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CONSEIL DE L'EUROPE

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**GENDER EQUALITY COMMISSION
(GEC)**

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

**Proposed procedure and draft questionnaires
for adoption by the GEC**

Contents

I. Introduction and rationale	3
II. Scope of the Recommendation.....	4
III. Contents to be monitored and evaluated in the first implementation review report	5
IV. Tentative timeline for the first implementation review report	5
V. Methodology, stakeholders, and reporting	6
VI. Existing data sources to be utilised	7
APPENDIX I: DRAFT QUESTIONNAIRE FOR MEMBER STATES	8
APPENDIX II: DRAFT QUESTIONNAIRE FOR NGOS.....	16

I. Introduction and rationale

The Council of Europe Gender Equality Division is preparing for the first exercise for member states to review progress in the implementation of the [Recommendation of the Committee of Ministers on preventing and combating sexism](#) (CM/Rec(2019)1), starting in 2022.

The CM/Rec(2019)1 on Preventing and combating sexism “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 2020-21](#) ask the Gender Equality Commission (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.”

The [terms of reference of the Gender Equality Commission 2022-2025](#) ask the GEC to produce a “First (general) implementation review report on Recommendation CM/Rec(2019)1 on preventing and combating sexism” by the end of 2023; and to produce a “Second (thematic) implementation review report on Recommendation CM/Rec(2019)1 on preventing and combating sexism” by the end of 2025.

Following a first discussion at the GEC in November 2021, this paper suggests an approach, namely the scope and methodology, to begin monitoring for the first time the progress in the implementation of the Recommendation.

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.

II. Scope of the Recommendation

The Appendix of 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 of the Recommendation covers measures that are more general in scope as well as those that address specific 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

III. Contents to be monitored and evaluated in the first implementation review report

Further to the feedback given by the GEC during the discussion on the review in November 2021, it is proposed to focus for the first implementation review report on the **“I. General tools and measures addressing sexism”, i.e., “I.A. Legislation and policies” and “I.B. Awareness-raising measures”** of the Appendix. This first implementation review exercise will provide a **general baseline for monitoring the implementation of the Recommendation.**

In order to make it possible to also report on the implementation of measures in section II of the Appendix (specific sectors), in a separate question, member states and other stakeholders will be asked to report about any relevant legislative, policy, promising practice, and awareness raising measures taken in **one specific sector of their choice**, listed in section II of the Appendix of the Recommendation.

Measures taken to implement the Recommendation in specific sectors listed in section II of the Appendix (“II. Specific tools and measures for addressing sexism and sexist behaviour in targeted areas”) **will be monitored more comprehensively in a second phase, with a process starting in 2024 to be finalised in 2025 as per the GEC terms of reference 2022-2025.**

Monitoring of specific sectors could be combined, where relevant, with the monitoring of related Council of Europe recommendations by other sectors of the Council of Europe, to ensure complementarity and efficient use of resources.

IV. Tentative timeline for the first implementation review report

- ✓ May 2022: GEC confirms the approach taken and adopts the review questionnaires
- ✓ September-December 2022: dissemination of online questionnaires and answers by member states and other stakeholders
- ✓ January-June 2023: desk research and analysis of answers to questionnaires by expert, feedback from Secretariat
- ✓ July-September 2023: review and translation of draft report by Secretariat
- ✓ October 2023: draft report to GEC
- ✓ November 2023: Final report approved by the GEC

V. Methodology, stakeholders, and reporting

As this will be the first time the Recommendation will be monitored and evaluated, this will setup a baseline for future monitoring and evaluation of the implementation of the Recommendation. It also creates an opportunity to define SMART² indicators to measure reliably progress and changes obtained in the implementation of the Recommendation and to facilitate the future monitoring and evaluation of the Recommendation.

The existing data sources will be mapped (such as member States' reporting on Objective 1 of the Council of Europe Gender Equality Strategy 2018-2023) and (online) questionnaires will be developed to collect missing data and information. The methodology and questionnaires 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.

It is proposed that information on the implementation of the Recommendation is collected from various stakeholders to build a comprehensive baseline. Questionnaires are tailored to the target groups who can provide relevant information on the implementation of the Recommendation: 1) the Council of Europe's member States, 2) 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 could also set up criteria for 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 the current situation, e.g. on enabling factors and challenges (see an example [here](#)), and detailed guidance/recommendations to improve the implementation of the Recommendation.

