement evidence-based initiatives targeting men and boys, such as awareness-raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.~~

**Commented [u27]:** The text should maintain its focus on women and girls.

### **C. Measures to strengthen the role of men and boys in combating violence against women**

~~79-73.~~ While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.

~~80-74.~~ Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

~~81-75.~~ Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

~~82-76.~~ Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.

~~83-77.~~ Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

- [84-78](#). Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-~~transformative~~ ~~sensitive~~ approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
- [85-79](#). Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
- [86-80](#). Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
- [87-81](#). Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
- [88-82](#). Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on an ~~adequate gendered~~ understanding of violence against women and domestic violence.
- [89-83](#). Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
- [90-84](#). Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
- [91-85](#). Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

[92-86](#) Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

#### D. Development and dissemination of scientific research and data on gender inequality and women's rights

[93-87](#) ~~Sex and gender~~ ~~Age- and sex-~~ disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

[94-88](#) In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by ~~antifeminist~~ "men's rights" movements and other ~~antifeminist~~ ~~regressive~~ movements to undermine progress on gender equality and women's rights.

Commented [u28]: This word is too vague, cf. supra

The governments of the member States should [adopt] / [consider adopting] the following measures:

[95-89](#) Promote gender equality in scientific research, as well as the integration of ~~it the sex and gender dimension~~ in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

[96-90](#) Promote scientific research that includes an ~~intersectional-inter-sectoral~~ approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

[97-91](#) Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

[98-92](#) Systematically collect and analyse ~~age- and sex-~~ disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.



~~99-93.~~ Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.

~~100-94.~~ Initiate, support and fund research on men's and boys' perceptions of gender equality and women's ~~rights advancement~~ in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's ~~rights advancement~~.

~~101-95.~~ Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.

~~102-96.~~ Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

~~103-97.~~ These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.

~~104-98.~~ Reporting should be regular and include information on:

- strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
- research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
- national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

**Commented [NJ1]:** While this is the title of the Working Group itself and that chosen by the Committee of Ministers, the use of the word "place" instead of "role" is surprising because it does not suggest an active role. It is in contrast to the wording chosen for the Gender Equality Strategy. Also, the wording chosen in paragraphs 22 and 23, by contrast, suggest a much stronger and active involvement of men and boys ("measures to involve men and boys" and "measures regarding men and boys"). GREVIO would recommend using more active formulations throughout the document in order to point to the active role and positive involvement of men and boys in gender equality policies and in policies to combat violence against women. GREVIO proposes the term "involvement" or "role".

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and their contribution to policies to combat violence against women and their implementation;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women's rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

**Commented [NJ2]:** The current phrasing makes this a very wide statement, possibly taking it outside the scope of these guidelines. It seems to be a statement on policy making related to VAW, not to the involvement of men and boys in policies on VAW. It would be helpful to narrow this part down to men's involvement by adding two words. It would also be important to add the element of "implementation of policies on VAW" to this paragraph.

**Commented [NJ3]:** GREVIO queries the fact that perpetrators of VAW are construed as victims of harsh codes of masculinity and proposes the following rewording: "and or in adopting behaviour that can be prejudicial to themselves or to women and girls"

**Commented [NJ4]:** GREVIO would like to highlight that the request to inform relevant steering committees of action taken may result in some level of duplication of the monitoring of the level of implementation of Article 12 of the Istanbul Convention. This article is not only covered in the baseline evaluation procedure by GREVIO but will also be included in more depth in its first thematic evaluation round to be launched at some point in 2023.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and in policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes in this area. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

**Commented [NJ5]:** It is important to specify that the measures relate to the place of men and boys in policies to combat VAW, not to "measures relating to combat VAW" per se.

**Commented [NJ6]:** It would be helpful to specify the nature of the backlash. It is unclear from the current wording what the continuous backlashes are and against what.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthening men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national or ethnic minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

**Commented [NJ7]:** This part of the sentence appears unclear in meaning.

**Commented [NJ8]:** It is unclear what these measures refer to. GREVIO proposes to offer more detail.

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men and boys, and that men and boys therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality and in combating violence against women.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership and the prevention and combating of violence against women, in particular women-only domestic violence shelters. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights and combating violence against women.

**Commented [NJ9]:** Same comment as above. It is unclear what these measures refer to. Measures to prevent and combat VAW are not framed as "measures concerning men and boys". Is "measures promoting the active involvement of men and boys in preventing and combating violence against women" what is meant?

**Commented [NJ10]:** Same comment: best to specify the measures that are being referred to.

**Commented [NJ11]:** Again, it would be necessary to specify which measures are meant.

**Commented [NJ12]:** GREVIO's monitoring of the Istanbul Convention has revealed a growing trend of redirecting funds away from women's resources for preventing and combating VAW. It would be important to make this a specific point in these guidelines. The point below touches upon it but does not include the aspect of "redirection of funds". The second half of point 27 could be merged with point 26.

## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to prevent and combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.



31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
  - introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
  - offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

48. Reactionary movements and agendas Regressive ideologies and political and religious movements, as well as misogynist online and offline spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

**Commented [NJ13]:** GREVIO proposes to use the term "reactionary movements and agendas" because the use of the term "ideology" in this context could open this document up to unnecessary criticism. Anti-feminist movements are pushing a regressive agenda but calling that an ideology would be counterproductive.

**Commented [NJ14]:** Same comment as above. GREVIO proposes to use "reactionary movements and agendas".

**Commented [NJ15]:** GREVIO notes that it is unclear what entity the reporting would be to and whether this would be supplementary to or in duplication of existing reporting obligations under treaties such as the CEDAW Convention and the Istanbul Convention. Also, the scope and nature of the monitoring mechanisms and the reporting are unclear and may therefore not yield any meaningful results.

52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and harmful stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups, parents and individuals.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist “men’s rights” movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist “men’s rights” movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due to a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

**Commented [NJ16]:** GREVIO notes that teachers are often confronted with opposition within the classroom or from parents, not only from organised anti-feminist groups and proposes to add these two groups.

66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.
68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.
69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.
70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.
71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.
72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.
73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.
74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.

76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.

78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

79. Domestic violence should be an essential factor in determining child custody and visitation rights, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the independent group of experts monitoring the level of implementation monitoring mechanism of the Istanbul Convention, has noted in several baseline evaluation reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, online and offline, in both formal and informal education programmes, as well as among the general public.

81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men and boys, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as perpetrators, witnesses and bystanders.

**Commented [NJ17]:** As a general comment, GREVIO notes that the below section leaves out specific suggestions on addressing the issue of men and boys as perpetrators of violence against women. Indeed, while not all men are perpetrators of VAW, the large majority of VAW is perpetrated by men. The document would be greatly enriched by more specific proposals on the place of men and boys in reducing levels of perpetration. Many men are recidivists – this needs to be addressed. Also, most of the misogynist and harmful behaviour online by men and boys is behaviour that is perpetrated again and again. Addressing men in their role as bystanders and witnesses only as the section below seems to do falls short of addressing the most crucial part of men's place in this, which is as perpetrators whose behaviour needs to change and who need to take responsibility for their actions.

Also, the suggestions do not include proposals to address or reduce the extensive field of online perpetration of VAW, and should be enriched with more specific proposals.

As a final general observation, it seems to repeat select requirements of the Istanbul Convention but does not develop new proposals, which GREVIO considers a missed opportunity.

**Commented [NJ18]:** GREVIO notes that it is not immediately clear what this aims at. It appears to be questioning the effectiveness of criminal sanctions for acts of VAW as set out in the Istanbul Convention. The Istanbul Convention, however, requires certain behaviour to be criminalised, but does not offer specific sanctions. Instead, it requires for all sanctions to be appropriate, but leaves it to the state party to decide in detail. GREVIO's monitoring has found very low sanctions in some countries, especially for domestic violence, and high use of fines or misdemeanour offences. If the aim of this paragraph is to ensure that governments assess the appropriateness of criminal sanctions for the different forms of VAW, this paragraph would need to be rephrased to the following:

**Commented [NJ19]:** While GREVIO is very aware of the potential for preventing domestic violence and further harm through safe/reduced custody and visitation arrangements, it does not seem clear from this paragraph how issues related to custody relate to the "role of men and boys in combating violence against women". GREVIO proposes to clarify and explain this, for example by clearly addressing the need to prevent violent behaviour to be passed on to boys who grow up witnessing or being subject to violence as they are likely to replicate such abusive behaviour.

**Commented [NJ20]:** GREVIO is one of the two bodies that together make up the monitoring mechanism of the Istanbul Convention, which is important to specify.

