

Council of Europe  
**GENDER  
MAINSTREAMING  
TOOLKIT**  
FOR CO-OPERATION PROJECTS



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Council of Europe staff for sharing their experiences and knowledge through their contributions.

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**E**quality, not least gender equality, is one of the main aims of the Council of Europe, and gender mainstreaming is our tool for achieving it. Therefore I am particularly glad that we now have a toolkit for gender mainstreaming in development cooperation. The Council of Europe has recently adopted a new Gender Equality Strategy 2018-2023, which builds on the vast acquis of our Organisation as regards gender equality, as well as the achievements of the previous strategy. Gender mainstreaming is one of the priorities of the new

Strategy, and I am glad it is so clearly stated that it applies in all policies and measures. This new toolkit therefore comes as a logical sequel to the new Strategy, and ultimately also to the Sustainable Development Goals of United Nations Agenda 2030. At the same time I want to underline that gender mainstreaming is important under all circumstances. It is important because the Council of Europe simply delivers better results by taking into account different needs, interests and responsibilities. We need to address these different needs throughout the project cycle, combat discrimination in any form and increase the well-being of women and men in all our activities. All this needs to be a priority bearing in mind that we have experienced a backlash against the human rights of women, unequal power structures and the persistence of gender-based violence. It is also particularly important in our cooperation activities as it is the strengthening of institutional mechanisms for gender equality, at the national and local level, that is critical and will determine future progress towards gender equality.

I am convinced that this gender mainstreaming approach, together with other features of our cooperation programmes, makes the Council of Europe's contribution essential and unique. I encourage every reader to make full use of the toolkit and put it into practice.

**Gabriella Battaini-Dragoni**

Deputy Secretary General of the Council of Europe



# GUIDE TO THE TOOLKIT

The Toolkit aims to provide knowledge, guidance and tools on how to consider gender mainstreaming and the implementation of a gender dimension in co-operation activities. It was designed for Council of Europe staff both in Strasbourg and in the field. It should also be of use for partners and other stakeholders.

The Toolkit includes stand-alone tools, information and thematic factsheets. Project managers will select and work with the tools according to their needs. The tools will help mainstream a gender dimension in projects – during the development and implementation and for monitoring and reporting on achievements in specific areas of Council of Europe co-operation.

The Toolkit is a living document which can be further expanded with new developments and future needs.

# THE TOOLKIT IS DIVIDED INTO FIVE SECTIONS

## 1. INTRODUCTION

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This section provides definitions and explains why gender equality matters, what gender mainstreaming exactly entails, the key challenges and aspirations.

## 2. PLANNING AND PROGRAMMING WITH A GENDER PERSPECTIVE

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This section describes the way we consider gender equality in strategic programming of co-operation activities with beneficiary countries.

## 3. GENDER MAINSTREAMING IN THE PROJECT CYCLE

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The tools of this section to facilitate gender mainstreaming for each phase of the project cycle– project development, implementation, and evaluation and reporting. It provides direct links to and facilitates the use of the PMM IT tool of the Council of Europe.

## 4. COMMUNICATION, ADVOCACY AND VISIBILITY

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This section shows the importance of advocacy on gender equality. It provides tips and examples on gender-sensitive communication. It advises on how to do advocacy work and on how to communicate on project results with donors and other stakeholders.

## 5. GENDER MAINSTREAMING IN THEMATIC AREAS

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Thematic factsheets reflect the areas of special interest of the Council of Europe co-operation. Each factsheet elaborates on the Organisation's relevant standards, provides guidance and concrete examples.

# GENDER MAINSTREAMING

## WHAT?

Gender mainstreaming means: integrating a gender perspective at all stages and levels of policies, programmes and projects. Women and men have different needs, experiences and living conditions, including unequal access to and control over power, money, human rights, justice, resources and decision-making. The needs of women and men also differ by age, ethnicity, disability, class, economic status, sexual orientation or gender identity and even by country and/or area within a country. It is important to take this intersectionality of factors into account when designing policies, programmes and projects.

They need to be assessed to find the solution that fits best specific contexts. Those differences need to be taken into account when designing, implementing and evaluating policies, programmes and projects, that they benefit both women and men and do not increase inequality but enhance equality. Gender mainstreaming aims to solve often hidden gender inequality, therefore it is a tool for achieving gender equality. Gender mainstreaming is not meant to replace specific policies and actions for the advancement of women's rights, but to complement them (dual approach).

The international commitment to work on the advancement of women and to define women's rights as human rights, was made at several international conferences<sup>(1)</sup>. At the Beijing Fourth World Conference on Women (1995) the [Beijing Platform for Action \(BPfA\)](#) was launched, in which the governments of 189 countries stated how they will work on the advancement of women and girls rights in 12 critical areas. The BPfA is clear within §9 on the fact that *"the implementation of this Platform, including through national laws and the formulation of strategies, policies, programmes and development priorities, is the sovereign responsibility of each State, in conformity with all human rights and fundamental freedoms, and the significance of and full respect for various religious and ethical values, cultural backgrounds and philosophical convictions of individuals, and their communities should contribute to the full enjoyment by women of their human rights in order to achieve equality, development and peace."*

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(1) The Vienna World Conference on Human Rights (1993), the Cairo International Conference on Population and Development (1994) and the Beijing Fourth World Conference on Women (1995)



The BPfA is still highly relevant in its entirety and it has clear synergy with the targets of goal 5 of the [United Nations Sustainable Development Goals \(SDG\)](#). This SDG 5, together with the BPfA, should make the full enjoyment by women and girls of their human rights a reality. Women are not a homogenous group and many lead successful personal and professional lives. However, many still face persistent barriers and disadvantage which hold them back from reaching their potential. Therefore it is not appropriate to consider women a “target or vulnerable group” in all policies, programmes and projects. Women are 50% of the world’s population and not just a “target group”. If gender is taken into account in policies, programmes and projects and is tailored to them accordingly, this will cause considerable change and progress in society.

Gender mainstreaming is a relevant instrument to achieve the advancement of women and their rights. Implementation of gender mainstreaming in all policies and measures is one of the strategic objectives of the [Council of Europe Gender Equality Strategy 2018-2023](#). The Council of Europe has published a range of standards and recommendations to implement gender mainstreaming.

## WHY?

Taking into consideration the concerns, experiences and needs of women and men enables policy makers to better address them in policies, programmes and projects. This will make them as efficient as possible and will enhance the quality and impact of the implementation. If different situations and needs of women and men are not taken into account, policies can be **gender-blind** and as a result might increase inequalities. Better results mean: increased well-being for both women and men and creating a more socially just and sustainable society. Enabling women and girls to fully participate in society and becoming economically empowered also makes strong economic sense. For example, advancing women’s equality can add \$12 trillion to global growth in 2025<sup>(2)</sup>. Gender inequality also has a cost, for example gender-based violence or women’s lower participation in the labour market, apart from the negative human rights’ implications, also has a high negative financial impact on the budget of the country.

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(2) McKinsey Global Institute, The power of parity: How advancing women’s equality can add \$ 12 trillion to global growth, September 2015

## HOW?

Gender needs to be taken into account and mainstreamed at all stages of the programme cycle, it is vital to do so at the concept and planning stage, when the problems, concerns and needs of the beneficiaries are identified and the ways to address them are defined. Therefore **gender analysis** and **gender impact assessment** are key tools for gender mainstreaming. These and other tools that can be used at the different stages of programme management are presented in **Section 3** of the Toolkit. These tools support the practical implementation of gender equality and availability of information. Critically, stakeholder engagement and listening to women's voices is a key factor in successful gender mainstreaming. Gender mainstreaming is a responsibility of all actors.

### GOT INTERESTED?



Consult the Gender Equality [website](#) of the Council of Europe.

Consult the Gender Equality [website](#) for more information on gender mainstreaming.



# GENDER MAINSTREAMING IN STRATEGIC PROGRAMMING

The Council of Europe provides relevant support to member and non-member states in implementing institutional reforms in line with the Organisation's standards. The Office of the Directorate General of Programmes (ODGP) helps set the priorities of the Council of Europe activity programme and translates them into co-ordinated co-operation programmes with the beneficiary countries.

ODGP ensures strategic programming mainly by supporting the development and implementation of country-specific and thematic action plans and cooperation documents. These strategic documents define priority actions based on monitoring recommendations. They are adopted by the Committee of Ministers, following consultations between the Organisation and the national authorities concerned.

ODGP strives to ensure that gender equality is considered throughout the design, planning, preparation, implementation, monitoring, evaluation and reporting on the achievements of strategic co-operation documents.

The table provides advice for country managers on how to mainstream gender into action plans and co-operation documents. The best programmes include specific gender objectives and are gender mainstreamed into other objectives. Additional detailed gender mainstreaming guidelines can be found on the PMM guidance [website](#).

## STRATEGIC PROGRAMMING

## MAINSTREAMING GENDER EQUALITY

### Defining co-operation priorities and drafting of a country action plan or co-operation document

- Undertake gender analysis of the country situation - use the Country Gender Equality Profile (CGEP) and the gender analysis in [Section 3](#).
- Consult with women's organisations for the development of the analysis.
- Encourage good gender-balanced representation in the action plan steering committee and keep gender equality issues on the agenda of their meetings.
- Using the gender analysis, develop gender in the objectives of the programme. These can be included in the objectives as well as having stand alone gender objectives. These should be reviewed by national women's rights organisations.
- Develop gender specific activities/actions and mainstream gender into the activities/actions. These should be reviewed by national women's rights organisations.
- Check for and include references to relevant gender equality instruments and the Council of Europe's Gender Equality standards – use the [Factsheet on Council of Europe Key Standards on Gender Equality](#).
- Gender should be integrated into the monitoring and evaluation activities as appropriate. This should include quantitative and qualitative gender outcomes and must collect gender - disaggregated data. For each pillar of action, include expected results and performance indicators relating to gender.
- If available, add information on gender-sensitive budgeting – use relevant sections of the Toolkit and the CGEP.
- Ensure gender objectives and gender mainstreaming activities are budgeted for.

### Consultations with national authorities and including women's rights organisations

- Use advice provided in the questions and answers in [Section 2](#).
- Take note of discussions on gender equality; if appropriate, up-date the CGEP.

### Implementation of the strategic co-operation document and action plan

- Ensure monitoring and evaluation approach includes ways to assess lessons learned on gender equality and gender mainstreaming and achievements in these areas.
- Amend projects if they are not delivering the gender objectives and components.
- Ensure co-ordination with other organisations in relevant areas, including gender equality – use information provided in the CGEP. This should include national women's rights organisations.
- A steering committee should be designed as part of the planning phase. Their terms of reference should include specific gender objectives. They should comprise of national civil society as well as government and Council of Europe staff.