² Specific, Measurable, Achievable, Relevant, Time-bound

VI. Existing data sources to be utilised

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

APPENDIX I: DRAFT QUESTIONNAIRE FOR MEMBER STATES

**EVALUATION OF THE IMPLEMENTATION OF COUNCIL OF EUROPE
RECOMMENDATION CM/Rec(2019)1 ON PREVENTING AND COMBATING SEXISM
DRAFT QUESTIONNAIRE FOR MEMBER STATES
FIRST EVALUATION - 2022**

Name(s)	
Country	
Institution/organisation	
Email contact (in case of any follow-up questions)	

This questionnaire aims to evaluate the implementation of measures taken and progress accomplished by member states in the implementation of [CoE Recommendation CM/Rec\(2019\)1 on preventing and combating sexism](#).

The Recommendation asks member states to take measures to prevent and combat sexism and its manifestations in a wide range of areas, and to implement appropriate legislation, policies and programmes drawing on the definition³ and on the concrete guidelines appended to the Recommendation.

This first review exercise taking place in 2022 focuses on the general measures adopted by member States to ensure the implementation of the Recommendation, i.e., those listed in the first section of the Appendix to the Recommendation, entitled “I. General tools and measures addressing sexism”, which comprises two subsections: “I.A. Legislation and policies” and “I.B. Awareness-raising measures”.

³ The Recommendation defines sexism as: Any act, gesture, visual representation, spoken or written words, practice or behaviour based upon the idea that a person or a group of persons is inferior because of their sex, which occurs in the public or private sphere, whether online or offline, with the purpose or effect of: i. violating the inherent dignity or rights of a person or a group of persons; or ii. resulting in physical, sexual, psychological or socio-economic harm or suffering to a person or a group of persons; or iii. creating an intimidating, hostile, degrading, humiliating or offensive environment; or iv. constituting a barrier to the autonomy and full realisation of human rights by a person or a group of persons; or v. maintaining and reinforcing gender stereotypes.

The Council of Europe kindly asks respondents to focus their answers on actions taken at the national level to prevent and address sexism, sexist behaviour and sexist hate speech specifically, rather than on general policies to promote gender equality which are reported separately within the framework of following up on the achievement of objectives of the [Council of Europe Gender Equality Strategy 2018-2023](#).

General tools and measures for addressing sexism

I. Legislative measures to prevent and combat sexism

1. Is there any specific legislation in place in your country to prevent and combat sexism?

YES		NO	
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If YES, please provide details of legislation (title, date of adoption) and add relevant links:

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2. Does your country specifically address sexism within other legislation (for example, anti-discrimination law)?

YES		NO	
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If YES, please provide details of legislation (title, date of adoption) and add relevant links:

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3. Were any legislative measures adopted in your country in response to Council of Europe Recommendation CM/Rec(2019)1 on preventing and combating sexism?

YES		NO	
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If YES, please briefly specify the relevant instruments adopted:

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4. Does your legislation define and criminalise incidents of sexist hate speech?

YES		NO	
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If YES, please briefly describe these provisions and indicate to which contexts they apply (public sphere, employment, media etc.):

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5. Does your legislation provide for appropriate remedies for victims of sexist behaviour and sexist hate speech, including reporting procedures and mechanisms, and sanctions for perpetrators?

YES		NO	
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If YES, please provide details of these provisions, and examples where available:

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II. Policies aimed at preventing and combatting of sexism

- 6. Has your country adopted any comprehensive policy, or policy including within the framework of a national strategy on gender equality, to eliminate sexism and sexist behaviour?**

YES		NO	
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If YES, please provide details of specific policies adopted, adding relevant links where available:

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If NO, please go directly to Section III.