**Commented [NJ21]:** GREVIO notes that this document does not offer a definition of VAW and assumes that domestic violence is included in it. It is proposed to make this clear in the document.

**Commented [NJ22]:** GREVIO points out to the crucial need to work with men and boys as perpetrators of violence against women and strongly recommends to add this term here.



82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men and boys with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses to perpetrators of such violence, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards are based on existing promising practices and international standards in this area, including those set out in the Istanbul Convention.
86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, as well as health care professionals and social workers, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
87. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should take measures to ensure this and other notions of parental alienation are not used in court proceedings on the determination of custody and visitation rights.
89. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

**Commented [NJ23]:** GREVIO wishes to point out that the Istanbul Convention makes all major acts of VAW subject to ex officio prosecution, i.e. prosecution without a report/complaint by the victim, and this is being implemented widely. Asking for time-bound targets for increased reporting seems to be going into the opposite direction, and may possibly end in increased pressure on women who experience violence. It would be more important to ask for specific and time-bound and effective investigations into acts of VAW, as this is often where the issues lie, as GREVIO's monitoring has revealed. The accountability of state agents is of relevance to an effective and professional investigation and less so to reporting offences.

**Commented [NJ24]:** On the basis of GREVIO's findings from its monitoring it has become clear that the large majority of state parties do not have enough domestic violence perpetrator programmes to absorb an increase in the level of attendance. GREVIO recommends to add a recommendation that aims to increase the number of high quality programmes, accessible throughout the country.

**Commented [NJ25]:** GREVIO's findings from its monitoring have shown that more and more state parties are taking specific measures to ban its use in court, yet judges continue to use this or similar notions. It is the judges and court-appointed experts who resort to such notions, not necessarily the member states. To make this paragraph meaningful, GREVIO proposes to rephrase it as suggested.

~~90.~~ Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

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#### **E. Development and dissemination of scientific research and data on gender inequality and women's rights**

~~91-90.~~ Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

~~92-91.~~ In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

~~93-92.~~ Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

~~94-93.~~ Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

~~95-94.~~ Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

~~96-95.~~ Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

~~97-96.~~ Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.

~~98-97.~~ Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights and violence against women.

~~99-98.~~ Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.

~~100-99.~~ Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

~~101-100.~~ These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.

~~102-101.~~ Reporting should be regular and include information on:

- strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
- research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
- national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

**Commented [NJ26]:** GREVIO notes that this is a very wide formulation. The Istanbul Convention requires regular awareness raising activities on violence against women and domestic violence, and this includes reaching out to men. GREVIO suggests to use wording that avoids duplication in this regard.

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## GENERAL COMMENTS

- A reference should be included to the UNCRC, the Lanzarote Convention, the Guidelines on child-friendly justice and the Recommendation CM/Rec(2009) 10 on integrated national strategies for the protection of children from violence, and possibly the recommendation on positive parenting.
- A paragraph should be included to clarify that the role of men and that of boys in gender equality policies cannot in all circumstances be the same. Boys, as children, should not be held responsible neither be given a heavy burden regarding their involvement in gender equality policies. The participation of boys in any measures, organisations or programmes should only be undertaken on a voluntary basis.
- A new drafting proposal has been included with regards the assessment of the best interests of the child when determining child custody, visiting and contact rights when children have been victims or witnesses of domestic violence.
- The concept of "parental alienation" should be defined or otherwise explained. There is also a difference between parental alienation and parental alienation syndrome. Important to link in with the work of the ENF ISE.
- A new paragraph has thus been added under section D regarding the right of the child to be heard in court/mediation judicial or administrative proceedings on parental separation, domestic violence or any other type of abuse.
- If the aim is to reduce animosity between different ideologies, often very radical or extreme regarding gender equality and have everyone on board in the fight against VAW, it would be advisable to avoid using qualifications such as "anti-feminist", "regressive", "patriarchy", "misogynistic", "reactionary", etc. Some proposals have been made throughout the text in this regard. The terms can be substituted for others or simply deleted without changing the sense of the phrase.
- Some of the information included is very contextual, referring to specific data of 2021, or other periods. If the Recommendation aims at standing the test of time it would be better not to refer to specific events/figures that might change with time.

## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same

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visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;

3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - [the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse \(CETS No. 201, "Lanzarote Convention", 2007\)](#);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

**Commented [CRD1]:** This recommendation is quite progressive, bearing in mind it was adopted in 2006. It has a strong gender equality reference to care work, child rearing and the need for more involvement of fathers. So perhaps consider including it here as well as it is quite relevant.

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7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:

- Recommendation No. R (90) 4 on the elimination of sexism from language;
- Recommendation No. R (96) 51 on reconciling work and family life;
- Recommendation Rec (2002) 5 on the protection of women against violence;
- Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
- [Recommendation Rec \(2006\) 19 on policies to support positive parenting;](#)
- Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
- Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
- [Recommendation CM/Rec \(2009\) 10 on guidelines on integrated national strategies for the protection of children from violence;](#)
- [Guidelines on child-friendly justice \(adopted by the Committee of Ministers on 17 November 2010\);](#)
- Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
- [Recommendation \(2012\)2 on the participation of children and young people under the age of 18](#)

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Commented [CRD3]: Relevant for children victims or witnesses of domestic violence

Commented [CRD4]: Relevant with regards parental separation/domestic violence cases

- Recommendation CM/Rec (2013) 1 on gender equality and media;
- Recommendation CM/Rec (2019) 1 on preventing and combating sexism;

8. Taking account of the [Council of Europe Gender Equality Strategy 2018-2023](#);

Commented [CRD5]: Consider referencing the Strategy for the Rights of the Child (2022 to 2027)

9. Recalling:

- the United Nations Convention on the Elimination of All Forms of Discrimination Against Women ("CEDAW", 1979) and its Optional Protocol (1999);
- the [United Nations Convention on the Rights of the Child \("UNCRC", 1989\)](#);
- the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
- the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
- the United Nations Agenda 2030 for sustainable development;

Commented [CRD6]: This is particularly relevant if the Recommendation covers boys.



- the Report "Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women" adopted by the United Nations Human Rights Council in 2018;

10. Stressing that ~~patriarchy, as a system of sexism and~~ male domination, ~~are~~ still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and ~~that patriarchy~~ negatively impact~~ing~~s societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women's rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male-violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

**Commented [CRD7]:** Also by influencing, determining and limiting their professional choices and personality development;

**Commented [CRD8]:** Consider addressing boys separately in the draft as the measures needed for boys are not the same as men

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti feminist "men's rights"- [anti-rights] movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
- ~~22-23.~~ The participation of boys in any measures, organisations or programmes should only be undertaken on a voluntary basis, in conformity with the rights of the child and should be conducted in line with the right to participate, in a child friendly or age appropriate manner.
- ~~23-24.~~ Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

**Commented [CRD9]:** Probably this shouldn't be included at the introduction of the Recommendation, it would better fit later/in the Explanatory Memorandum, as it is very contextual. Perhaps reference

**Commented [CRD10]:** There should be a differentiation between the role of men and boys. The Recommendation should clarify that boys, as children, should not be held responsible neither a heavy burden should be placed on them regarding their involvement in gender equality policies/measures. The participation of boys in any measures, organisations or programmes should only be undertaken on a voluntary basis and should be conducted in line with the right to participate, in a child friendly or age appropriate manner;

~~24-25~~. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.

~~25-26~~. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.

~~26-27~~. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.

~~27-28~~. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.

~~28-29~~. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls. [Bearing in mind the rights of the child, in this case boys, NGOs with specialisation on the rights of the child should be consulted.](#)

~~29-30~~. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## II. Proposed measures for member States

~~30-31~~. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

~~34~~<sup>32</sup>In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

#### A. Measures focusing on addressing gender equality in care

~~33~~<sup>33</sup>The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, a majority women in the European Union spent an estimated or approximative 13 hours more than men every week on unpaid child care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work within the household.

~~33~~<sup>34</sup>Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care and child rearing activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

~~34~~<sup>35</sup>Contribute to the development of a so-called "Care Deal" in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a "Care Deal" also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

Commented [CRD11]: What is meant with care? Is it parenting, or caring for the home?

Commented [CRD12]: Probably this would better fit in the EM. I am not sure this is accurate across Europe and in some countries this is absolutely not accurate

Commented [CRD13]: Addressing the need to increase the participation of men in child care (delete activities)

35-36. Adopt legislation promoting men’s, women’s, and indeed society’s, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:

- introducing paternity leave at 100% compensation,
- introducing non-transferable compulsory paid parental leave and care leave for other dependants, accessible to all workers,
- ensuring the availability of flexible working arrangements for both women and men,
- ~~introducing a right to disconnect for all workers,~~
- reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.

