GENDER EQUALITY COMMISSION
(GEC)

**Monitoring the progress in the implementation of
the Committee of Ministers
Recommendation on preventing and combating sexism**

Discussion document

Contents

Introduction and rationale

The Council of Europe's Gender Equality Division is preparing for the process to monitor the progress in the implementation of the Committee of Ministers Recommendation on preventing and combating sexism (CM/Rec(2019)1.

CM/Rec(2019)1 "recommends that the governments of member States:

1. Take measures to prevent and combat sexism and its manifestations in the public and private spheres, and encourage relevant stakeholders to implement appropriate legislation, policies and programmes, drawing on the definition and guidelines appended to this Recommendation;

2. **Monitor progress in the implementation of this Recommendation and inform the competent Council of Europe steering committee(s) of the measures undertaken and the progress achieved in this field;**

3. Ensure that this Recommendation, including its appendix, is translated and disseminated (in accessible formats) to relevant authorities and stakeholders."

The terms of reference of the Gender Equality Commission (GEC) 2020-2021 asks the GEC to "Define an approach for following on the implementation of legal instruments (see main tasks viii and xiii)[1], including notably Recommendation Rec/CM(2019)1 on preventing and combating sexism".

This discussion paper suggests options for defining the approach, namely the scope and methodology, to monitor the progress in the implementation of the recommendation for the first time.

The monitoring and reporting are planned to be carried out in 2022-2023. Detailed timing of the monitoring and evaluation is indicated at the end of this discussion paper.

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[1]   (viii) follow the implementation of the non-binding instruments that it has prepared as well as conventions for which it has been given supervision by the Committee of Ministers;

(xiii) in accordance with decisions CM/Del/Dec(2013)1168/10.2 of the Committee of Ministers, carry out, at regular intervals, within the limits of the available resources and bearing in mind its priorities, an examination of some or all of the conventions for which it has been given responsibility in co-operation, where appropriate, with the relevant convention-based bodies, and report back to the Committee of Ministers;

Scope of the recommendation

Appendix I to the Recommendation CM/Rec(2019)1 includes a section on *III. Reporting and evaluation*, which states:

"Reporting should be regular and include information on:

- legal and policy frameworks, measures and best practices that address sexism, sexist behaviour, gender stereotyping and sexist hate speech, in particular in public spaces, the internet and media, the workplace, the public sector, the justice, education, sport and cultural sectors, and in the private sphere, including tools for reporting sexist behaviour, as well as disciplinary processes and sanctions;
- any comprehensive policy, or policy within the framework of a national strategy on gender equality, adopted to eliminate sexism and sexist behaviour, including definitions, indicators, national monitoring and evaluation mechanisms;
- the work of any co-ordinating body established or designated to monitor implementation at the national level;
- research undertaken and supported to provide data on the incidence and consequences of sexism and sexist behaviour in the targeted areas, as well as the outcomes of any such research;
- national awareness-raising measures and campaigns undertaken at all levels, including on the media through which they were conducted."

The appendix to the recommendation includes guidelines in several sectors:

I.   *General tools and measures for addressing sexism*
        I.A. Legislation and policies
        I.B. Awareness-raising measures

II.   *Specific tools and measures for addressing sexism and sexist behaviour in targeted areas*
        II.A. Language and communication
        II.B. Internet, social media and online sexist hate speech
        II.C. Media, advertising and other communication products and services
        II.D. Workplace
        II.E. Public sector
        II.F. Justice sector
        II.G. Education institutions
        II.H. Culture and sport
        II.I. Private sphere

Two options are proposed regarding the content to be monitored and evaluated

As the scope of the recommendation is wide and covers various policy sectors, it is suggested to consider two options to monitor the progress in the implementation of the recommendation.

These options, including their advantages and disadvantages, are presented below.

Option 1:

The first option is **to cover the whole recommendation, including all sectors mentioned in it**. This would mean monitoring and reporting *I.A. Legislation and policies* and *I.B. Awareness-raising measures* but also on all legislative, policy, promising practice, and awareness-raising measures taken in each sector:

> *II.A. Language and communication*
> *II.B. Internet, social media and online sexist hate speech*
> *II.C. Media, advertising and other communication products and services*
> *II.D. Workplace*
> *II.E. Public sector*
> *II.F. Justice sector*
> *II.G. Education institutions*
> *II.H. Culture and sport*
> *II.I. Private sphere*

Advantages
- Covers the whole recommendation;
- Provides comprehensive baseline information on the implementation of the recommendation from all sectors.