**Reporting on action  
plan implementation  
and results**

- Assess the impact of gender mainstreaming on the objectives of the action plan and the gender objectives.
- Assess whether the action plan has affected women and men. These outcomes and data should also be broken down by age, disability, minorities and immigration status.
- Collate and assess this gender-disaggregated data and information.
- Make references to the views of women and men, civil society organisations and vulnerable groups obtained through gender analysis and gender-sensitive stakeholder consultations - use relevant sections of the Toolkit and the CGEP.
- Refer to risks and mitigation, including possible risks related to gender equality and gender mainstreaming.
- Provide evidence of sustainability based on the actions implemented and how sustainability is being secured and reflect on how gender mainstreaming is affected by this.
- Reflect on lessons learned, including on gender equality and gender mainstreaming.
- If available, add info on gender-sensitive budgeting – use relevant sections of the Toolkit and the CGEP.
- Refer to the visibility of the activities regarding gender equality and gender mainstreaming – use **Section 4** of the Toolkit.





# ADVOCATING FOR GENDER EQUALITY

## QUESTIONS AND ANSWERS

### ARGUMENT WHICH COULD HAMPER ACTION ON GENDER EQUALITY

### ANSWER TO ENCOURAGE ACTION

**There is no information available regarding the respective situation of women and men.**

Sex-disaggregated statistics are available in a wide range of areas and for most European countries. Check for example:

<http://eige.europa.eu/gender-statistics/dgs>

<http://genderstats.un.org/>

<http://datatopics.worldbank.org/gender/home>

If statistics are not available, it may be an issue that could be explored with the national authorities to see how data gathering can be initiated.

Relevant (merely qualitative) information can also be found in the country reports to the Committee on the elimination of discrimination against women ([CEDAW](#)) and the concluding observations and recommendations.

In many countries NGOs, UN agencies and other international organisations may have carried out studies that provide information on the situation of the women and men in that specific country.

At national level, NGOs, grass root organisations, EU delegations and research institutes could serve as relevant sources of information.

**We have reached gender equality. This is not an issue in my country/commune/organisation.**

Figures about the situation of women and men show that structural inequalities exist in most areas and societies.

Legal and policy documents acknowledge this situation at the national, European and international levels and commit governments to address it (e.g. Council of Europe standards, [CEDAW](#), [Beijing Platform for Action](#), [European Union legislation](#), national constitutions).

**We have a woman mayor/president/director so there is no problem with gender equality.**

It is true that some women have reached decision-making positions, but it is widely acknowledged that women are still under-represented in senior decision-making positions. This is a structural issue, not an individual question.

Some figures:

[Women in Power – Gender Equality Commission \(GEC\) – Analytical Report](#)  
[The World's Women 2015 – Chapter 5](#)

In addition, while the equal participation of both sexes in all fields of life is a condition for democracy and good governance, the sole presence of women as decision-makers or in a project does not guarantee that policies or activities will take into account a gender equality perspective or improve the situation. What is also needed is a change of approach and active efforts towards gender equality, which can be undertaken by both women and men.

**Our public policies, laws and projects are gender neutral and thus benefit all people in the same way. We do not discriminate against women.**

In most areas of life, regarding paid and unpaid work, access to resources and to power, women and men are in different situations. This leads to different needs of women and men. Public policies, laws and projects therefore need to take these different situations and needs into account.

For example, reducing the generic length of a hospital stay in a country may be a legitimate aim, but it will have a different and heavier impact on women. In this case, the care needs not covered by hospitals will have to be taken over by families, notably women.

**Gender quotas/parity systems are not democratic. They limit the choice of the electorate and women will be chosen only because of their sex.**

■ Gender quotas/parity systems are allowed or promoted by different standards at European/ international level (e.g. Council of Europe Recommendations, Article 4 of CEDAW Convention).

■ The idea of universality of democracy is based on abstract individualism, whereby voters and representatives are seen as deprived from all social attributes (e.g. gender, class and race). This view emerged in the French revolution and was originally based on the exclusion of women. Universal citizenship is therefore a partial concept that under the guise of neutrality has served the purposes of dominant social groups. True equality presupposes acknowledging and accepting difference and parity democracy/quotas actually allow having diverse candidates representative of society.

■ Natural progress in the field of gender equality will not be enough to influence the historical relations of power between women and men and to end the discrimination of women in the political world. Women who aspire to political office face numerous structural and cultural obstacles. In the event of such injustice, it is the state in the name of citizens who is best placed to implement measures in favour of a more just situation. In addition, the freedom of the electorate is already circumscribed by other factors, such as electoral systems and choices made by political parties often based on non-transparent procedures.

■ The argument that politicians should be elected based on their qualifications and not on the basis of their gender or that it is shameful for women to be elected because of their gender, shows how women's qualifications are downgraded in a male-dominated political world. Women face many structural and cultural obstacles which make their political participation much more difficult even with equal merit. In addition, other types of quotas/rules are used and the capacities of the people elected/nominated are not questioned (e.g. nationality for international civil servants or to define the number of representatives of each country in the European Parliament).

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**It is not a question of discrimination. Women do not want to be involved in politics/projects/media work.**

Women can only decide to participate in different fields and structures in society if they are well informed about the possibilities. Transparent and clear communication through the right channels is an important starting point. In addition, it is difficult for newcomers to enter bodies, where the same group of persons have been working together for decades, because newcomers challenge existing habits and ways of working and are not always welcome.

This applies to women entering male-dominated areas. Even when they are qualified and have the necessary skills (as proven by the often better achievements of young women in education in Europe), women often have less resources to access decision-making positions, in terms of economic but also symbolic resources (networks, relationships). Women are also more subject to scrutiny and to sexism in the media, which makes it personally more difficult to enter the public arena.

Regarding media work, often journalists tend to contact the persons with whom they have been previously working and do not think outside the box.

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**Women have the same opportunities as men to advance in their careers. They just do not use those opportunities.**

While women may formally have equal opportunities for career advancement and reaching decision-making positions, in practice they may face several challenges that limit their possibilities to make use of those opportunities: negative stereotypes, harassment, combining work with private life (because women still carry on most of the child care responsibilities in many countries). In all member states, there is still a gap between de jure and de facto gender equality.

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**This is our culture and gender equality is an idea imposed on us by foreign donors and international organisations. We cannot go against our traditional beliefs and values.**

Gender equality is a human right that is included in several international conventions and instruments to which each Council of Europe member state is committed (e.g. CEDAW, Council of Europe standards). Part of these commitments (e.g. [Council of Europe Convention on combating violence against women and domestic violence](#), but also [different United Nations standards](#)), is that culture and traditions cannot be used to breach legal and policy commitments to gender equality and human rights. Donors and international organisations work to help countries improve the well-being of its citizens, and the more equal the society is, the more just and sustainable it is.

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# GENDER ANALYSIS

A gender analysis by the definition of the European Commission is *“the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc. between women and men and their assigned gender roles”*.

A gender analysis is the first step in the mainstreaming of gender in a project. It provides the basis for gender mainstreaming in later steps of the project. A gender impact assessment cannot be done properly without having carried out a gender analysis. A gender analysis creates better understanding of the situation of women and men, as well as of the relations between them. Through introducing a gender analysis in the project design, it can be better adjusted to the needs of women and men and as a consequence will enhance gender equality and improve the quality and effectiveness of the project. It also helps to determine whether, besides gender mainstreaming, there is a need for specific activities and/or project components for women or men.

A gender analysis consists of two main steps: 1. **information gathering** and 2. **its analysis**. Gender-disaggregated data, quantitative and qualitative, and information is needed to enable the project team to see the need for gender mainstreaming activities. Possible sources of information can be official statistics and research reports and reports published by international organisations and NGOs. Ideally, information should be collected also by consulting stakeholders and target groups of the project. It is also worth gathering lessons learned from other organisations and similar interventions. Gender-disaggregated data is required for setting the baseline of indicators. It is important to keep in mind that neither women nor men are a homogenous group and that intersectionality occurs, this means the overlap of gender with age, disability, minorities, sexual orientation, social identities, socio-economic status etc. A good gender analysis will show the needs of these groups and will thus allow to tailor accordingly the project or programme to the existing needs in society.

## THE FOLLOWING ASPECTS SHOULD BE INCLUDED IN A GENDER ANALYSIS

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- **Political and legal framework:** Do national policies, laws and regulations take gender equality and women's rights into account? Do the national policies, laws and regulations reflect country's international commitments on gender equality (such as Council of Europe standards, Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), United Nations Sustainable Development Goals (SDGs)?
- **Access to and control over resources:** Resources are not only material and financial means and goods, but also time, information, knowledge and rights. Access to resources means: who uses them and who benefits from them? Control over resources means: who can obtain access to resources and make decisions about their use? Which factors influence the access to and control over resources? Another important question is if women and men are aware of their legal rights concerning the access to and control over resources.
- **Access to services and institutions:** Are services and institutions available to women and men? Do women and men have equal access to them? Are women and men treated equally by the service providers and civil servants? Are they affordable for both women and men?
- **Women's and men's roles:** Who does what? Regarding the productive work (income generating work): is there either horizontal segregation in the labour market (women or men working in certain professions that we expect them to do, e.g. women working as nurses, men as technicians) or do we see vertical segregation of the labour market (one sex is working in the higher positions and another sex is working in lower positions)? The roles of women and men should be assessed as well regarding the reproductive work (household work, unpaid care work). Care work usually does not generate income, but has an important impact on family and societal economy. It also affects women's and men's opportunities in life (e.g. possibility to engage in paid work, time to participate in community work). Attention should be paid as well to the community work: do women and men participate in political, religious or social work in organisations and what are their roles in them?
- **Participation in decision-making:** Who participates in decision-making and at which level? How are the decisions made? Does the decision-making procedure take into account the needs of women and men?

When analysing the aspects mentioned, do not forget to analyse gender roles and norms: what are the expected gender roles of women and men concerning access to and control over resources (services and institutions)? What are the expected gender roles regarding the sharing of work and family responsibilities and subsequently decision-making positions? Are there any gender stereotypes that could hinder reaching gender equality between women and men? If women are expected to take the biggest share of household and caring responsibilities on their shoulders, they cannot fully participate in the labour market. Consequently, if men are expected to be the breadwinners and take on hyper-masculine persona, it will be difficult for them to challenge this social norm. This will constrain men from taking up household and caring responsibilities. Social norms and beliefs can form barriers that hinder both women and men in sharing professional and private responsibilities with their partners.

## EXAMPLES

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In a member state a project on access to justice with emphasis on legal aid was being planned. The gender analysis was carried out with the following findings.