Commented [CRD14]: Besides being non-transferable, it should also be compulsory to have the same parental leave for both parents.

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36-37. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:

- offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
- taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
- offering quality and affordable childcare facilities within companies.

37-38. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.

39. ~~In the best interests of the child, the rights of parents, such as entitlement to appropriate support from public authorities in fulfilling their parental functions, must also be given prominence. The exercise by parents of equal and shared responsibility for their children makes a major contribution to the harmonious development of the child’s personality.~~

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40. ~~Particular attention should be paid to the important role of fathers in the care and rearing of their children, taking into account in particular the principle of gender equality, the impact on families of the reconciliation of work and family life and family breakdown.~~

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38-41. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.

39-42. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.

~~40-43~~ Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

~~41-44~~. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.

~~42-45~~. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.

~~43-46~~. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting ~~boys and~~ young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.

~~47~~. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among ~~young men and boys~~ for the countering of sexism in the content, language and illustrations of toys, comics, books, television, ~~media~~, video and other games, online content and films, including pornography.

~~44-48~~. ~~Take measures, for girls and boys, within the education system and in extracurricular activities to challenge gender stereotypes and promote critical thinking to counter sexism in content, language. To challenge the stereotyping of professions, roles in the home, parenting.~~

~~45-49~~. Implement measures to encourage all members of society, especially men ~~and boys~~, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in ~~the home as partners and fathers~~, the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

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## **B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

~~46-50~~. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.

~~47-51~~. Patriarchy Sexism is often the root cause of harmful gender norms and behaviour. Patriarchy It also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.



|

48. ~~Regressive~~ Ideologies and political and religious movements, as well as ~~misogynist~~ online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such ~~reactionary~~ ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

~~49-52.~~ Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:

- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
- the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
- the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
- public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.

~~50-53.~~ Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.

~~54-54.~~ Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

**Commented [CRD19]:** Probably it will not help to already include these qualifications if the aim of the Recommendation is to have everyone on board for gender equality.

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~~52-55~~. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit ~~misogynistic, domineering or violent~~ leadership styles [which perpetuate sexism, male domination and violence](#) in the public arena and at all levels.

~~53-56~~. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.

~~54-57~~. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.

~~55-58~~. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.

~~56-59~~. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.

~~57-60~~. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:

- a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
- to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
- to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.

~~58-61~~. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

~~59-62.~~ Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people - and who may be the target of attacks by anti-feminist groups.

~~60-63.~~ Take measures to better identify and understand the strategies used by ~~regressive movements, including anti feminist "men's anti rights" movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.~~

~~61-64.~~ Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.

~~62-65.~~ Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist "men's rights" movements and terrorism.

### C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys

~~63-66.~~ In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers, which present a higher proportion of young men, face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.

~~67.~~ Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.

~~64.~~ —

~~65-68.~~ There is increasing evidence that age-appropriate comprehensive sexuality education has positive effects on both boys and girls and can contribute to preventing and reducing harmful sexual behaviour, conveying strong messages in favour of respect and equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among

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Commented [CRD23]: This would better fit in the EM, as it is very contextual and it might be outdated soon. If the Recommendation aims at standing the test of time it would be better not to refer to specific events/figures that might change with time.

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| young men, in relation to sexual relationships [including consent, as well as](#) contraception, and HIV and other STDs.

66-69. Societal expectations and gender norms around masculinity are linked to men’s greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination. Men, who have engaged in wars, are more likely to inflict violence in society, including against women, and should be provide with the appropriate psychological support.

Commented [CRD24]: A mention should also be made, either in the Recommendation or in the EM, to the participation of boys and sometimes girls (under the age of 18) in war/army, as well as their exploitation as child soldiers.

The governments of the member States should [adopt] / [consider adopting] the following measures:

70. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys’ achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging equally boys and girls.

67-71. Take measures to include in the official curriculum, of all levels of education, teaching material on issues such as the principle of equality between women and men, non-stereotyped gender roles, mutual respect, non-violent conflict resolution in interpersonal relationships, gender-based violence against women and the right to personal integrity.

68-72. Introduce evidence-based policies and measures to combat school dropout rates of boys and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.

69-73. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.

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70-74. Regularly evaluate and revise comprehensive sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.

74-75. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.

Commented [CRD26]: Children? Or youth? Not the same thing. Normally CSE should address all age groups, in an age appropriate manner. Youth is usually from 16 years old to 35

72-76. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.

Commented [CRD27]: I believe that this term needs to be explained, perhaps in the EM so that a non informed reader understands what this is. Shifting this term to a more positive action could be considered...

73-77. Make visible the societal and financial costs of harmful, harmful masculine stereotypes ~~restrictive masculinity~~, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, mental health related obstacles and dissatisfaction in life. To provide a vision for the benefit of promoting non -violent or positive masculinity and how it will strengthen the role and place of men and boys in today’s societies.

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74.78 Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

~~75-79.~~Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.

~~76-80.~~Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men’s and boys’ use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

~~77-81.~~While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.

~~78-82.~~Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

~~83.~~ Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children’s lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports<sup>1</sup> that even if children have the right to maintain ties with both parents, as enshrined in Article 9, paragraph 3 of the UNCRC, a child’s exposure to domestic violence, as a victim or witness, should be considered as one element in the best interest determination. Exposure to domestic violence should therefore be an essential factor in determining child custody, visiting and contact rights, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children’s lives, safety and well-being in several baseline reports that parties tend to give priority to an understanding of the ‘best interest of the child’ as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed.

~~84.~~ Furthermore, so-called “parental alienation”, a concept rejected by the scientific community, has been successfully is sometimes/has been/ instrumentalised by anti feminist “men’s anti-rights” movements and is often invoked to claim that deny child custody to a mother and should be granted to a father accused or convicted of domestic violence and denied to the mother.

~~85.~~ Judicial and administrative procedures in divorce and separation cases, where the determination of a child’s custody and visiting rights are considered, can at times be conflictual, to the detriment of the child’s best interest, well-being and to the maintenance of meaningful relations with both

<sup>1</sup> As of...October 2022: Belgium, Denmark, France, Italy, the Netherlands, Poland, Romania, San Marino, Slovenia.

**Commented [CRD29]:** If one wants to engage with men who are not perpetrators of violence, it might be considered to rephrase and to use another term such as ...“while most men are not perpetrators of”

**Commented [CRD30]:** Need to include the references. The reports are noted in footnote 1

**Commented [CRD31]:** Needs definition, otherwise the phrase can’t be understood by someone new to this concept.

**Commented [CRD32]:** Would it be helpful to explain this concept?

**Commented [CRD33]:** There is a difference between parental alienation an parental alienation syndrome. Perhaps explain?

**Commented [CRD34]:** Is it possible to document the research?

**Commented [CRD35]:** Currently the CJ ENF ISE is elaborating guidance on this specific term and it would be recommended that the work og the GEC be informed by how it is possible to proceed with this particular Guidance, so that the reality of a number of parents and children is also recognised.

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parents. States should take measures to ensure that the judiciary is provided with the right protocols to determine the best interest of the child in particular in such challenging situations.

~~79.~~ In cases of non-enforcement of contact orders, effective and child friendly remedies should be in place to ensure that contact and visiting rights are respected, or subsequently reviewed. The interviewing protocols and support mechanisms provided through the Barnahus models, in highly conflictual situations, could be encouraged (to support the child, take the testimony of the child etc.).

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The governments of member States should [adopt] / [consider adopting] the following measures:

~~80-86.~~ Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.

~~81-87.~~ Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

~~82-88.~~ Support the implementation of programmes that provide education to increase the understanding of key issues related to consent and the sexual boundaries surrounding sexual assault, harassment, rape and abusive relationships, ~~violence bystander intervention programmes~~, particularly in primary, secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.

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83-89. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.

84-90. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.

85-91. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims’ safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.

86-92. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and girls and domestic violence.

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Commented [CRD38]: Barnahus: Barnahus (derived from the Icelandic word for "children's house") is a child-friendly, multidisciplinary and interagency model for responding to child violence and witnesses of violence. The response is coordinated and effective child protection and justice response, and to prevent traumatisation and retraumatisation during investigation and court proceedings. While being highly effective supporting child victims for sexual abuse, it has also proved to be helpful in highly conflictual cases of separation and divorce.

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93. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women and children, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.

94. Ensure child friendly justice, including that children are properly heard, and their views are duly taken into account, according to their age, maturity and evolving capacities, as required by article 12 of the UNCRC, when handling cases of parental separation, domestic violence or any other type of abuse that affects them, in the context of judicial or administrative proceedings. To consider benefiting from interviewing protocols of Barnahus structures to establish the views of the child could be considered.