Disadvantages
- Requires considerable resources from the Council of Europe and member States to collect information and data, not only on a general level but from all sectors;
- Final report would be lengthy and probably less reader-friendly.

Option 2:

The second option suggests focusing in a first phase on the areas laid out in *III. Reporting and evaluation section*, with the specific focus on *I. General tools and measures addressing sexism*, i.e. *I.A. Legislation and policies* and *I.B. Awareness-raising measures* to set up a general baseline for the monitoring and implementation of the recommendation.

The specific sectors indicated under *II. Specific tools and measures for addressing sexism and sexist behaviour in targeted areas* would be monitored in a second phase, every two years covering three sectors at a time starting from 2025.

Monitoring of specific sectors could be combined, where relevant, with the monitoring of related Council of Europe recommendations, such as Recommendation CM/Rec (2015)2 of the Committee of Ministers to member States on gender mainstreaming in sport or other standards, to ensure complementarity and efficient use of resources.

Advantages
- As the recommendation was recently adopted, this option would cover in-depth the general legal, policy and programme framework as a first general baseline;
- Final report would be concise and more reader-friendly than in Option 1.

Disadvantages
- The scope of the first phase would be limited and the monitoring exercise on general parts may not necessarily identify from the outset specific sectors where little or no progress is achieved and where specific focus should be paid in the next implementation period;
- First full monitoring cycle of the recommendation would last until 2029.

Methodology, stakeholders and reporting

As this will be the first time the recommendation will be monitored and evaluated, this will set-up a baseline for future monitoring and evaluation of the implementation of the recommendation. This methodology can be applied to both options. It also creates an opportunity to define SMART[2] indicators to measure reliably progress and changes obtained in the implementation of the recommendation, and to facilitate its future monitoring and evaluation.

The existing data sources will be mapped (such as, member States' reporting on the objective 1 of the Council of Europe Gender Equality Strategy 2018-2023) and an (online) questionnaire(s) will be developed to collect missing data and information. The methodology and questionnaire(s) will cover qualitative and quantitative aspects of the implementation of the recommendation and could rely on the Council of Europe's evaluation criteria, where appropriate: relevance, effectiveness, efficiency, impact, sustainability and added value.[3]

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[2] Specific, Measurable, Achievable, Relevant, Time-bound
[3] The Council of Europe's Evaluation Policy, November 2019, p. 21. Available at:
https://rm.coe.int/evaluation-policy-en-pdf/16809e7f91

Information on the implementation of the recommendation could be collected from various stakeholders to build a comprehensive baseline. Questionnaires would be tailored to each target group who can provide relevant information on the implementation of the recommendation:

1. Council of Europe's member States,
2. Council of Europe bodies, and
3. international organisations and non-governmental organisations (such as, UN Women, Amnesty International, Human Rights Watch, European Women's Lobby and WAVE – Women against Violence in Europe).

The methodology would also set up criteria to identify promising practices and their mapping in member States, and of practices used by international organisations and NGOs. In addition, the report on the implementation of the recommendation could include an analysis of on the current situation, e.g. on enabling factors and challenges (see an example here) and a detailed guidance/recommendations to improve the implementation of the recommendation.

Existing data sources to be utilised

- Member states' reports on the Council of Europe Gender Equality Strategy 2018-2023 - Objective 1: Prevent and combat gender stereotypes and sexism;
- Council of Europe tools and action page on preventing and combating sexism;
- Council of Europe's work on preventing sexism undertaken in cooperation projects and through grants.

Depending on the decided scope and option for the monitoring and evaluation, further data sources can be identified.

Tentative timeline

November 2021:   GEC decides on the approach based on the discussion paper
April 2022:   GEC decides on the actual questionnaire(s) and template(s)
2022-2023:   Reporting and evaluation
End of 2023:   Final report to be approved by the GEC