- **Political and legal framework analysis** revealed that even though the legislation referring to legal aid did not seem to be discriminatory, the gender-disaggregated data on legal aid revealed that many more men than women were clients. This was due to the fact that according to the legislation, issues related to divorce, custody of children and also to gender-based violence were only covered by the primary legal aid, but not by the secondary legal aid, while the issues related to criminal code were covered by both primary and secondary aid. While women would merely demand legal aid on issues like divorce, child-custody and gender-based violence, men were approaching legal aid for criminal code

issues. This explains the big difference in numbers between women and men as clients of legal aid. The country also had a national action plan for equal opportunities for women and men, where there was a general reference to improve the access of women to justice, but without more details.

**Access to and control over resources:** In a member state, traditional gender roles were strong which meant that only 30% of women participated in the labour force. Most women were at home caring for the children and the household, while men were the breadwinners of the families. This meant that usually women had limited financial resources and they were economically depending on their husbands. The men were also the ones who would usually decide how the income was spent. Usually women would not have a say in it. In this country, women had lower levels of education, because the social norm expectations were that women and girls do not need to be educated. Women were expected to stay at home once they got married. Additionally, women were often unaware of their rights and they lacked information about their access to justice and legal aid. The situation in general was a better in the main cities compared to rural areas.

**Access to services and institutions:** While in principle the justice services seemed to be equal for women and men (they were available for any citizen), the analysis showed that accessibility of these services was not the same for women and men. Stakeholder discussions revealed that women, especially victims of violence seeking help in the justice system, were not adequately supported by service providers (legal professionals). These providers often did not believe the stories of the victims or they would have the belief that the issue belongs to the private sphere of life and should be resolved out of court. Women also complained that, even though a complaint was registered, it was never investigated, because the male perpetrator had more financial resources and had bribed the investigators. There was also evidence that judges and courts, especially in remote areas, were not always aware of relevant anti-discrimination law when they were confronted with gender equality related cases (discrimination based on sex in different areas of life). Concerning child custody issues at court, the fathers seemed to be in a disadvantaged position. In almost all cases, custody was given to the mother. The fathers complained about the almost zero chance to get custody, as the common understanding seemed to be that the mother is the better custodian of a child. Another factor that became visible during the gender analysis was that in remote areas, the fee of transportation to the closest city with justice services was too high for many women, because most of them had no income or very low salaries. Accessibility of these services for women and men with disabilities was even lower, because logistic

arrangements in the justice and police buildings for disabled persons were lacking.

**Women's and men's roles:** The society was very traditional, women staying mostly at home taking care of the children or the elderly. Men had mostly remunerated jobs. In the justice sector most judges as well as workers of legal aid were men, since the justice sector was seen as a male sector. If women did work in that sector, one would not find them in higher positions. The fact that women had to take care of children meant that they did not have time to actively participate in community activities, except maybe some charity activities related to the church. Politics were considered as a domain for men and as a result women's political participation, at all levels in society, was very low.

**Participation in decision-making:** In the family sphere, the decisions were mainly taken by men, very rarely in consultation with women. At national and local level, when the Ministry of Justice or local authorities were deciding about the provision of services of legislation, women and men usually would not be consulted. People taking decisions in the Ministry of Justice as well as the lawmakers in Parliament were mainly men and in general not very gender-sensitive. Even though the legislation required that there should be some kind of gender impact assessment of each law in the Ministry of Justice, in practice this was not done due to lack of political will and resources.

### GOT INTERESTED?



[Swedish International Development Co-operation Agency - SIDA \(2015\), Gender Analysis: Principles & Tools](#)

[Organization for Security and Co-operation in Europe - OSCE \(2010\), Gender matters in the OSCE](#)

[European Commission \(2009\), Toolkit on Mainstreaming Gender in EC Development Cooperation, Section 1: Handbook on concepts and methods for mainstreaming gender equality, part 6](#)

[United Nations Development Programme - UNDP \(2001\), Gender in Development Programme: Learning and Information package, Gender Analysis](#)



# GENDER IMPACT ASSESSMENT

The European Commission defines **gender impact assessment** (GIA) as follows: “Gender impact assessment is the process of comparing and assessing, according to gender relevant criteria, the current situation and trend with the expected development resulting from the introduction of the proposed policy. Gender impact assessment is the estimation of the different effects (positive, negative or neutral) of any policy or activity implemented to specific items in terms of gender equality”.

## SCOPE OF THE GIA AND WHY IT IS RELEVANT FOR CO-OPERATION WORK

Gender impact assessment is an ex ante evaluation, analysis or assessment of a programme, project, law or policy that makes it possible to identify the likelihood of a given decision having negative consequences on the equality between women and men. The central question of the GIA is: **Does Gender Matter?** (in a project, programme, law or policy). A Gender Impact Assessment is important because often projects, programmes, legislation and policies are considered as gender-neutral and thus value-free. How often do we hear people say: my project/programme/law/policy goes for every citizen, so we treat all citizens equally. Gender Impact Assessments demonstrate that this gender neutrality in fact often covers hidden and unintended gender inequalities. This is why it is advisable to always ask if gender matters in a project/programme.

The starting point is the desired impact (the goal) of the project/programme. The way impact is formulated is therefore important. A GIA will show if gender matters in the project/programme. If yes, by taking the gender dimension into account, the outcomes of the project/programme will be affected positively and the needs of both women and men will be met. This way one can strive for the ultimate results of the project/programme.

## HOW TO FIND OUT IF GENDER MATTERS IN YOUR PROJECT/PROGRAMME?

To find this out, please answer the following questions.

### QUESTION 1

#### Do you see a possible correlation between the impact (goal) of the project/programme and gender inequality patterns in society?

To be able to answer this question, you will have to establish which gender inequality and discrimination patterns exist in the country/region/municipality where the project/programme will take place (Gender analysis, see **Section 3**). Make an inventory of possible social, cultural and material differences between women and men/girls and boys for the issue you are seeking to address. Find out about the situation of women and men/girls and boys in the given area (e.g. in terms of participation, access to resources and to institutions). Collect and analyse facts and figures: which sex-disaggregated statistics, research results, qualitative surveys are available on the topic? Consider also differences in relation to ethnicity, age, level of education, etc. Look at the work of other institutions and gender experts, including non-governmental (women's) organisations and whether good practices and experiences are available from other countries.

#### There are two possible answers to this question

- YES** Your gender analysis shows that there are gender inequality patterns in society. If that is the case, then they will always affect the desired impact of your project/programme. There is a correlation. **GO TO QUESTION 2.**
- NO** No gender specific actions needed at the moment, but monitoring is essential. If possible correlation appears at a later stage, do GIA again and take remedial actions if needed).

The most common gender inequalities that we see in societies are:

- Inequalities in (political) power (access to decision-making, representation)
- Differences in access to resources (material and financial means, but also time, information and knowledge)
- Differences in legal/social/financial and employment status (do women have the same rights as men regarding ownership of properties)

### QUESTION 2

#### Will reaching your project-/programme objective(s) affect women and men in society in a different way?

- YES** Your gender analysis has shown the gender inequalities in society. Make an inventory of possible different (intended or unintended) effects of the project/programme on women and men/girls and boys. Look at the project/programme activities and see how they will affect women and men/girls and boys. It is always helpful to look at earlier projects/programmes on the same topic, to organise hearings or to discuss the issue with colleagues (especially in Field Offices), gender experts or women's NGOs. **GO TO QUESTION 3.**
- NO** No gender specific actions needed at the moment, but monitoring is essential. If the answer is possibly "yes" at a later stage, do GIA again and take remedial actions if needed.

### QUESTION 3

#### Will this cause inequality in society?

**YES** If it is clear that your project/programme activities will cause or deepen existing gender inequalities in society: **GO TO QUESTION 4.**

**NO** No gender specific actions needed at the moment, but monitoring is essential. If the answer is possibly “yes” at a later stage, do GIA again and take remedial actions if needed.

There are occasions where activities that you undertake will lead to inequalities between women and men in the project/programme itself. This is the case when the project/programme aims at improving the situation of the severely under-represented sex in this particular domain in society. However, the end result of the project/programme should be to add to the elimination of the existing inequalities between the two sexes in that particular domain. Please also see example 2 on this factsheet.

### QUESTION 4

#### How to solve these inequalities?

**WHAT?** In this phase you discuss with colleagues which mitigation measures should be taken.

**WHO?** Which actors are relevant to bring about the mitigation measures and do you probably need to involve other stakeholders.

**HOW?** What will you change in the intended activities or project outputs and outcomes.

### EXAMPLE 1

The government of a country decides to change the legislation on family reunification. Local government noticed that too many families, after a reunification, lived in poverty because there was no adequate family income. Besides that, there was inadequate housing provision for reunified families. The national government decides to amend the legislation. The Ministry of Justice works on the law and proposes to amend by demanding the following: the person who wants her/his family to come over to the country has to earn at least 130% of the minimum wages in the country and has to prove that she/he has an address of her/his own. The law passes parliament and enters into force. No Gender Impact Assessment has been done.

What if a GIA had been done? Had the Ministry of Justice analysed existing data, it would have established that there was a remarkable difference between women and men when asking for family reunification. Many women in the target group had had less years of education than the men. As a consequence more women than men in the target group were unemployed. If they were in employment, it would be low(er) paid jobs and part-time.

If the government had followed the questions of the GIA, it would have found the following answers:

■ **Is there a correlation between the goal of the legislation and possible gender inequalities in society?**

**Answer:** Yes. Women in the target group have a considerable lower financial and social status.

■ **Does the law affect women and men in a different way?**

**Answer:** Yes. If one is unemployed or works a few hours, one will not meet the requirement to earn at least 130% of the minimum wages. We know from the existing data that this is the case for many women and not so much for the men in the target group.

■ **Will this cause inequality?**

**Answer:** Yes. It will be more difficult, if not impossible, for many women in the target group, to reunify with their partners and children who live in the country of origin.

### What should be done? Who should act and how?

**Answer:** There are different options: either the government decides to change the legislation (again), but then the government needs to take into account the fact that many families live in poor conditions after family reunification. The original intention of an amended legislation is maybe not so bad at all. The government could also decide to support women in the target group by providing training, voluntary work or entrance to the labour market, in order to enable them to earn better salaries. The Ministry dealing with the latter portfolio is the Ministry of Social Affairs and Employment. Both the Ministry of Justice and the Ministry of Social Affairs should sit together and discuss this possible option and decide if this approach is feasible.

## EXAMPLE 2

In a country, despite years of specific measures and positive actions by the national government, the amount of female professors is still very low: around 19%. Universities simply continue selecting male professors. The Old Boy's Network seems difficult to break. The government decides to take more rigorous measures and introduces a subsidy scheme that supports universities in selecting more female professors. The money can only be spent on projects targeting female candidates. There is a great deal of protest from men in the media. They feel discriminated against, because they have no chance at all to be selected.