Commented [CRD39]: A number of states have started to use the Barnahus to interview children in the "high conflict situations".

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88-95. Given the absence of scientific grounds for so-called “parental alienation syndrome” and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights and alternative solutions should be found to sooth the parental conflict and to determine what is best for the child. In such situations it could be helpful to have recourse to interviewing techniques of Barnahus and by appointing a guardian ad litem for the child.

89-96. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

**Commented [CRD40]:** Are you certain it is because of an absence of scientific grounds? And you do not wish to make a difference between parental alienation and parental alienation syndrome? It is different.

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**Commented [CRD41]:** Parental alienation can be used by women and men. So it also impacts men. Not very clear.

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**Commented [CRD42]:** It would be important, to reflect the reality, that divorce and separation proceedings can sometimes be highly conflictual, and the centre of the conflict is the child. The undue, direct, or indirect, influence of one of the parents, should be established/recognised. The fact that in certain cases, accusations of all forms of violence, are made only at the time of court proceedings.

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**Commented [CRD43]:** It has to be recognised that divorce and separation can have a traumatising effect on the child, that in conflictual situations the child often gets lost in the dispute between the parents, and in some cases one of the parents uses undue influence on the child. This is unfortunately a fact. The judges need guidance on how to address this. It is our understanding that PA is used by both genders, men and women. It is not only women who try to unduly influence the views of the child, it is also fathers. So what solution is proposed?

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~~90-97~~ Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

~~91-98~~ Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

~~92-99~~ In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by ~~antifeminist "men's rights" movements and other regressive movements~~ to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

~~93-100~~ Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

~~94-101~~ Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

~~95-102~~ Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

~~96-103~~ Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

~~97-104.~~ Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.

~~98-105.~~ Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.

~~99-106.~~ Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.

~~100-107.~~ Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

~~101-108.~~ These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.

~~102-109.~~ Reporting should be regular and include information on:

- strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
- research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
- national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

LEGAL CO-OPERATION DIVISION  
(CDCJ, CCJE, CCPE)

LIVIA STOICA

12/10/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);



7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women’s rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## **II. Proposed measures for member States**

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
  - introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
  - offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.



52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist “men’s rights” movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist “men’s rights” movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

**Commented [SL1]:** It is a missed opportunity not to address also these issues in the context of rural communities and remote communities where such stereotypes present a different set of challenges, and where limited access to services and resources bring along a different dimension to the issue

66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.

68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.

69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.

70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.

71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.

72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.

73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.

74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

Commented [SL2]: These paragraphs could be moved to Section D

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.
76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.
78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.

79. ~~Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as Domestic violence has serious and negative consequences a direct impact on children's development and well-being lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interests of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements in certain countries and is often invoked to negate allegations of domestic and sexual violence to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.~~

79.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.
81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

**Commented [SL3]:** This is the only paragraph which refers to a specific article of a relevant convention. As phrased, this is not exactly what is required by article 31. It may be useful to consult GREVIO colleagues in this context, and also to source the following reference to the baseline reports.

**Commented [SL4]:** We would advise to avoid using terminology which is not clearly defined in our European legal systems. This concept is and remains very controversial in Europe, and as such it is not desirable to use it in a CoE legal instrument (even by referring to -so called- ) as this would provide ground to those that are promoting it.

Cases of parental alienation, when proven, is very often brought under the term of harm or "emotional abuse". Others consider it a form of domestic abuse.

There is however to my knowledge very limited scientific understanding on how the concept is understood, assessed and worked with from a practice perspective in Europe. There is also little empirical evidence on interventions that work, or on its long term effects, and there are different responses according to different countries and different legal cultures. Few court judgments speak of parental alienation, while they more often refer to an "alienated child".

**Commented [SL5]:** To my knowledge there is no comparative data of European courts case law on this. Unless you have a reliable source, this statement is not backed by evidence.

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82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.

86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, children's services and mental health services on all forms of violence against women and children girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and reflect clear protocols and guidelines based on a gendered understanding of all forms of violence against women and domestic violence.

86-87. Ensure that such trainings devote special attention to the intersection between alienation of children and domestic violence, and to acrimonious family law proceedings involving allegations of domestic violence, harm or abuse, assertions or use by one of the parties or their lawyers of controversial concepts in relation to alienation of children, with a view to increasing awareness of prosecutors, judges and lawyers; preventing the acceptance and use of such controversial concepts in court proceedings; and improving more informed legal decision-making processes.

88. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in family law legal proceedings concerning child visitation/custody rights and improve informed decision-making processes and recommendations for psychological and health related interventions.

**Commented [SL6]:** Reducing the levels of attendance is also an indicator of success for preventive strategies, as there would be less offenders and perpetrators.

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**Commented [SL7]:** This is very narrow, while family law proceedings can also include other relevant issues such as relocation, termination of parental rights, etc.

~~87.~~

~~89. Take measures to prevent and address gender bias in courts and in family law proceedings, including through training and awareness-raising activities aimed at legal professionals, in particular judges and lawyers, not only to uphold the principle of the best interests of the child but also the principle of equality between women and men, in line with existing international and European standards to be applied at the national level.~~

~~88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.~~

~~89-90.~~ Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

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Commented [SL9]: See drafting proposal above

[90-91](#) Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

[91-92](#) Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.

[92-93](#) In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

[93-94](#) Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.

[94-95](#) Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.

[95-96](#) Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.

[96-97](#) Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

97-98. Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.

98-99. Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.

99-100. Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.

100-101. Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

101-102. These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.

102-103. Reporting should be regular and include information on:

- strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
- research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
- national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.



SPORT DIVISION

SOPHIE KWASNY

13/10/2022

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC(2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
- Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2015) 2 on gender mainstreaming in sport;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
- the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the European Union Gender Equality Strategy 2020-2025;
  - the Recommendations and Action Plan from the High Level Group on Gender Equality in Sport “Towards More Gender Equality in Sport” (2022);
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

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Commented [LK1]: Might be too specific to mention in this section, but the recommendations do contain sections “Men as allies” and “Gender-based violence”

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women’s rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, [Recommendation CM/Rec \(2013\) 1 on gender equality and media](#), [CM/Rec \(2015\) 2 on gender mainstreaming in sport](#), and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called “Care Deal” in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a “Care Deal” also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.



35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
  - introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
  - offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist "men's rights" movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist "men's rights" movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.
68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.
69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.
70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.
71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.
72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.
73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.
74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.
76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.
78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.
79. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.
81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

**Commented [LK2]:** In addition, oblige all organisations, agencies and bodies to establish internal measures, procedures, structures and resources to protect women employed in them. For example, guidelines on how to handle cases of sexual violence at workplace (including support for victims), measures to protect potential victims of violence, procedures to report incidents etc.

**Commented [LK3]:** Violence prevention initiatives and interventions should also be context-specific, accounting for the differences across various sectors. For instance, violence against women in sport can take forms of punishment with excessive exercise, withholding access to food, water or the toilet, and excessive weight management.

Relevant professionals, in this case coaches, officials, sports doctors etc, should be provided with systematic mandatory training on the prevention and detection of all forms of violence against women and girls (see para. 86), which takes into account the specificity of the sector.

**Commented [LK4]:** Not only in education but in other sectors of youth engagement, such as sport (which is a traditionally male-dominated field and can often be a fertile ground for toxic masculinity), in particular at the grassroots level.

82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
87. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
89. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.



90. Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**Commented [KS5]:** Is this term meant to include NGOs and private entities such as federations, the IOC, etc? Highlighting in particular the inspiring sportsmen who can serve as role models for the younger generations..

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

91. Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.
92. In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

93. Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.
94. Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.
95. Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.
96. Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

97. Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.
98. Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.
99. Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.
100. Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

101. These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.
102. Reporting should be regular and include information on:
  - strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
  - research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
  - national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

Strasbourg, 27 July 2022

GEC (2022)08

**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

Consultation document

**Commented [1]:** A very good paper! If it would be possible to broaden the perspective outside of the gender binary, then that'd be a good addition.

**Preamble**

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women’s rights in society, that violence against women and girls remains the most widespread violation of women’s human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of “men, boys and gender equality” has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, “Istanbul Convention”, 2011);

**Commented [2]:** “equal” instead? Also because of understandability.

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women ("CEDAW", 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report "Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women" adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women’s rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys may be subject to gender inequalities, norms and stereotypes which can limit their opportunities in public and private life; that harsh codes of masculinity can also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.



31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

**A. Measures focusing on addressing gender equality in care**

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called "Care Deal" in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a "Care Deal" also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
  - introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
  - offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is often the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist "men's rights" movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist "men's rights" movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.