- 7. Are the specific experiences and situations of women and girls taken into account in policies and measures to prevent and combat sexism?**

YES		NO	
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If YES, please provide examples of gender-specific policies and measures adopted:

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- 8. Do such policies include measures that address and take into account the needs of individuals in vulnerable situations⁴?**

YES		NO	
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If YES, please specify how the needs of individuals in vulnerable situations are addressed:

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- 9. Is there a monitoring and evaluation mechanism and /or body⁵ in place to assess the progress and the impact of policies to prevent and combat sexism?**

YES		NO	
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If YES, please describe the monitoring and evaluation mechanisms and /or body in place:

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- 10. Are all relevant stakeholders (including all relevant state agencies, local and regional authorities as well as specialised civil society organisations and other relevant organisations and entities) involved in the drafting and implementation of policies to prevent and combat sexism?**

YES		NO	
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If YES, please briefly specify the processes by which relevant stakeholders are consulted in the design and implementation of policies:

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⁴ Individuals in vulnerable situations include women and men confronted with different and intersecting forms of sexism, based on a range of other factors including but not limited to ethnicity, minority or indigenous status, age, religion, refugee or migrant status, disability, marital status, social origin, gender identity, sexual orientation or sexuality. [CoE Recommendation CM/Rec\(2019\)1 on preventing and combating sexism](#), p.12.

⁵ Gender equality body or other state institution.

11. Have financial resources been allocated to support the implementation of policies and measures to prevent and combat sexism?

YES		NO	
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If YES, please briefly specify amounts allocated for the implementation of policies:

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12. Do national/regional/local authorities support, through non-financial and/or financial measures, any programmes, projects or NGOs aimed at preventing and combating sexism, in particular women's non-governmental organisations?

YES		NO	
-----	--	----	--

If YES, please briefly describe those programmes or projects, adding links if relevant:

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III. Awareness raising measures

13. Has your country implemented and/or promoted awareness-raising initiatives aimed at preventing sexism, sexist behaviour and sexist hate speech?

YES		NO	
-----	--	----	--

If YES, please provide details of these initiatives, adding links if relevant:

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- 14.** Was the [CoE's Recommendation CM/Rec\(2019\)/1](#) and the Sexism: See it, Name it, Stop it! [campaign toolkit](#) publicised/used as part of your country's awareness raising activities?

YES		NO	
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If YES, please, provide examples of how the Recommendation was publicised/used:

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- 15.** Does your country regularly initiate, support and/or fund studies, surveys and/or research using sex- and age-disaggregated data on the targets, authors, incidence and negative impact of sexism and its manifestations (e.g. sexism in the workplace, sexism in the public space, sexist hate speech, etc.)?

YES		NO	
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If YES, please provide examples of research initiated or supported, adding links if relevant:

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- 16.** Does your country regularly provide, support and/or fund training for public and private professionals on gender equality, gender stereotypes, how to recognise and address sexism, and how to challenge gender stereotypes?

YES		NO	
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If YES, is the quality of training programmes monitored and evaluated? Please provide examples.

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IV. Additional information

Please highlight any relevant legislative, policy, promising practice, and awareness raising measures taken in **one of the specific sectors** listed in section II of the Appendix of the Recommendation.

Please choose one sector:

- Language and communication
- Internet, social media and online sexist hate speech
- Media, advertising and other communication products and services
- Workplace
- Public sector
- Justice sector
- Education institutions
- Culture and sport
- Private sphere

Please describe the measure(s):

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APPENDIX II: DRAFT QUESTIONNAIRE FOR NGOS

**EVALUATION OF THE IMPLEMENTATION OF COUNCIL OF EUROPE
RECOMMENDATION CM/Rec(2019)1 ON PREVENTING AND COMBATING SEXISM**

**DRAFT QUESTIONNAIRE FOR NGOS
FIRST EVALUATION – 2022**

Name(s)	
Country	
Name of institution/organisation	
Email contact (in case of any follow-up questions)	

In the context of Council of Europe’s evaluation of the implementation of the Council of Europe Recommendation CM/Rec(2019)1 on preventing and combating sexism, the CoE invites relevant specialised NGOs to complete this questionnaire to share their experience in preventing and combating sexism, sexist behaviour and sexist hate speech.

This first review exercise taking place in 2022 focuses on the general measures adopted to ensure the implementation of the Recommendation, i.e., those listed in the first section of the Appendix to the Recommendation, entitled “I. General tools and measures addressing sexism”, which comprises two subsections: “I.A. Legislation and policies” and “I.B. Awareness-raising measures”.