Possible gender impact assessment:

### Is there a correlation between the goal of the measure (subsidy scheme) and gender inequalities in society?

**Answer:** Yes. The amount of women in decision-making positions in the university world is strikingly lower than that of men. Especially the fact that there are much more female students than male, makes it difficult to believe that women would not be able to become professors.

### Will the subsidy scheme and its resulting projects affect women and men in a different way?

**Answer:** Yes. Women will have more chances and opportunities to be selected. Men less so.

### Does this lead to inequalities?

**Answer:** Yes, in the project, but in society: no. Women are clearly underrepresented in the senior positions in universities. Diverse European and international policy instruments as well as Article 4 of the United Nations Convention on Combating Discrimination Against Women (CEDAW) permits member states to take temporary measures to support the underrepresented sex. Hence no need to act differently, no changes to be made to the subsidy scheme. The intention of the subsidy scheme is to bridge the gap between the number of men and women professors.



### GOT INTERESTED?

[European Institute for Gender Equality-](#)  
[Gender Impact Assessment](#)

# GENDER MAINSTREAMING IN THE LOGFRAME

The logical framework (logframe) is the approach adopted by the Council of Europe for structuring the main elements in a project and highlighting the logical links between them. It is the central element that helps plan, implement, monitor and evaluate results. The logframe is integrated into the [PMM IT tool](#) and explained in the [Project Management Methodology Handbook](#).

A **gender analysis** and a **gender impact assessment** (see [Section 3](#)) should therefore be linked to the development of the logframe to identify the needs and concerns of women and men as well as possible existing inequalities in the concerned policy field. It also helps to determine whether gender mainstreaming is enough to address the identified situation or if a separate gender component is needed. A gender analysis and a gender impact assessment are also helpful for the development of project indicators, especially the baseline. A crucial question remains: What are the different roles, responsibilities and access to resources for women and men?

## KEY QUESTIONS TO ASK

### When defining the impact of the project, seek answers to:

- Will the project contribute to better gender equality in the field the project is targeting?
- Will the project contribute to reducing gender inequalities in this particular field (e.g. supporting a national gender equality policy)? Will it be sustainable?
- How does the project contribute to the overall goal of gender equality in the country?

### When defining immediate and intermediate outcomes, seek answers to:

- Does the project benefit both women and men? What changes will your project bring to women and men?
- Do the outcomes address the needs and concerns of both women and men?
- Will your project help to solve the problems found in the specific area/issue for both women and men?
- What will the project do to ensure women are actively included in the project and are not adversely affected?

### When planning outputs, seek answers to:

- How will gender equality be integrated in activities and tools?
- How do the outputs respond to women's and men's needs and concerns defined in the project design?
- What will the project do to ensure women are actively included in the project?

## INDICATORS

**Indicators** are needed to measure progress and achievements at different levels (outcomes, outputs). They also provide fact-based evidence of change. Gender-sensitivity of indicators helps to identify gender-differentiated effects of impact, outcomes and outputs. An indicator needs to have a baseline (starting point/value) to measure the expected change. A target value for the indicator defines the goal within a fixed period of time.

Use both quantitative and qualitative indicators. If quantitative indicators are measuring the number of people, they should be disaggregated by sex, age and other variables that are relevant in the gender analysis and gender impact assessment. Gender-sensitive indicators, as all indicators, should be specific, measurable, achievable, relevant and time-bound (SMART).

### Examples of indicators

#### Quantitative indicators

- Rates of violence against women and men
- Number of women and men in key decision-making positions
- Proportion of women and men registered as voters; and who votes
- Percentage of women in the security forces
- (Un)employment rates of women and men
- Number of female and male police staff trained in X
- Number of cases related to women's rights heard in local courts and their results
- Average time and cost to an individual wishing to pursue a complaint by available mechanism by sex

#### Qualitative indicators

- Types of positions held by women and men in national government
- Knowledge about human rights among women and men rights-holders
- Scope of anti-discrimination and/or equal opportunity legislation
- Level of political will for gender equality
- Strategy X has been produced and is gender-sensitive
- Use of legal services by women and men
- Women's assessment of safety



#### GOT INTERESTED?

[United Nations Office on Drugs and Crime – UNODC \(2013\), Guidance Note for UNODC Staff: Gender mainstreaming in the work of UNODC](#)

[Swiss Agency for Development and Cooperation – SDC \(2003\), Gender in practice: A tool-kit for SDC and its partners](#)

[Organization for Security and Co-operation in Europe – OSCE \(2010\), Gender matters in the OSCE](#)

[European Commission \(2004\), Toolkit on Mainstreaming Gender Equality in EC Development Cooperation](#)





# GENDER MAINSTREAMED INDICATORS

This section provides examples of gender-sensitive indicators that can be used in Council of Europe projects. This is not an exhaustive list, but is based on the main types of project outputs, outcomes and impacts. Kindly adapt them as needed.

More information on the formulation of gender-sensitive indicators can be found in the chapter on gender mainstreaming in the logframe.

## IMPACT INDICATORS

### Human rights

- Level of equality of promotion of rights according to gender
- Level of equality in the protection of rights according to gender

### Rule of law

- Level of equality in redress of violations of human rights according to gender

### Democracy

- Extent of participation in social, political and economic life according to gender

## OUTCOME INDICATORS

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Thematic indicators can be attributed to key gender inequality areas; such as decreases in violence against women, increases in women's participation in public and political life, economic activity in all projects undertaken and consideration should be given to these as a priority. More specific indicators are considered:

### Awareness raising

- The level of awareness on gender-sensitive **ADD THEME HERE** has increased evidenced by **X**
- NGOs' transfer of gender equality knowledge issues to their audiences
- The use of specific gender-sensitive communication materials by target groups

### Capacity building

- Capacities of **X** (e.g. judges, authorities, F/M) have improved/enhanced on gender mainstreaming in their specific field/capacities of **X** on gender-sensitive **ADD THEME HERE** have been improved
- Gender-sensitive training courses on **ADD THEME HERE** have been incorporated into national education/continuous legal education, etc.
- Existence of an official national policy mandate for gender equality, including a mandate for equal representation and participation of women and men in public and political life
- Number of women putting into practice their skills on campaigning and politics
- Number of political parties that have enhanced women's opportunities to be elected and the nature of these measures
- Extent of training or mentoring activities for women candidates/potential women candidates
- Number of people (F/M) who will use the tools

### Legal expertise

- A gender-sensitive national strategy on **ADD THEME HERE** has been developed/gender perspective has been included in the national strategy on **ADD THEME HERE**
- Relevant national action plans are in line with European and international standards on **ADD THEME HERE**, including those related to gender equality
- A gender-sensitive mechanism on **X** between **Y** and **Z** has been established and functional/ mechanisms on **ADD THEME HERE** have been strengthened and become gender-sensitive
- Conclusions, including those on gender mainstreaming, of monitoring mission/needs assessment, etc. have been integrated in a strategy/opinion, etc. on **ADD THEME HERE**
- The legal framework related to **ADD THEME HERE** is aligned with Council of Europe standards, including those on gender equality
- The laws and regulation on **ADD THEME HERE** are (further) aligned with Council of Europe standards, including those on gender equality
- Technical paper/legal opinion on **ADD THEME HERE** developed and takes into account a gender perspective
- Arrangements that promote gender-balanced political representation introduced

## OUTPUT INDICATORS

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### Awareness raising

- Number of people (F/M) reached through gender-sensitive awareness-raising campaigns/events on **ADD THEME HERE**
- Number of people (F/M) reached through awareness-raising on gender equality on **ADD THEME HERE**
- Number of people (F/M) that attended gender-sensitive information activities on **ADD THEME HERE**
- Gender-sensitive materials on **ADD THEME HERE** are produced/distributed/piloted and number of estimated reached number of people – (F/M) of the materials
- Gender-sensitive publication has been developed to inform X on their rights
- Number/percentage of women informed about women's rights
- There has been a **X %** increase in the awareness on **X** **ADD THEME HERE** by **X** **ADD GROUP**

### Capacity building

- Number of gender-sensitive training courses on **ADD THEME HERE** has been developed/ training course on **ADD THEME HERE** has been developed and is gender mainstreamed
- Number of people (F/M) who attend the training courses
- Number of women female and men X trained on **ADD THEME HERE** including on gender issues
- Gender mainstreamed tools developed on the **ADD THEME HERE**; tools on **ADD THEME HERE** have been developed and are gender-sensitive
- Extent of gender-sensitive **ADD THEME HERE** training developed/carried out/piloted and number of people (F/M) who have attended the training
- HELP course on **ADD THEME HERE** has been gender mainstreamed and adopted into X language and context
- X (number) of gender-sensitive training materials produced and distributed
- Number of people (F/M) who received the training material (this could include an estimate for future distribution/ the number of people who will receive the materials in the future)
- Gender balance in personnel in the organisation
- Number of programmes available and targetted at women (and girls)
- Number/percentage of women taking part in reintegration programmes/number of vocational training

### Legal expertise

- Gender-sensitive (needs) assessment on **ADD THEME HERE** has been conducted
- Number of complaints reported and submitted by women; number/percentage of cases examined/responded
- Security service personnel trained on women's rights and the law from a gender perspective
- Judges and prosecutors trained on women's rights and the law from a gender perspective

### Other

- Availability of medical equipment suitable for women
- Availability of sanitary materials and 'dignity kits'
- Gender-mainstreamed mini-grant projects conducted



# GENDER MAINSTREAMING IN STAKEHOLDER AND TEAM MANAGEMENT

Stakeholder management and engagement involves mapping and planning of the interactions and dialogue with stakeholders during the implementation of a project. As a follow-up to the gender analysis, it is critical to identify all relevant stakeholders and how the team will be managed effectively. This involves the distribution of roles and responsibilities among staff members and consultants with regard to gender mainstreaming.

At the outset of the planning phase consider the appropriate questions which are most relevant to your project, such as the levels of representation of women and men, girls and boys, and the roles of project partners and overall target groups in providing gender perspectives to the project management methodology processes. Knowledge and practical experience of gender mainstreaming should be an assessment criterion for recruitment and a part of terms of reference for consultants.

At the implementing phase consider how women and girls' voices and experiences will be heard. This can be done through the direct involvement of women and men, boys and girls in activities, as decision-makers in the project, reflected in outputs and through communication that is gender sensitive. From a team perspective, assign a gender focal point role to a member of the team to regularly focus attention on gender issues during team meetings, communication, activities, monitoring, reporting and so on. Every team member should be responsible for gender mainstreaming in their own work.