66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.
68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.
69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.
70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.
71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.
72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.
73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.
74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.
76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.
78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.
79. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of violence against women, in both formal and informal education programmes, as well as among the general public.
81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.



82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
87. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
89. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

90. Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

91. Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.
92. In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

93. Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.
94. Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.
95. Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.
96. Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

97. Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.
98. Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.
99. Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.
100. Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

101. These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.
102. Reporting should be regular and include information on:
  - strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
  - research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
  - national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

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**GENDER EQUALITY COMMISSION  
(GEC)**

**Draft guidelines on  
the place of men and boys in gender equality policies  
and in policies to combat violence against women**

**Consultation document**

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## Preamble

The Committee of Ministers,

1. Considering that the aim of the Council of Europe is to achieve a greater unity between its member States, *inter alia*, by promoting common standards in the field of human rights;
2. Recalling that gender equality is central to the protection of human rights, the functioning of democracy and good governance, respect for the rule of law and the promotion of well-being for all; that it entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation in all spheres of public and private life; and that it implies equal access to and distribution of resources between women and men, as set out in the Council of Europe Gender Equality Strategy 2018-2023;
3. Recalling that there are still structural obstacles preventing the full realisation of gender equality and women's rights in society, that violence against women and girls remains the most widespread violation of women's human rights; that political activities and public decision-making remain male-dominated areas and that women continue to carry a disproportionate share of unpaid care work, which impacts their access to the labour market, to quality employment, decision-making and other opportunities;
4. Considering that men have a major role to play in eradicating violence against women and gender-based inequality, and that their involvement in building an egalitarian society is of medium and long-term benefit to both women and men, and society as a whole;
5. Considering that the issue of "men, boys and gender equality" has gained increased visibility in recent years, and taking into account the need to provide a policy framework for measures in this area, based on existing standards and policies;
6. Bearing in mind the obligations and commitments as undertaken by States in line with relevant Council of Europe conventions, such as:
  - the Convention for the Protection of Human Rights and Fundamental Freedoms (ETS No. 5, 1950);
  - the European Social Charter (ETS No. 35, 1961, revised in 1996, ETS No. 163);
  - the Council of Europe Convention on Action against Trafficking in Human Beings (CETS No. 197, 2005);
  - the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (CETS No. 210, "Istanbul Convention", 2011);

7. Recalling the following recommendations of the Committee of Ministers to member States of the Council of Europe:
  - Recommendation No. R (90) 4 on the elimination of sexism from language;
  - Recommendation No. R (96) 51 on reconciling work and family life;
  - Recommendation Rec (2002) 5 on the protection of women against violence;
  - Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making;
  - Recommendation CM/Rec (2007) 13 on gender mainstreaming in education;
  - Recommendation CM/Rec (2007) 17 on gender equality standards and mechanisms;
  - Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building;
  - Recommendation CM/Rec (2013) 1 on gender equality and media;
  - Recommendation CM/Rec (2019) 1 on preventing and combating sexism;
8. Taking account of the Council of Europe Gender Equality Strategy 2018-2023;
9. Recalling:
  - the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (“CEDAW”, 1979) and its Optional Protocol (1999);
  - the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995);
  - the United Nations Security Council Resolution 1325 on women and peace and security (2000) and subsequent United Nations Security Council resolutions on this topic;
  - the United Nations Agenda 2030 for sustainable development;
  - the Report “Review of promising practices and lessons learned, existing strategies and United Nations and other initiatives to engage men and boys in promoting and achieving gender equality, in the context of eliminating violence against women” adopted by the United Nations Human Rights Council in 2018;

10. Stressing that patriarchy, as a system of male domination, is still pervasive in Europe, underpinning gender norms and inequalities that women and girls as well as men and boys experience; and that patriarchy negatively impacts societies, policy-making and international relations, notably as regards the way in which issues such as peace, social justice and climate change are addressed;
11. Noting that the Covid-19 pandemic has reinforced existing gender inequalities while generating new forms of disadvantage and exclusion;
12. Stressing that the diversity of men and women – as it relates to race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status – needs to be taken into account in measures related to the place of men and boys in gender equality policies and in policies to combat violence against women;
13. Recognising that the individual and collective conduct of men and boys is crucial for the full achievement of gender equality and women's rights, that their actions or inaction can accelerate, slow or reverse progress towards equality, and that men and boys must become agents of change, with men in positions of power having a particular responsibility in this regard;
14. Noting that men and boys ~~may be~~ are subject to gender inequalities, norms and stereotypes which ~~can~~ limit their opportunities in public and private life; that harsh codes of masculinity ~~can~~ also negatively affect the lives of men and boys, particularly as victims and/or perpetrators of male violence, or in adopting behaviour that can be prejudicial to themselves; and that men and boys are, therefore, beneficiaries of gender equality in their own right;
15. Affirming that the ultimate goal of strategies and programmes on the place of men and boys in gender equality policies is to achieve gender equality in society and to eliminate all forms of discrimination and violence against women and girls, including by transforming discriminatory gender norms and stereotypes and promoting non-violent, respectful and equal gender relations;
16. Adopts the following guidelines to serve as a practical framework for the member States, to assist them in strengthening strategies and measures on the place of men and boys in gender equality policies and in policies to combat violence against women;
17. Invites member States to:
  - ensure that these guidelines are widely disseminated with a view to their implementation by all relevant authorities,
  - assess progress in their implementation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field.

**Commented [MT1]:** German speaking umbrella organizations: Norms of masculinity are inevitably directed at all boys and men and in any case (also) have negative effects on them. The wording "can" is therefore inappropriate. If the statement is to be weakened in a factually correct way, it could be added instead that there are also advantages/privileges associated with those norms of masculinity.



## I. Objectives and fundamental principles

### Objectives

18. The aim of these Guidelines is to establish fundamental principles to be taken into account by member States when drawing up strategies, legislation and other measures relating to the place of men and boys in gender equality policies and policies to combat violence against women, and to suggest strategies and practical measures to member States in this regard.
19. The Guidelines form part of the process of implementation of the rights and principles enshrined in European and international conventions, standards and policies concerning gender equality and women's rights, in the context of continuous backlashes. In particular, anti-feminist "men's rights" movements which undermine or challenge existing gender equality standards and policies, threaten the realisation of the fundamental rights of all women and men.

### Fundamental principles

20. "Gender equality entails equal rights for women and men, girls and boys, as well as the same visibility, empowerment, responsibility and participation, in all spheres of public and private life. It also implies equal access to and distribution of resources between women and men" (Council of Europe Gender Equality Strategy 2018-2023). The aim of gender equality policies is to promote substantive gender equality, including by empowering women, and by eliminating all forms of discrimination and violence against women.
21. Policies on the place of men and boys in gender equality must comply with international standards and criteria and the relevant instruments of the Council of Europe and should adopt a dual approach: (1) specific measures, including positive action when appropriate, in areas critical for the advancement of women in order to achieve *de facto* gender equality; and (2) the implementation of a gender mainstreaming perspective in all policies and measures.
22. Measures to involve men and boys in gender equality policies must pursue the implementation of gender equality standards, challenge structural inequalities and not constitute an alternative policy objective to strengthen men's and boys' rights in isolation.
23. Measures regarding men and boys should take account of the combined effects of systems of exclusion, and disadvantage linked to aspects other than sex and gender, such as race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth, sexual orientation, gender identity, age, state of health, disability, marital status, migrant or refugee status, or other status. This means taking an intersectional approach.

24. Measures concerning men and boys should address the fact that violence against women is perpetrated primarily by men, and that men therefore have a particular role in the prevention of such violence. Special attention should be given to those provisions of the Istanbul Convention that address the role of men and boys; particularly in the area of prevention, including as decision-makers, role models, agents of change and advocates for equality between women and men; and speaking out against violence.
25. Measures involving men and boys should complement and not replace gender equality policies primarily targeting girls and women or the specific approaches of feminist movements that provide for women-only spaces and women-focused programmes. Measures should acknowledge the leading role of women and girls in making progress towards gender equality.
26. Member States should ensure the allocation of additional funding to measures involving men and boys, without diverting resources from the promotion of women's rights, empowerment and leadership. They should further ensure that action taken is regularly assessed, in terms of achieving gender equality and strengthening women's and girls' rights.
27. Measures involving men and boys should not have a negative impact on the visibility of women's NGOs and should not compromise opportunities and resources assigned to promoting women's rights and combating violence against women.
28. Measures involving men and boys should be designed in consultation with relevant women's NGOs and relevant organisations working with men and boys actively combating gender inequalities and violence against women and girls.
29. Legislation, policies and other measures adopted by member States should be evidence-based and reflect current, relevant and accurate scientific data and research in the area of gender equality and women's rights.