The questionnaire aims to gather information on general awareness and utilization of CoE Recommendation CM/Rec(2019)1 on preventing and combating sexism among NGOs, activities implemented by NGOs in the area of preventing and combating sexism, NGO participation in policy formulation and implementation at the national level, and examples of “good practice” on preventing and combating sexism.

I. General information

1. Your organisation is a/an:

- INGO: International non-governmental organisation
- Regional/European-level NGO
- National NGO
- Other (please specify)

If national NGO, please go to question 3.

2. In how many countries does your I/NGO have representation (membership, offices, etc.)?

Number of countries:

3. Please select the main sector/s you work in (tick all that apply):

- Women's Rights
- Violence against women and girls
- Human Rights
- Media and journalism
- Social rights
- Anti-discrimination/Equality
- Migration/asylum
- Sports
- Education
- Culture
- Justice
- Youth/children's rights
- LGBTQ+ Rights
- Other – please specify:

4. What type of activities does your organisation engage in (tick all that apply)?

- Research/data collection
- Training
- Education
- Advocacy/lobbying
- Awareness raising
- Victim support services
- Legal support
- Other – please specify:

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II. General Awareness of the Council of Europe Recommendation on CM/Rec(2019)1 on preventing and combating sexism

5. How would you rate your overall level of knowledge about the Council of Europe Recommendation on preventing and combating sexism?

[Rate from scale of 1 (no knowledge) to 5 (excellent knowledge)]

1	2	3	4	5
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6. Has your organisation utilised and/or promoted the Council of Europe Recommendation on preventing and combating sexism in its work?

YES		NO	
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If YES, please provide examples and add relevant links where possible:

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III. Activities on preventing and combating sexism

7. Does your organisation carry out research and/or collect data on sexism and sexist behaviour, and/or sexist hate speech?

YES		NO	
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If YES, please briefly specify and add relevant links:

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8. Has your organisation implemented and/or promoted awareness-raising initiatives aimed at preventing sexism, sexist behaviour and/or sexist hate speech?

YES		NO	
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If YES, please briefly specify and add relevant links:

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If YES, have you utilised the [CoE's Recommendation CM/Rec\(2019\)/1](#) and the [campaign toolkit](#) in your awareness raising activities?

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9. Does your organisation provide training for public and/or private professionals on how to recognise and address sexism?

YES		NO	
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If YES, who have been the targets of such training? Please tick all that apply.

Educational staff	
Journalists and other media professionals	
Immigration/asylum officials	
Police and other law-enforcement personnel	
Justice sector professionals	
Social services personnel	
Health professionals	
Military personnel	
Civil society organisations	
Human resources personnel	
Any other professional groups (please specify):	

10. Does your organisation carry out advocacy activities directed at different sectors/stakeholders to prevent sexism (e.g., states institutions, decision-makers, media, publishing companies, communication and advertising sector, toy industry, trade unions and professional organisations)?

YES		NO	
-----	--	----	--

If YES, do you use the Recommendation in your advocacy work?

YES		NO	
-----	--	----	--

If YES, please briefly specify and add relevant links:

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11. Has your organisation promoted or implemented programmes on preventing and combating online sexism, online sexist hate speech and digital gender-based violence?

YES		NO	
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If YES, please briefly specify and add relevant links:

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12. Has your organisation collaborated with media and/or media authorities in the implementation of activities on preventing and combating sexism, sexist behaviour and sexist hate speech?

YES		NO	
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If YES, please briefly specify and add relevant links:

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IV. Cooperation with public authorities at national level

13. If applicable, is/was your organisation actively consulted in the design of policy and legal frameworks aimed at combating sexism?

YES		NO	
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If YES, please briefly specify the country/ies and the consultation process:

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14. Has your organisation received public funding and/or support to implement actions on preventing and combating sexism?

YES		NO	
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If YES, please briefly specify the type of action supported (tick all that apply):

Research and data collection	
Awareness raising campaigns	
Training of professionals	
Provision of support services to victims	
Perpetrator programmes	
Development of training materials, guidelines, handbooks, etc.	
Other (please specify):	

V. "Good practices" on preventing and combating sexism

Could you please indicate any legislative reform, policy or practice, that you consider "good practice" on combating sexism and sexist behaviour and/or sexist hate speech?

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