## IN STAKEHOLDER ENGAGEMENT AND TEAM MANAGEMENT THE FOLLOWING QUESTIONS SHOULD BE ASKED

When establishing the **steering committee** –

- Are women and men represented in the committee?
- Are women's and men's voices heard in decision making?

When drafting **job descriptions** and **consultant terms of reference** –

- Are gender mainstreaming skills included?
- Will criteria encourage recruitment with sufficient experience in gender equality?
- Are consultants able to mainstream gender in their deliverables?

When defining **activities** –

- Is there a gender perspective and specific policy issue to be included?
- How do the activities take into account the contributions and needs of women and men in terms of activities, training and equipment?
- What will be the participation of women and men and will women be equally represented?

When defining **roles and responsibilities** –

- Is a specific responsibility assigned for gender mainstreaming?
- Is the team encouraged to mainstream gender in the project?

When engaging **stakeholders** –

- Are men and women treated equally among the stakeholder groups?
- Is communication sensitive and tailored to women, men, girls and boys?
- Are the stakeholders identified going to benefit to strengthening the gender sensitivity in the project?

# GENDER MAINSTREAMING IN IMPLEMENTATION

At the implementation stage it is important to ensure that we put into practice gender mainstreaming in different activities to achieve key results, as set out in the planning phase of the project. If gender is not adequately mainstreamed in the implementation phase this will put at risk the achievement of the results of the projects and may negatively affect gender equality among the beneficiaries. Therefore it is of utmost importance that gender mainstreaming is taken into account throughout all the steps of the project cycle.

It is equally important to ensure gender mainstreaming of human resources in the project management. In that respect two issues should be taken into account. The first one is to aim at recruiting a gender balanced project team. The second one is the gender awareness and knowledge of the team. Therefore gender knowledge/expertise should be considered as a selection criterion for recruitment of the project team members. Gender mainstreaming should also be included in the job descriptions of the staff members. The project staff must understand the importance of gender mainstreaming and should have the necessary knowledge and skills. Therefore, at the beginning of the project, (further) training needs of the project staff on gender equality and gender mainstreaming should be assessed. If there is a need for capacity building, training should be organised.

When choosing project partners, aim at choosing partners that are committed to gender equality and gender mainstreaming. Train them on gender equality and gender mainstreaming if need be. Keep gender equality and gender mainstreaming as a constant topic on the agenda of the meetings with project partners.

When organising any events, their timing, location and methodology should accommodate equal participation of women and men. It is not enough to aim at gender-balance in terms of participants, experts and speakers. It is equally important that women's and men's voices can be heard and gender equality is discussed.

## Examples on gender mainstreaming in different activities carried out in projects:

- **Legal opinions/expertise, studies, surveys, research:** Gender mainstreaming should be included in the Terms of Reference. At least one of the experts carrying out the assignment should have gender knowledge/expertise. Data needs to be gender-disaggregated. Methodology should be gender-sensitive. Any analysis should consider the impact on women and men/girls and boys. Findings on gender need to be included and analysed in the final report and recommendations made. If there is no difference between women and men/girls and boys in the findings on certain issues, this should be noted. If the study is assessing legislation, policies or programmes and the conclusion is that they are gender-blind, this should be noted and analysed for possible further action.
- **Awareness raising and information campaigns:** In order to reach the target audience, it is important to remember that the public is gendered. What media women and men are using? What are their media consumption patterns? What are women's and men's credibility or reliability criteria? Challenge gender stereotypes in campaign materials. Use gender-sensitive language (see also Section 5 on Communication). With regard to the theme of awareness-raising activities and campaigns, remember to make the gender aspects of the theme visible.
- **Capacity-building:** In addition to the aspects mentioned above on the organisation of the events, the trainer(s) should be gender-sensitive. Language and materials used should be gender-sensitive as well. Encourage women and men to participate actively. Gender issues should be mainstreamed in all training materials, but it is advisable to also consider the need and requirements for specific session(s) on gender issues, or even a dedicated training on gender.
- **Grants:** If the project provides grants, include a gender equality perspective in them. Include, if possible having gender equality as a potential criterion for applications. Train grantees on gender-issues if needed.

All **the communication** should be gender-sensitive. The language used and also the visual items should be gender-sensitive. Communication is a key tool to challenge stereotypes and therefore images used should challenge gender stereotypes. When including quotes or interviewing people, especially experts, make sure that quotes are from both women and men and, if possible, from experts from non-traditional sectors, for example a quote from a female defence expert or male expert talking about social issues such as childcare. Gender equality issues should be also included in speaking points, press releases, etc. (see also **Section 4** on Communication).

## EXAMPLES

- A project in a member state was aiming to increase the knowledge of legal professionals on anti-discrimination issues. In the problem analysis of the project it was discovered that discrimination based on sex is also an issue. A series of trainings were carried out to increase the capacity of legal professionals. As the gender awareness and knowledge of legal professionals was considered low, it was decided that firstly awareness-raising on gender issues should be completed and then more specific knowledge on discrimination based on gender should be enhanced. As a result there was an interactive presentation on basics of gender equality issues (what does gender mean, what is gender equality, how do gender stereotypes affect gender equality, etc.) in the first session of the training. Later on there was a specific session in the training on discrimination based on sex (the relevant legislation, case examples, etc.). Before the training started, training for trainers was organised to ensure that they had a common understanding of gender issues as well sufficient knowledge on gender mainstreaming.
- In a project on gender-based violence, awareness-raising activities among citizens about prevention and protection was planned and based on the problem analysis completed at the planning stage of the project, it was decided that both women and men should be the target audience. Therefore, when planning the awareness-raising campaign, it was taken into

consideration that the target public is gendered and women and men may use different media channels. They may also have different media consumption patterns. Assessment revealed that local TV would mostly reach men, while women carried the main burden of unpaid care work and did not watch that as much TV. They were more easily reachable by radio during the late morning, when doing household tasks while the children were at school. In the project planning the distribution of informative leaflets for women was foreseen. These leaflets would inform women where to get help in case they were facing (domestic) violence. These leaflets were distributed at hospitals and pharmacies, as well as in social centers where activities for women with children were organised.

#### **GOT INTERESTED?**



[Council of Europe Guidelines on gender mainstreaming in Council of Europe's co-operation activities](#)

[UNODC \(2013\): Guidance Note for UNODC Staff. Gender mainstreaming in the work of UNODC](#)



# GENDER BUDGETING

*Gender budgeting is an application of gender mainstreaming in the budgetary process. It means a gender-based-assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring of income and expenditure in order to promote gender equality.*

## SCOPE

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Public budgets are not only economic tools, but reflect policies in monetary terms and express political priorities. Budgets, therefore, are not gender-neutral. They affect women and men in different ways. Gender budgeting seeks to make the gender impact of budgets visible and to transform them into an instrument increasing gender equality. It includes identifying whether spending is sufficient to meet the practical and strategic needs of men, women, girls and boys, whilst continuing to close the gender gap. Gender budgeting involves all stages of the budgetary process and implies gender-sensitive analysis, assessment and restructuring of budgets. Gender budgeting does not mean a separate budget for women, it is not about whether an equal amount is spent on women and men, but whether the spending is adequate to address women's and men's needs. What impact does this budget have on gender equality? Does it reduce gender inequality, increase it or leave it unchanged?

## HOW IS GENDER BUDGETING RELEVANT FOR CO-OPERATION WORK?

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In the process of programming, gender equality objectives are defined. Gender equality indicators are defined as well so as to measure if the gender equality objectives will be reached. It is important that adequate budget is allocated to the activities that will lead to reaching the gender equality objectives of the programme/project. Without an adequate budget, implementing the activities foreseen will be a challenge.

**Gender budgeting should be taken into account through the entire cycle of preparing, setting and spending budgets and the whole process of gender mainstreaming and gender budgeting should encompass the following steps:**

1. Describe the situation and needs of women and men, girls and boys (gender analysis, see **Section 3**).
2. Check whether your project/programme set of activities is/are gender-sensitive i.e. whether the project/programme addresses the situation you described (gender impact assessment, see **Section 3**).
3. Check that adequate budget is allocated to implement the gender-sensitive activities.
4. Check, during implementation, whether the expenditure is spent as planned. If not, re-allocate.
5. Examine the impact of your project e.g. whether it has addressed both women's and men's needs, as foreseen in the planning stage of the project/programme.

### EXAMPLE OF THE RELEVANCE OF GENDER BUDGETING

In its policy brief on Sports, a municipality indicates that they want to stimulate sports for children. In their opinion more children need (extra) physical exercise. One of the objectives is to fight overweight and obese, of which both boys and girls suffer. Children are invited, through their schools, to take part in (extra) sports activities. The municipality allocates a considerable extra amount of money to these activities and starts with the adaptation and renovation of the existing sports facilities. All in all this process will take at least two years. After a year the municipality evaluates and finds out that more boys have been participating in the sports activities. When the municipality asks, through the schools, why girls did not participate, they find out that the extra budget was spent on existing sports facilities, but according to the girls these facilities offer sports they are not too keen on. The girls that do like the sports that were offered, mention another problem, namely that some of these facilities are only open in the evening. For many girls it is a problem to go there at night (in winter). The municipality's conclusion is that they should have proceeded in a different way: they had the intention to target both girls and boys. They should have asked girls and boys which sports they would like to do and then they should



#### GOT INTERESTED?

Council of Europe (2005),  
[Final report of the Group on Specialists on Gender Budgeting](#)

European Institute for Gender Equality,  
[Gender budgeting](#)

have looked at the existing sports facilities. A decision should have been made on how to meet the wishes of both the girls and boys. It is still not too late, since the programme is only halfway. So the municipality re-allocates the money and spends it partly on new sports modalities. Sports facilities are requested to reschedule sports lessons where feasible, so that both girls and boys can benefit.

# GENDER MAINSTREAMING IN RISK ASSESSMENT

The identification of the relevant risks, their probability and possible impact are important to ensure the adequate preparation of the project and as a consequence a successful implementation of the project. Once the risks are identified and the project is ready to bear them, mitigation measures to each risk should be examined. If the risks for gender mainstreaming seem too big, a review of the project should be considered.

There can be different types of risk for gender mainstreaming in projects. The risks are often related either to the political context, project delivery or communication/reputation. Depending on the risk, the mitigation measure is less or more under the control of the project team. The risks related to the political environment are harder to be influenced than those that are internal to the project. When defining risks for gender mainstreaming, it is important to assess whether the larger context of gender roles and relations within society could cause risks. For example, gender stereotypes or structural barriers may prevent full participation of one or the other gender.