## II. Proposed measures for member States

30. Member States may devise the following types of measures according to the objective pursued: (1) measures focusing on addressing gender equality in care; (2) measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights, and on countering resistance to gender equality; (3) measures to reduce the negative impacts of social norms and gender stereotypes on men and boys; (4) measures to engage men and boys in action to combat violence against women; (5) measures promoting the development and dissemination of scientific research and data on gender inequalities and women's rights.

**Commented [MT2]:** German speaking umbrella organizations: Talking about GBV (instead of "violence against women" only) would not omit violence experienced by men, and it would strengthen the message that violence prevention should not only hold men accountable, but requires a critical examination of norms of masculinity.

**Commented [MT3]:** German speaking umbrella organizations: On a strategic level, we understand the demand for a leadership role of women and girls (in order to prevent men from occupying the power of definition in gender equality policy). However, on the level of measures, this seems inappropriate and counterproductive. In order to generate gender equality policy dynamics, boys, men and fathers must become self-motivated agents of change and cannot be reduced to the role of assistants. Therefore, in our opinion, the sentence should be reworded to read: "Measures should take into account knowledge and experiences of women and girls in making progress towards gender equality."

**Commented [MT4]:** German speaking umbrella organizations: Cf. 25 – Measures should be developed and implemented in coordination and in exchange with women's organizations. The wording "in consultation" suggests a kind of approval process, which is inappropriate in our opinion. Suggested wording: replace "in consultation" with "in exchange" or "in coordination".

31. In addition to the proposed measures hereunder, member States should also ensure the full application of relevant provisions of various Committee of Ministers recommendations to member States, including Recommendation No. R (90) 4 on the elimination of sexism from language, Recommendation No. R (96) 51 on reconciling work and family life, Recommendation Rec (2002) 5 on the protection of women against violence, Recommendation Rec (2003) 3 on balanced participation of women and men in political and public decision-making, Recommendation CM/Rec (2007) 13 on gender mainstreaming in education, CM/Rec (2007) 17 on gender equality standards and mechanisms, Recommendation CM/Rec (2010) 10 on the role of women and men in conflict prevention and resolution and in peace building, and Recommendation CM/Rec (2019) 1 on preventing and combating sexism.

#### A. Measures focusing on addressing gender equality in care

32. The gendered division of paid and unpaid work, in particular the persistent unequal sharing of unpaid care work between women and men, is a significant obstacle to gender equality. The equal involvement of men in care activities is an important aspect in transforming gender roles and relations. Before the Covid-19 outbreak, women in the European Union spent 13 hours more than men every week on unpaid care and housework. **Effective and proactive strategies, policies, and programmes are needed to ensure gender equality in relation to care, including enhancing the role of public authorities and private actors, and involving men and women equally in care and other unpaid work.**
33. Tackling entrenched gender norms and stereotypes is also crucial in addressing the low participation of men in care activities, including through educational and awareness-raising measures and measures to promote equal parenting.

**Complement proposed by the german speaking umbrella associations: The promotion of caring masculinities has to be accompanied by the promotion of part-time employment and other forms of family friendly workplace conditions for men and fathers.**

The governments of member States should [adopt] / [consider adopting] the following measures:

34. Contribute to the development of a so-called "Care Deal" in Council of Europe member States, by promoting care as a responsibility of the State and a shared responsibility of men and women as equal earners and equal carers. Such a "Care Deal" also requires the implementation of coordinated and structural measures to develop accessible, affordable and quality care services for children, the elderly and other dependants, and to improve working conditions in the care sector, including remuneration levels and job security.

**Commented [MT5]:** German speaking umbrella organizations: Cf. introductory comment 7b: We support the statements made. In our opinion, however, it should be mentioned logically that the assumption of additional work at home and in the family must be accompanied by a corresponding reduction in the paid workload. In order to be credible for the target group, a clear announcement is needed: The total burden must be such that it can be managed! -> see specific proposal in the next point.

35. Adopt legislation promoting men's, women's, and indeed society's, equal responsibility for care, as well as the equal distribution of unpaid care work among women and men. Such measures may include:
- introducing paternity leave at 100% compensation,
  - introducing non-transferable paid parental leave and care leave for other dependants, accessible to all workers,
  - ensuring the availability of flexible working arrangements for both women and men,
  - introducing a right to disconnect for all workers,
  - reviewing tax systems so that they contribute to an equal share of care responsibilities between women and men.
36. Encourage employers in the public and private sectors, as well as social partners, to promote concrete voluntary measures conducive to an equal redistribution of unpaid care work and to work-life balance for women and men. Such measures may include:
- offering more attractive care-leave arrangements and flexible working conditions than those provided by law to all workers, both women and men, and applicable regardless of position,
  - taking concrete measures to eliminate all forms of discrimination, penalisation, or stigma against carers, be they women or men,
  - offering quality and affordable childcare facilities within companies.
37. Make reporting on gender equality issues mandatory by law for all employers, including working conditions of women and men, equal pay, policies to reconcile working and private life, and equal access of women and men to decision-making positions.
38. Provide training to, and raise awareness among, relevant professionals who come into contact with parents, including social welfare, health, and education professionals, to enable them to promote gender-equal parenting and the equal involvement of women and men in unpaid care work.
39. Ensure that diverse and non-stereotypical portrayals of parenthood are being disseminated, including in educational, social welfare and healthcare settings. This can also be achieved through public communication and family policy measures which target parents, in a non-stereotypical manner, with a strong message promoting care as a shared responsibility.
40. Carry out awareness-raising and media campaigns with messages adapted to different groups, in order to promote an understanding of unpaid care work and gender stereotypes among the general public.

**Commented [MT6]:** German speaking umbrella organizations: We support the demand, but consider it reasonable, in the service of political feasibility, to limit the demand to companies that have a minimum number of employees (e.g., 50).

41. Adopt systematic approaches and mechanisms to monitor, evaluate and report the impact of measures on engaging men and boys, particularly in the areas of unpaid care work, social norms and gender stereotypes.
42. Address gender-stereotypical career choices through the development of innovative pedagogical tools, materials and activities for teachers and career guidance counsellors, in order to eliminate gender-stereotypical expectations, behaviour and choices among boys and girls.
43. Take measures to encourage more men to choose careers in care, *inter alia* through recruitment campaigns targeting boys and young men, educational scholarships for men in health and social care-related diplomas, and by increasing the visibility of male role models in the sector. Specific targets should be set to facilitate the monitoring and evaluation of measures.
44. Take measures, within and outside education systems, to raise awareness and promote the development of critical thinking among men and boys for the countering of sexism in the content, language and illustrations of toys, comics, books, television, video and other games, online content and films, including pornography.
45. Implement measures to encourage all members of society, especially men and boys, to abandon sexist behaviour and gender stereotypes and to adopt respectful and healthy behaviour, notably in the digital sphere, and especially in relation to young women and girls, women journalists, politicians, public figures and women's human rights defenders.

**B. Measures focusing on men and boys as agents of change for the realisation of gender equality and women's rights and on countering resistance to gender equality**

46. As stated in the Council of Europe Gender Equality Strategy 2018-2023, "Political activities and public decision-making remain male-dominated areas. Men set political priorities, and political culture continues to be structured around male behaviour and life experience". It is therefore important to improve the accountability of political leaders vis-à-vis commitments to gender equality and women's rights at all levels. Men in power in other areas, such as in business and in the media, can also play an important role in promoting gender equality and women's rights through their decision-making power, resources, and influence.
47. Patriarchy is ~~often~~ the root cause of harmful gender norms and behaviour. Patriarchy also negatively impacts policy formulation and decision-making outcomes at all levels. This needs to be taken into account in order to ensure that men and boys play a transformative role towards gender equality.

**Commented [MT7]:** German speaking umbrella organizations: Experience from Switzerland shows: Campaigns are only partially effective in motivating young men and male career changers to take up a gender-atypical profession. More cost-effective and effective are binding requirements by the cost units/supervisory authorities of the training institutions (e.g. teacher training colleges) that a minimum proportion of men must be guaranteed among the students. The Swiss canton of Bern successfully imposes such a requirement on the University of Teacher Education Berne. This successful model could / should be copied. It would be desirable to add such a requirement.

**Commented [MT8]:** German speaking umbrella organizations: This statement addresses boys and men in the role of those who stand up against sexism in order to protect. This is undoubtedly necessary and justified. However, it should be added that the said measures should also have the goal that boys and men can protect themselves from and against sexist messages (e.g. by promoting media competence in dealing with pornography).