## HERE A COUPLE OF EXAMPLES OF POSSIBLE RISKS FOR GENDER MAINSTREAMING IN A PROJECT

RISK	MITIGATION MEASURE
<b>Lack of gender expertise in the project team or among the partners.</b>	■ training, support from the gender advisor(s) or consult with women's organisations that have the right expertise.
<b>Lack of political will and commitment to gender equality and gender mainstreaming.</b>	■ enhance the awareness and understanding of the national, regional and local authorities on the importance and benefits of gender equality and gender mainstreaming as well as on the national and international commitments of the country and build their capacity on gender issues. If donor(s) have required the inclusion of a gender dimension in the project, do emphasize this in the conversations with the national government.
<b>Gender stereotypes affect negatively the project implementation.</b>	■ gender-sensitive communication, gender expert should check the materials and propose new language, awareness-raising activities.

## EXAMPLES

- In a project on decentralisation, there were challenges in gender mainstreaming because the local authorities were not very committed to it. This risk had been identified at the planning stage. In order to mitigate this risk, in different meetings (steering committee, etc.), from the start of the project, gender issues were kept on the agenda to increase awareness and understanding of gender issues by the local authorities, who were the main partners of the project. In the discussion with the local authorities the national strategy for equal opportunities for women and men was often referred to and reference was made as well to international agreements the country had committed to. As other international organisations and donors were facing similar problems in their decentralised projects, they decided to bring this issue to the discussion in the meeting of the thematic coordination group in which local and national authorities participated. The organisations showed the added value by doing a Gender Impact Assessment. This clearly showed the added value, because the local authorities realised that leaving out roughly 50% of the population in decision-making and participation at local level would cause problems.
- In a project on corruption, factsheets, leaflets and other materials used very stereotypical language and pictures: men being leaders and initiators of acts of corruption, women being victims and being in the lower ranks of the organisations committing corruption. In fact this enforced the gender stereotypical way of thinking about the corruption portfolio and did not meet reality, where we see that women, just like men, can take a leading role or have an important position in the acts of corruption. The project manager decided to have the materials redesigned by an expert on communication, in co-operation with a gender equality expert.

# GENDER MAINSTREAMING IN MONITORING AND REPORTING

## MONITORING

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**Monitoring** allows policy leads, implementers, programmers and teams to assess how a project is progressing compared to planned gender specific and gender mainstreamed outputs and outcomes. It also provides information on the possible need to adapt activities to ensure effective use of gender mainstreaming. Monitoring and reporting also contributes to the accountability of the project as it ensures regular assessment of the project against the plan, including against its outcomes and budgets. Gender-sensitive monitoring should be an automatic aspect of project monitoring and reporting.

Monitoring gender mainstreaming aspects of the projects requires project managers and implementers to develop gender-sensitive indicators and ensure there is a baseline for each indicator. (see **Section 3** on the Logframe and Indicators)

Monitoring should include both visits to project sites and desk-based monitoring of project documents and reports.

When conducting monitoring visits, talk to women and men (if feasible: girls and boys) and to relevant NGOs and other stakeholders. Focus Group Discussions (FGD) and Key Informant Interviews (KII) are vital. KIIs should be with both women and men; and FGDs with groups of solely women, solely men, and joint groups (if the topic is considered safe for women to speak about with men). Speaking to women and men separately should project important insights into the different ways in which women and men perceive the problem, solutions and project activities. This will be important for any changes you recommend making to the project. Ensure that the methodology, timing and logistics of the visit are such that monitoring reaches both women and men.

Data collected needs to be gender disaggregated. It should also be disaggregated on other levels, such as age, sexual orientation, minority, disability, social group, income status and level of education. Collecting and analysing this data will enable you to assess whether the project is reaching your target group and the most vulnerable in communities.

In the monitoring phase, the main purpose is to see whether gender mainstreaming has been implemented in activities, outputs and outcomes as planned. Another aspect that the monitoring should focus on is whether the project is impacting women and men positively, whether there are any unintended positive or negative consequences, and if it enhances equality between them. If not, and especially if it appears that the project is negatively affecting gender equality, mitigation measures should be taken and the project possibly stopped altogether. The project gender analysis should have already identified any obstacles to gender mainstreaming and gender equality and ways to address them, activities and mitigation to be included in the project. However, this should be assessed through monitoring to ensure the implementation of the activities required – and developing new ones if necessary. The monitoring should identify any unexpected (negative and positive) results as well as collect lessons learned.

## REPORTING

Include gender issues regularly in **reporting**. Monitoring findings need to be presented and analysed against project outputs and where possible outcomes. Project managers should ask themselves when reporting: how much progress has been achieved on planned gender outputs/issues? If there is any delay in project implementation, project managers should assess why and put measures into place to reverse the delay. Project managers should assess whether gender components are more delayed than other elements of the project and why. Project managers should assess whether there are any trends of how the project is advancing in terms of gender mainstreaming and gender equality. If the reporting format is flexible, reports should include a separate section on gender in the report as a summary chapter and also mainstream gender throughout the different sections with more detailed information. Using mainly aggregated terms such as communities or families can mask important differences in needs of women and men. This is why gender disaggregated data is important.

### Examples

- If a project includes a **case study** or **research**, describe the findings related to gender.
- If the project includes **seminars** or **round-tables**, explain what specific gender issues were raised, what gender issues were discussed, which conclusions or recommendations included gender, what kind of decisions you might be planning to take based on those conclusions.
- If the project includes **capacity building activities**, write about gender themes that were included, how they were received by the participants or whether the materials were gender-sensitive. What were the results of the training? What do you expect the participants to do with the knowledge they have gained? How will you monitor? Describe if and how the knowledge and skills gained are being used, and the numbers of women and men who participated.
- If the project contains an **awareness-raising** or **information campaign**, write about whether there was a gender analysis to assess public views and projections, whether resulting campaign materials were gendered or whether gender was considered in their design. What was the outcome of the campaign, how well did it reach the target public? This is where gender disaggregated data are useful, in addition to data disaggregated on factors such as age, sexual orientation, minority, disability, social group, income status and level of education. This will enable project managers to assess if and to what extent the project reached its target audience. If the campaign was evaluated to assess its impact, include information on whether it mainstreamed gender and to what extent, and what the impact was.
- If the project offers **grants** to NGOs, report on gender criteria on the call, results and outcomes, challenges and lessons learned of the projects and the process including on whether women's rights organisations were directly targeted, how many women's rights organisations applied for the grant and how many were successful (this is useful in percentage terms), whether successful applicants all included gender components and mainstreamed gender, whether the Monitoring, Evaluation and Learning of the project grants specifically assessed the results and outcomes, challenges and lessons learned of the projects from a gender perspective.

## EVALUATION

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It is also key to ensure that projects are evaluated – this means:

- Having a baseline of objective and outcome indicators
- A midline of progress against the above (and making changes to the project to enhance progress)
- A final evaluation to assess changes against the above two

Evaluation is where you assess impact and really learn.

Evaluation is particularly important with gender work, as the targeted progress is so long term, it should not only be monitored, but also assessed for impact.

**Language** used in the reports should be gender-sensitive. When providing success stories, quotes, images, etc. avoid enhancing gender stereotypes, instead challenge them. This can be done for example by using images where women/men are presented in actions/roles different from their traditional roles. (See also **Section 4** on Communication)

## EXAMPLES

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■ Collection of gender-disaggregated data: in a project that aimed to teach illiterate adults to read and write, from the very beginning the data on the students that started and completed the literacy course was collected on the total number of students. During the monitoring it was found that, for a range of reasons, women had much greater difficulties in completing the course than men.

- To examine this further gender disaggregated data was collected (data on women and men's participation in the course).
- It was found that, while 60% of male students were able to complete the literacy course, only 30% of women did so.

There were several reasons for this: child care responsibilities, as well as some negative attitudes of their spouses towards their wives learning new things; and long morning lessons (3 hours per day,) when expectations were on women to be at home to prepare lunch for their husbands and children. To address these issues, it was decided to shorten the number of lessons per day from 3 hours to 1.5 while keeping the total amount of lessons equal. To address the social norms that affect women's ability to participate meetings were organized with husbands to raise their awareness on the benefits of literacy skills to their wives and as a consequence, to the whole family.

■ When developing communication materials in an educational project for young people, the project team put an emphasis on presenting images that challenged stereotypes. This was done by using images of women working in "unexpected" professions such as the security system and the justice sector, including as judges. Conversely, men were used in nursing and teaching professions images. The same was done with the interviews and quotes from the professionals. Care was also taken to ensure examples used in the materials were gender-sensitive, for example when talking about families, men were also taking care of children and women were working outside the home and actively participating in local community affairs.

### GOT INTERESTED?

[Council of Europe Guidelines on gender mainstreaming in Council of Europe's co-operation activities](#)

[UNODC \(2013\): Guidance Note for UNODC Staff. Gender mainstreaming in the work of UNODC](#)





# GENDER-SENSITIVE COMMUNICATION FOR CO-OPERATION WORK AND PROJECTS

## WHAT IS GENDER-SENSITIVE COMMUNICATION?

Communication within projects takes many forms: campaigns, social media, websites, speeches, posters, leaflets, publications, photos and videos. All aspects of the project's communications should be gender-sensitive and this should go beyond project implementation, communication in relation to donor relations, programming and advocacy. This will ensure consistency and effective messaging. Without a conscious effort to include a gender equality perspective, there are high risks that communication either reinforces gender stereotypes, or simply makes gender equality issues or women invisible.

Gender-sensitive communication means using **inclusive language**, which promotes gender equality and the equal visibility of women and men. The Council of Europe has been committed to using inclusive language for over 20 years, since [Instruction No. 33 of 1 June 1994 concerning the use of non-sexist language at the Council of Europe](#).

The Committee of Ministers' [Recommendation No. R \(90\)4 on the elimination of sexism from language](#) recommended that member states use language reflecting the principle of equality and to take measures with a view to:

1. Encouraging the use, as far as possible, of non-sexist language to take account of the presence, status and role of women in society, as current linguistic practice does for men;
2. Bringing the terminology used in legal drafting, public administration and education into line with the principle of sex equality;
3. Encouraging the use of non-sexist language in the media.

The use of gender-sensitive language has different implications depending on the language. Many countries have their own guidelines and/or practices regarding this issue. The Council of Europe needs to make a conscious effort to consistently use gender-sensitive language.

Gender-sensitive communication also relates to carefully choosing photos/images that are inclusive of both women and men, if possible also reflecting some diversity, and promote a non-stereotypical image of both sexes and support gender equality.