**Commented [MT9]:** German speaking umbrella organizations: Are there "harmful gender norms" whose root is not patriarchy? In our opinion: no. Therefore, the word "often" can be deleted without replacement.

48. Regressive ideologies and political and religious movements, as well as misogynist online spaces that oppose or challenge gender equality and feminist standards and principles, are a growing concern for stakeholders and organisations that support gender equality and women's rights. Appropriate measures are needed to counter this resistance and to limit the impact of such reactionary ideologies and movements. This requires improved knowledge and awareness of the various forms of resistance and opposition, the actors involved, their potential links with terrorist movements and the threat that they constitute for democracy and human rights. This is all the more important when different forces are contesting rights in other gender-related areas, such as sexual and reproductive health and rights, sexuality education, and the rights of LGBTI people.

The governments of member States should [adopt] / [consider adopting] the following measures:

49. Secure commitment at the highest level to actively promote an institutional culture which rejects gender-based discrimination and violence, sexism, gender stereotypes and gendered power dynamics in the public and private sector. Such measures could include:
- the adoption and implementation of binding gender parity and quota measures for political, public and private decision-making positions,
  - the adoption and implementation of codes of conduct that include redress mechanisms and sanctions, in order to provide guidance to public and private officials in diverse settings,
  - the adoption of pledges or concrete targets by men leaders related to promoting gender balance, to combating gender discrimination, and to dedicating adequate funding for measures and programmes to promote gender equality and to combat violence against women,
  - public commitments to not holding or participating in men-only public panels or decision-making bodies and to involving women in the planning of events.
50. Develop democratic and transparent monitoring mechanisms encouraging men in decision-making at all levels, including male heads of government and of political parties, to report on actions taken to implement national, European and international standards and commitments relating to gender equality and women's rights.
51. Identify, encourage, and mobilize the voices of men in decision-making, including politicians, diplomats, civil servants, and members of the armed forces, in support of gender equality, women's engagement in international relations, and the full implementation of existing international commitments on women, peace and security.

**Commented [MT10]:** German speaking umbrella organizations: Yes, but combined with a "care quota" (see point 43).

**Commented [MT11]:** German speaking umbrella organizations: Yes, but it is not only about gender parity; the diversity among men and masculinities needs to be promoted, too!

52. Take concrete steps, for example through awareness-raising, research, training and codes of conduct, to challenge and discredit misogynistic, domineering or violent leadership styles in the public arena and at all levels.
53. Develop and support targeted training sessions for high-level political decision-makers, particularly men, on human rights, gender equality and non-violence, in order to counter unconscious bias and raise awareness about existing standards and remaining challenges and to ensure progress.
54. Encourage and support the adoption of internal policies and actions, as well as compulsory training on gender norms and stereotypes, gender equality, anti-discrimination, sexism, sexual harassment and violence in the workplace, targeting decision-makers, and particularly men, in private and public companies and services.
55. In the context of government initiatives, issue clear public statements on why men and boys should be meaningfully involved in, and support, gender equality policies.
56. Create sustainable structures for consultation and partnerships with relevant women's NGOs and relevant organisations working with men and boys active in the area of promoting gender equality, to ensure their meaningful participation, as well as accountability and transparency, in the implementation of policies and initiatives to engage men and boys in efforts to achieve gender equality.
57. In close consultation with relevant women's NGOs and relevant organisations working with men and boys, develop criteria for the design and funding of strategies and activities related to the role of men and boys in gender equality policies, including:
  - a stated objective to promote gender equality and full adherence to established international policies and standards on promoting gender equality and combating violence against women,
  - to ensure that policies and activities on engaging men and boys do not negatively impact on the funding, legitimacy and visibility of programmes and organisations promoting women's rights, empowerment and leadership,
  - to ensure that activities are evidence-based and reflect up-to-date, relevant and accurate scientific data and research in the areas of gender equality and combating violence against women.
58. Support organisations, projects and programmes, including training activities, on men and boys in gender equality policies that fulfil the above criteria.

59. Take measures to ensure the safety and protection of teaching and other professionals who develop and implement gender equality programmes - particularly with children and young people -and who may be the target of attacks by anti-feminist groups.
60. Take measures to better identify and understand the strategies used by regressive movements, including anti-feminist "men's rights" movements and online misogynist spaces, to oppose gender equality; and implement preventive interventions to limit their potential to recruit, to cause harm and to negatively impact on democracy, political and public discourse, and gender equality policies.
61. Encourage the organisation of public lectures, conferences and awareness raising campaigns to deconstruct and challenge misogynistic and sexist discourse, as well as myths and misconceptions about gender equality policies and feminist movements.
62. Invite bodies working on anti-terrorism at national level to adopt a gendered approach to counter-terrorism and preventing violent extremism, focusing *inter alia* on the links between violent anti-feminist "men's rights" movements and terrorism.

**C. Measures to reduce the negative impacts of social norms and gender stereotypes on men and boys**

63. In 2021, the proportion of early leavers from education and training was slightly higher for young men than for young women (those considered were individuals aged 18-24 who have completed at most a lower secondary education and were not in further education or training at the time of the survey). Early school leavers face a higher risk of unemployment, social exclusion and poverty. Social origin and migration background are important factors affecting early school leaving and some groups of young men are more likely to drop out of school in order to seek paid employment. A gender mainstreaming and intersectional approach should therefore be adopted to address this issue.
64. Social norms and stereotypes also affect the health status of women and men differently. Men are more likely to engage in high-risk behaviours as a result of stereotypical images of men and masculinity, resulting in increased street violence, alcohol abuse, and suicide rates. Men also have differing sexual and reproductive health needs, including in relation to contraception, prevention and treatment of HIV and other sexually transmitted diseases (STDs), as well as cancers that affect men. Yet these needs are often unfulfilled due a combination of factors, including poor health-seeking behaviour among men.
65. There is increasing evidence that comprehensive sexuality education has positive effects on both boys and girls and can contribute to conveying strong messages in favour of equality between women and men, including in developing respectful social and sexual relationships, promoting non-stereotyped gender roles, and reducing risky behaviour, particularly among young men, in relation to sexual relationships, contraception, and HIV and other STDs.



66. Societal expectations and gender norms around masculinity are linked to men's greater likelihood to engage in violence and participate in extremist groups. Men and boys are also vulnerable to violence and abuse by other men, including in war-related violence, as victims of homicide, as well as of violence related to racial and ethnic discrimination.

The governments of the member States should [adopt] / [consider adopting] the following measures:

67. Recognise and challenge gender stereotypes in teaching and learning (including low expectations of boys' achievement) and develop gender-sensitive teaching practices that are more conducive to motivating and engaging boys and girls.
68. Introduce evidence-based policies and measures to combat school dropout rates and early school leaving, adopting an intersectional approach to explore how gender may intersect with other factors, such as social origin and migration status.
69. Ensure that comprehensive sexuality education - including on gender norms and stereotypes, the meaning of consent, and responsible behaviour in intimate relationships - is provided for by law, and that it is mandatory, sufficiently resourced, and mainstreamed across the education system from early school years.
70. Regularly evaluate and revise sexuality education curricula, in order to ensure that they are accurate, evidence-based and meet the existing needs of both girls and boys.
71. Adopt policies and measures, including programmes targeting youth in and outside formal education, to address harmful manifestations of masculinity, including male violence against men and its impacts.
72. Ensure the availability and accessibility of general support services for men and boys experiencing violence, including domestic violence, as well as access to appropriate health and social services that are adequately resourced, and that professionals are trained to assist victims.
73. Make visible the societal and financial costs of harmful, restrictive masculinity, particularly in relation to perpetrating and being subjected to violence, risks to health and wellbeing, engaging in high-risk behaviour, risk of suicide, and dissatisfaction in life.
74. Implement evidence-based public health policies, and develop health promotion programmes, that address the needs of men and boys, based on an intersectional analysis of health needs and health outcomes.

75. Promote the inclusion of gender equality in initial and in-service training programmes of all professionals in the education, health, social welfare and care sectors, including on transforming gender norms and promoting positive behavioural changes.
76. Design and implement evidence-based initiatives targeting men and boys, such as awareness raising campaigns and informational activities, to improve men's use of health care services, including mental health, cancer screening, vaccination, and sexual and reproductive health services.

**D. Measures to strengthen the role of men and boys in combating violence against women**

77. While not all men are perpetrators of violence, violence against women is a manifestation of unequal power relations between women and men and impacts on society as a whole. Men and boys have an essential role to play in combating all forms of violence against women in their different roles, including as allies, witnesses and bystanders.