## WHY IS IT IMPORTANT?

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Communication forms an integral part of project management, regarding how messages, objectives, results and impact of the project are successfully communicated to citizens and other stakeholders. This part of project work and of co-operation activities needs to fully reflect gender equality aspects and communication tools should contribute to this objective. This is even more important because efficient communication tools, including visual communication, can have a very powerful effect on the public.

Staff should be aware that gender stereotypes may often be present in all types of communication tools and they are a serious obstacle to the realisation of gender equality. Gender stereotypes manifest themselves in three different ways: firstly, women are underrepresented or not featured in communication tools; secondly, women and men are often represented in stereotypical roles and situations, which de facto limits their opportunities; thirdly, a hierarchy of status and functions is often observed to the detriment of women.

## WHO IS RESPONSIBLE?

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Everyone involved in co-operation activities has a responsibility to ensure that their communication reflects the Council of Europe commitment to gender equality and gender mainstreaming.

It is the role of the project coordinator in charge of the content of the project to inform all interlocutors, (including web and graphic designers, translators, etc.) about the need for gender-sensitive communication and to make sure that this is respected.

## HOW CAN COMMUNICATION BE GENDER SENSITIVE?

### USE GENDER-SENSITIVE LANGUAGE<sup>(1)</sup>

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**Avoid gender-specific pronouns when the sex of the person concerned is not known.**

The following alternatives are suggested.

**Use a plural form. This is often the simplest solution**

INSTEAD OF	USE
The child and his rights	Children and their rights
The director...he...	Directors...they...
A nurse must inform her patients	Nurses must inform their patients

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

## Reword the sentence

INSTEAD OF	USE
When a staff member arrives at the Council, he must ...	On arriving at the Council, a staff member must ...

## Delete the pronoun

INSTEAD OF	USE
Anyone disagreeing should give his reasons.	Anyone disagreeing should give their reasons.

## Replace the pronoun by “the”, “a” or “an”

INSTEAD OF	USE
When submitting his application, a candidate should ...	When submitting an application, a candidate should ...

## Use “we”, “one” or “people”

INSTEAD OF	USE
The individual is influenced by his family's values.	People are influenced by their families' values.

## Avoid “man” words

INSTEAD OF	USE
Chairman, chairwoman	Chair
Spokesman, spokeswoman	Spokesperson
Craftsman	Craft worker
Businessmen	The business community, industry, business managers, business people, executives, companies
Man, mankind	People, the human race, human beings, humanity
Manpower	Workforce, workers, personnel
Manmade	Artificial, synthetic, manufactured, constructed, of human origin
To man	To staff, to operate, to be on duty

## Forms of address

INSTEAD OF	USE
Mrs, Miss	Ms First name and surname may be used without a title.

## Use parallel language

INSTEAD OF	USE
Men and ladies	Women and men, ladies and gentlemen
Men and girls	Women and men, girls and boys
Man and wife	Husband and wife, man and woman

## Avoid stereotypes

INSTEAD OF	USE
Ambassadors and their wives	Ambassadors and their spouses or partners
A woman doctor, a male nurse	A doctor, a nurse

## RECOMMENDATIONS THAT APPLY TO FRENCH LANGUAGE

- Eliminate sexist expressions. This can be for example words that relate to men only or which give information about the marital status of women (e.g. “droits de l’homme” could be replaced by “droits humains” in French).
- Use the feminine and masculine form in messages addressed to all both orally and in written (e.g. “citoyennes et citoyens” in French).
- In French, use the terms “droits des femmes”, « journée internationale des droits des femmes » (plural and not singular).

Also check the wording used in relation to gender equality issues in the [Gender Equality Glossary](#) (FR/EN combined).

## AVOID GENDER STEREOTYPES:

- Always present women and men giving their full name and function (often women are presented by their given name only).
- Do not represent or quote women only in relation to social issues/family issues but aim to challenge gender stereotypes by quoting women in relation to topics that are usually addressed by men (e.g. criminal matters, defence, technology) and men in relation to social issues.
- In interviews, avoid asking questions about private life to women or to women only in cases where these questions are relevant.

## IMAGES

### Ensure a diverse representation of women and men in order not to reinforce gender stereotypes:

- Try to portray women and men of different ages, ethnicities and backgrounds.
- Colours: avoid using pink and blue for women/men and dark colours for men, soft colours for women.

- Avoid the systematic representation of women in caring positions or situations and of men in decision-making positions or in science/technical roles.
- Clothing: avoid the representation of men in practical clothes and women in sexy clothing or in clothing not adapted to the activity.
- Beware of the positioning behaviour of people: avoid systematically putting women in passive or submissive positions in relation to men and in the way they act (standing/sitting, position, eyes etc.).
- Make sure women are not always in the background/men in the foreground.

### **Ensure gender balance:**

- In the people portrayed on images, publications, posters, websites, videos.
- Among speakers at events and in terms of speaking time in general (avoid single line up).
- If needed, use the databases of women experts that exist in different member states or contact women's organisations who could be sources of information to find women experts in different areas/roles.
- Try to give preference to women/men in non-traditional roles.

## **COMMUNICATION TO DONORS AND OTHER STAKEHOLDERS ABOUT PROJECT RESULTS**

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One central aspect of communication is communication to donors and other actors, including the general public. It is important to make visible our work on gender equality and gender mainstreaming to them. Reports and communication materials need to show how projects have improved gender equality. This includes showing how women and men have participated in our activities; how gender equality issues have been included in the events and meetings organised and how capacity building activities have included capacity building on gender equality issues.

Communication on project results can for example explain what kind of changes and benefits projects have brought to the lives of women and men, girls and boys and the economic impact also. This can include showing how legal advice for draft legislation took into account gender equality or highlight the gender mainstreaming aspects of studies or research activities.

## **ADVOCATING FOR GENDER EQUALITY**

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In order to achieve sustainable results for gender equality in our projects, commitment and political will are required from all stakeholders including national stakeholders. However, sometimes we face indifference or even resistance to gender equality and gender mainstreaming from national stakeholders. In those cases it is necessary to explain why gender equality and gender mainstreaming are needed and advocate for the benefits of gender equality and gender mainstreaming.

Advocacy requires increasing people's knowledge on the issue in question and changing their attitudes to facilitate the desired change. It is a long-term process. When preparing advocacy for gender equality and gender mainstreaming in projects, several issues need to be kept in mind. First of all, it is important to take into account different target audiences: decision-makers, general public, policy-makers, opinion leaders, etc. and to be aware of their interests and positioning (why

they oppose gender mainstreaming or are indifferent to it). It is also important to be prepared to answer potentially difficult questions.

When explaining why gender equality and gender mainstreaming are important and needed in all activities, use concrete and precise arguments. The first argument is that gender equality and the right not to be discriminated against is a human right and that the Council of Europe considers that equality between women and men is a prerequisite for any democratic society and it is supported by standards adopted and ratified by most member states at all levels (United Nations, Council of Europe, national).

A key means of persuasion is to measure and explain the economic savings to government finances. For example action and programmes to reduce violence against women and girls results in decreasing costs to criminal justice system, civil legal services, healthcare, social services, housing and refuges, as well as benefits to employers by lessening time off of work due to injuries.

It is important to avoid being too theoretical or philosophical. Do base your arguments on standards, facts and figures. Also avoid using jargon. Illustrate which problems can be solved by striving for gender equality and what specific benefits the inclusion of the gender perspective will bring to different actors. It is also important to emphasize that gender equality/mainstreaming is not only about women; it is about women and men, girls and boys. Keep in mind that it is not only the substance of the message that matters, but also the way in which the message is presented.

There are several arguments that can be used to explain why gender mainstreaming as a tool to reach gender equality is important (see also **Section 1**). Gender mainstreaming helps to better address the needs of women and men and, as a consequence, increases quality and efficiency of policies, programmes and projects. Gender inequalities have a very high social and economic cost. For example gender-based violence is a violation of human rights that causes suffering to individuals and causes considerable economic losses. More just societies are also more sustainable societies.

There are various common arguments for not considering gender equality and gender mainstreaming. In **Section 2** of the Toolkit you will find the most common ones and the answers that one can use to clarify the contrary.



#### SOURCES

[Guidebook "Pour une communication publique sans stéréotype de sexe"](#) produced by the French Haut Conseil à l'Égalité entre les femmes et les hommes (2016)

[ITCILO: Resource package on gender mainstreaming in EU development cooperation: Resistance against gender equality: how to deal with it?](#)

# GENDER EQUALITY AND CYBERCRIME/CYBER VIOLENCE<sup>1</sup>

## GOOD TO KNOW

- Taking account of gender equality in the prevention and control of cybercrime is important, because it helps shape effective responses, interventions and services to cybercrime. Cyber violence and online abuse often targets women and girls.
- It is vital to remember that what is illegal offline - is illegal online.
- The prevention and control of cybercrime and online abuse appears to be predominantly a male domain (as evidenced in meetings and capacity building activities on cybercrime and electronic evidence).
- A considerable number of women and girls are victims of cyber violence; in particular of online sexual violence, revenge pornography and sexist hate speech.
- The following often hinders or stops the investigation and prosecution of cyber violence:
  - Victims of cyber violence are often not aware of their rights and do not know how to get help.
  - Law enforcement authorities are often not able to assist victims of cyber violence, which may not be considered as a law enforcement priority.
- While solutions to online violence, in particular sexual abuse against children are available, there are gaps when it comes to responses to online violence against adults.
- The [Budapest, Istanbul and Lanzarote Conventions](#) of the Council of Europe help to address cybercrime and prevent and combat violence against women and children, including cyber violence.
- A more integrated, gender-based approach to cybercrime should help design more effective solutions to these challenges and make better use of Council of Europe instruments.

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<sup>1</sup> Please note that there is a separate factsheet on “Violence against women” relevant for co-operation activities addressing violence against women and girls as covered by the Istanbul Convention, which sets out legally binding standards to prevent violence against women and domestic violence, protect and support its victims, and prosecute all perpetrators by way of comprehensive and co-ordinated policies.

## WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- The Committee of Ministers Recommendation CM/Rec (2007)17 on gender equality standards and mechanisms gives more detailed guidance to member States to “give priority to the development, adoption and enforcement of effective national gender equality legislation, and to the integration of a gender perspective into all areas of governance, both in laws and policies.”
- Actions of the Council of Europe to implement its Gender Equality Strategy 2018-2023, include combating sexist hate speech, ensuring equal access to justice, preventing and combating violence against women, and integrating a gender equality perspective in all Council of Europe policies.
- Relevant Council of Europe conventions:
  - The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention, 2011) specifically requires parties “to include a gender perspective in the implementation and evaluation of the impact of the provisions of this convention and to promote and effectively implement policies of equality between women and men and the empowerment of women.” The Convention addresses nine forms of violence against women, including online stalking and sexual harassment.
  - The Council of Europe Convention on Protection of Children against Sexual Exploitation and Sexual Abuse (Lanzarote Convention, 2007).
  - The Council of Europe Convention on Cybercrime (Budapest Convention, 2001) facilitates investigation and prosecution of many forms of cybercrime and cyber violence, including those targeted at women and girls.
- The Budapest, Lanzarote and Istanbul Conventions complement each other, but practical and tangible actions and synergies remain to be developed to allow for more effective criminal justice action.
- In 2017, the Cybercrime Convention Committee (T-CY) established a working group on cyber violence, especially against women and children, which prepared a mapping study to strengthen action against cyber violence and reinforce synergies between relevant Council of Europe standards (Budapest, Istanbul and Lanzarote Conventions).