**Additional point proposed by the german speaking umbrella organizations:** The obligation to perform military service and, in the event of war, to serve in the armed forces, is in most European countries unilaterally directed at men. One may consider this unequal treatment politically justified in view of the numerous unequal treatments of women that still exist today. Nevertheless, the unequal treatment remains discrimination on the basis of gender and therefore is an equality policy issue. The fact that experiences of violence and war increase the probability of later/further acts of violence has to be taken into account while developing measures to combat violence against women.

78. Impunity for perpetrators of acts of violence against women is still one of the major challenges to be addressed. The question of the effectiveness of sanctions as provided for by existing international standards, including the Istanbul Convention, should be addressed in measures relating to men and gender equality.
79. Domestic violence should be an essential factor in determining child custody, as required by Article 31 of the Istanbul Convention, as domestic violence has a direct impact on children's lives. GREVIO, the monitoring mechanism of the Istanbul Convention, has noted in several baseline reports that parties tend to give priority to an understanding of the 'best interest of the child' as the right to maintain contact with both parents at all costs, regardless of the violence children have witnessed. Furthermore, so-called "parental alienation", a concept rejected by the scientific community, has been successfully instrumentalised by anti-feminist "men's rights" movements and is often invoked to deny child custody to a mother and grant it to a father accused or convicted of domestic violence.

The governments of member States should [adopt] / [consider adopting] the following measures:

80. Develop and implement systematic, nation-wide and sustainable violence prevention initiatives and interventions – specifically among men and boys – regarding all forms of

**Commented [MT12]:** German speaking umbrella organizations: We support the first part of point 79. Violence in families must be taken into account appropriately in the interests of the children and the protection of children from direct and indirect violence must be given priority in family law proceedings. A unilateral and initially time-limited exclusion of access can be an adequate remedy in this regard. We share the draft's assessment that the PAS concept is instrumentalized in contentious to highly contentious separations. We also share the assessment that the concept of the PAS concept is to be viewed critically overall. However, this must be countered by the fundamental observation that parental obligations to their children are not terminated by separation and/or divorce. Rather, it is necessary to constructively build a sustainable parental relationship. All parents must take into account their children's legal right to a (good) relationship with their parents, regardless of their relationship status to each other.

violence against women, in both formal and informal education programmes, as well as among the general public.

81. Develop and implement interventions in education that contribute to creating peer environments, especially among young men, that promote non-violent masculinity and in which they feel safe to open up and assume responsibility for men's violence against women, including as witnesses and bystanders.

82. Support the implementation of violence bystander intervention programmes, particularly in secondary education and university settings, that are grounded in a gender-transformative approach, and that provide men with the knowledge and skills to challenge their peers safely and effectively. Such programmes should be robustly evaluated to measure both attitude and behavioural change over time.
83. Address impunity for all forms of violence against women by taking measures to identify strengths, weaknesses and areas for improvement in state responses, to promote accountability of state agencies, and set specific and time-bound targets for increased reporting and conviction rates for offences covered by the Istanbul Convention.
84. Take measures to increase the levels of attendance in domestic violence perpetrator programmes and treatment programmes for sex offenders. This can be achieved by integrating referrals to perpetrator programmes into the criminal justice system as a tool to reduce recidivism, while ensuring that such referrals do not replace prosecution, conviction or sentencing.
85. Develop guidelines for the operation of perpetrator programmes to ensure baseline quality standards, and to ensure a victim-centred approach with regard to victims' safety, support and human rights. Member States may consider adopting an accreditation process to ensure such standards.
86. Provide or strengthen systematic initial and in-service training for relevant professionals, including the police, prosecutors, lawyers and judges, on all forms of violence against women and girls, on the prevention and detection of such violence, the needs and rights of victims, as well as on how to prevent secondary victimisation. Such training needs to be based on up-to-date and clear protocols and guidelines based on a gendered understanding of violence against women and domestic violence.
87. Provide court appointed professionals, including health professionals, with systematic and mandatory initial and ongoing training on all forms of violence against women, including the effects of such violence on victims as well as on child victims and witnesses, in order to enable them to provide expert advice in legal proceedings concerning child visitation/custody rights.
88. Given the absence of scientific grounds for so-called "parental alienation syndrome" and the impact of its use on both women and children, member States should not use it in court proceedings on the determination of custody and visitation rights.
89. Develop integrated and co-ordinated strategies to address the demand that fosters the trafficking and exploitation of women and girls, including conducting public surveys on the number of men, and the proportion of the male population having purchased sex, and through awareness raising and information campaigns targeting men and boys.

**Commented [MT13]:** German speaking umbrella organizations: We support this demand. Complementary to this, however, is the demand that the aforementioned specialists also be trained in recognizing false accusers/accusations.

**Commented [MT14]:** German speaking umbrella organizations: In our opinion, this wording lacks the demand for better scientific research into alienation and manipulation dynamics. Practitioners overwhelmingly agree that these exist. To omit this "only" because the concept of PAS is to be considered critically is unacceptable.

**Commented [MT15]:** German speaking umbrella organizations: We support the content of the demand, but ask for two extensions: On the one hand, male prostitutes should also be mentioned (and female clients of prostitution should at least be included). On the other hand, research must not be limited to quantitative analysis. It is also necessary to record which motives drive men to buy sexual services and which prevention goals result from this.

90. Encourage diverse stakeholders, such as sports and cultural institutions, public transportation services, as well as private enterprises including commercial centres, restaurants and bars, to develop communication and information campaigns targeting men and boys on the prevention of all forms of violence against women.

**E. Development and dissemination of scientific research and data on gender inequality and women's rights**

91. Sex- and gender- disaggregated data is still often not systematically collected or available across policy sectors. Reliable and comparable data is essential to accurately assess progress on key gender inequality indicators and to identify those most affected, as well to assess how such gender inequalities intersect with other forms of discrimination. Robust data enables governments to better design, adapt, monitor and evaluate policies, addressing the specific needs of both women and men.
92. In addition, there is strong evidence to suggest that research and higher education institutions reproduce social values leading to gender inequalities and that unconscious or implicit bias may impede objective research design and analysis. Data resulting from such bias in research is exploited by antifeminist "men's rights" movements and other regressive movements to undermine progress on gender equality and women's rights.

The governments of the member States should [adopt] / [consider adopting] the following measures:

93. Promote gender equality in scientific research, as well as the integration of the sex and gender dimension in research methodology and analysis, ensuring that such analyses are used and disseminated appropriately and feed into policies and measures to promote gender equality.
94. Promote scientific research that includes an intersectional approach to gender inequalities in order to better inform policy measures, by including other demographic variables in the research methodology.
95. Build institutional capacity to collect robust and reliable age- and sex-disaggregated data, and other variables as needed and appropriate, across policy sectors. Adequate funding must be allocated to those bodies and organisations that collect such data, including national statistical offices and research institutes carrying out large scale surveys, as well as equality bodies, public institutions, and civil society organisations that carry out targeted surveys on the needs and experiences of women and girls, and men and boys.
96. Systematically collect and analyse sex-disaggregated data on the distribution and type of unpaid care work carried out by women and men, including through time-use surveys at regular intervals, in order to better understand and monitor changes in the distribution of unpaid care work between men and women and their links with policies and programmes.

97. Use gender budgeting tools to promote taxation and budgetary policies that contribute to gender equality, including assessments at regular intervals of the economic value of unpaid care work as a percentage of GDP, and disseminate the results of such assessments widely.
98. Initiate, support and fund research on men's and boys' perceptions of gender equality and women's rights in order to inform equality policy stakeholders and raise public awareness, particularly among men, about both the pace of change and the diverse attitudes of men with regard to gender equality and women's rights.
99. Initiate, fund, and support research on the interrelations between sex-related biological differences and socio-economic and cultural factors that affect the behaviour of women and men and their access to health services, to allow evidence-based interventions and gender-sensitive policies.
100. Promote gender-sensitive language and communication, for example by producing training material and tools as provided for in relevant recommendations of the Council of Europe Committee of Ministers to member States.

### III. Reporting and evaluation

101. These Guidelines ask member States to monitor progress in their implementation and to inform the competent steering committee(s) of the measures taken and progress achieved.
102. Reporting should be regular and include information on:
  - strategies, measures, programmes and promising practices that address the place of men and boys in gender equality policies and in policies to combat violence against women,
  - research undertaken and supported to provide data on the place of men and boys in gender equality policies and in policies to combat violence against women, as well as the outcomes of any such research,
  - national awareness-raising measures and campaigns undertaken at all levels, including regarding the media through which they were conducted.