## GENDER EQUALITY ASPECTS

- A stronger gender equality perspective in the criminal justice system would produce different outcomes:
  - in some countries, the criminal justice sector remains primarily a male dominated domain, in particular with regard to high-level positions,<sup>2</sup>and female criminal justice professionals in most countries appear to be underrepresented in institutions dealing with cybercrime.
  - women and men often highlight different concerns and bring different perspectives and solutions to policy-making.
- Certain types of cybercrime are not gender neutral.

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<sup>2</sup> CEPEJ-STAT: Specific dashboard on gender equality in courts and prosecution services: [https://public.tableau.com/shared/MQWT8X886?:display\\_count=yes&showVizHome=no](https://public.tableau.com/shared/MQWT8X886?:display_count=yes&showVizHome=no)  
[https://www.coe.int/t/dghl/cooperation/cepej/default\\_en.asp](https://www.coe.int/t/dghl/cooperation/cepej/default_en.asp)

- For example:
  - Cyber violence, in particular online sexual violence, is targeted primarily at women and girls.

## DO NOT FORGET

- Considering cybercrime from a gender-based perspective is important in order to develop gender-sensitive crime prevention strategies and to ensure a more comprehensive approach to countering cybercrime and cyber violence.
- Therefore, the Council of Europe should encourage governments to have a greater gender balance in institutions dealing with cybercrime and consider developing gender-sensitive victim oriented approaches and programmes with survivor centered outcomes.

### Gender equality considerations need to be tailored to the different types of interventions carried out through co-operation projects:

- Awareness-raising
- Legal analysis and support to the reform
- Capacity-building

## EXAMPLES

### AWARENESS RAISING

#### ► Octopus conference 2015

Octopus conference 2015 Workshop on “Victims of cybercrime: who cares?”, raising awareness regarding gender-specific component of cybercrime victimization. Legal analysis and support to the reform:

- For analyses of draft legislation/strategies/policies, experts’ Terms of Reference should include a specific action to perform analyses from a gender equality perspective, including a focus on the integration of victim-oriented approaches and programmes with survivor-centered outcomes.

### CAPACITY BUILDING

- When developing and implementing capacity building activities, the project could ensure that the programme of the event addresses gender-specific issues related to cybercrime or cyber violence, whilst invitations/convocations to activities could state that a balanced participation of women and men is encouraged.
- Increased capacity to ensure gender balanced approaches in dealing with prevention and handling of cybercrime and cyber violence cases.
  - Number and percentage of female and male staff participating in project activities.
  - Number of activities with components covering gender issues in cybercrime/ cyber violence.
  - Number of activities supporting development of victim-oriented approaches and programmes with survivor-centered outcomes.

## GOT INTERESTED?



[Council of Europe Human Rights Channel – La chaîne des droits humains website](#)

The [Analytical report](#) on the third round of monitoring on the implementation of CM Recommendation Rec(2003)3 provides 2016 data on the participation of women and men in legislative, executive, judicial and diplomatic areas as well as regarding Council of Europe institutions

[Gender Mainstreaming: Policy briefs and Council of Europe Activities, 3rd Update \(June 2016\)](#)

The [Association for progressive communications \(APC\) countries report](#) for the project “From impunity to justice” as a part of the project “End violence: Women’s right and safety online”

“From 2009 to 2011, APC worked with the local organisations in 12 countries in Africa, Asia and Latin America to explore how technology is being used to perpetuate violence against women and create a global community of women and girls who are critically taking up ICT tools to end it. We found that in all 12 countries- policies, regulations or services to prevent or respond to these new forms of violence do not exist or are inadequate. Women and girls who fall victim do not know what to do to stop the abuse, what charges they can report, who they should report to and what help they can get.”

[European Institute for Gender Equality \(EIGE\) - Cyber violence against women and girls](#)

“One in three women has experienced a form of violence in her lifetime, and it is estimated that one in ten women have already experienced a form of cyber violence since the age of 15.”

[The Internet Governance Forum \(IGF\) 2015: Best Practice Forum \(BPF\) on Online Abuse and Gender-Based Violence Against Women Online](#)

“As such, online abuse and gender-based violence disproportionately affect women in their online interactions; encompassing acts of gender-based violence such as domestic violence, sexual harassment, sexual violence, and violence against women in times of conflict, that are committed, abetted or aggravated, in part or fully, by the use of ICTs.

[Mapping Technology-based violence against women. Take back the tech! Top 8 findings \(2012-2014\)](#)

“The findings are from 1126 cases reported on the [Take Back the Tech! Online map](#) from 2012 to 2014: Less than ½ of the cases (41%) reported to the authorities have been investigated. 49% of cases were reported to authorities”

# GENDER EQUALITY AND EDUCATION

## GOOD TO KNOW

- Girls' academic success has not led to the elimination of employment inequalities (gender pay gap, pension gap, lesser access to decision-making positions).
- Proportion of young Roma women not in employment, education or training (NEETs: young people who are not in education, employment or training): 72% as compared to 55% of young Roma men.
- 85% of Roma men can read or write compared to 77% of Roma women, 19% of Roma women have never been to school compared to 14 % of Roma men, and 37% of Roma women aged 16-24 remain in education after the age of 16 compared to 50% of Roma men (2010).
- Only 15,3 % of the teaching staff at primary education level are men in Europe (2014).
- Only 36 % of the teaching staff at secondary education level are men in Europe (2014).
- 29% of women aged 15-64 years and 25% of men have attained tertiary education (EU, 2016).
- Only 20 % of heads of higher education institutions are women (EU, 2014).
- Only 33% of researchers in the EU are women (2014), a figure unchanged since 2009.
- A disproportionately low number of girls take STEM (Science, Technology, Engineering and Maths), qualifications (European Commission, She Figures 2015).
- Women scientists and engineers made up 2.8 % of the total labour force in the EU (2013).

## WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- Committee of Ministers (2007), [Recommendation CM/Rec\(2007\)13 on gender mainstreaming in education](#)
- Committee of Ministers (2010), [Recommendation CM/Rec\(2010\)7 on the Council of Europe Charter on Education for Democratic Citizenship and Human Rights Education](#)
- Committee of Ministers (2012), [Recommendation CM/Rec\(2012\)13 on ensuring quality education](#)
- Actions related to the objective on [Combating Gender Stereotypes and Sexism in and through education](#) of the [Council of Europe Strategy 2018-2023](#).
- [Lisbon Convention on the Recognition of Qualifications concerning Higher Education in the European Region](#)
- Gender Commission (2015), [Gender Equality Commission: Compilation of good practices to promote and education free from gender stereotypes and identifying ways to implement the measures which are included in the Committee of Ministers' Recommendation on gender mainstreaming in education](#)
- Committee of Ministers (2012), Monitoring report on the implementation of Recommendation CM/Rec(2007)13: [7.1 Gender mainstreaming in education](#)
- Council of Europe Gender Equality Strategy Factsheet (2015), [Combating gender stereotypes and sexism in and through education](#)
- Gender Equality Commission – GEC (2015), [Conference on “Combating gender stereotypes in and through education” Report](#)
- Prepared by the Gender Equality Unit (2016), [Gender mainstreaming: Policy Briefs and Council of Europe Activities, 3<sup>rd</sup> Update](#)
- [Handbook for Council of Europe Gender Equality Rapporteurs: Gender Equality and Gender Mainstreaming in Practice \(2016\)](#)

## GENDER EQUALITY ASPECTS

- Investment in the education of girls and young women has the potential to deliver huge returns: not only in fulfilled potential, but also lasting economic independence, and economic growth.
- By utilising the skills and talents of girls and young women this helps to improve a country, region or area's economic well-being and even national global competitiveness.
- The choices which girls make interplay often between heavy cultural messages, societal expectations and challenges, peer and parental pressures, people they meet and self-determination. There are still strong influences regarding perceptions of what is thought of as “Men's Work” and “Women's Work”. This can be seen even at nursery school age. These differences then continue to affect the areas where women work, and also where men predominate. These choices have far reaching negative impact on the gender pay gap and around a third of the gap is due to occupational segregation.
- [Access to education](#): to ensure access to quality education at all levels to both women and men students.

- Curricula and education materials: to create awareness among curriculum and textbook developers on gender bias and gender stereotypes in content, language and illustrations in curricula and in text books; encourage teachers to analyse, challenge and help to eliminate gender stereotypes and distortions which these textbooks, materials and products may convey (**Section 4, Gender-sensitive communication for co-operation work and projects**).
- Content of curricula: to create awareness among curriculum and textbook developers regarding the gender dimension in course programme content and general curriculum development (particularly for scientific and technological subjects) to revise curricula as necessary to include gender equality issues and make women's contribution to arts, science and history more visible (**Section 4, Gender-sensitive communication for co-operation work and projects**).
- Choice of subject and career orientation: women are under-represented in science, technology, engineering, and mathematics (STEM fields) which are often well-paid and high-status professions – promote activities to encourage girls' participation in these fields. Due to similar gender stereotypes, men are under-represented in subjects related to social sciences and humanities.
- Sports and leisure activities: gender-based stereotypes and expectations may affect girls' and boys' self-image, identity-building, health, skills acquisition, intellectual development, social integration and gender relations – promote activities to deconstruct and combat such stereotypes.
- Participatory processes at school: provide equal opportunities for girls and boys to be active in school mechanisms for students' participation. Similarly, parents' involvement in school - equal representation and voice of mothers and fathers is needed.
- Infrastructures: availability of safe infrastructures (cloakrooms, toilets, etc.) for girls and boys in all educational institutions, including in those areas where girls are under-represented.
- Employment: to ensure equal opportunities for women and men at all levels and categories of education. Linked with stereotypes and income, women are over-represented as teachers in primary and secondary education but under-represented as university professors.
- Management structures and decision-making: ensure equal representation of women and men in decision-making at Ministry, on national, regional and provincial levels as well as at schools, and higher education institutions - men are over represented in decision-making in the educational sector.
- School governance and organisation: democratic school culture, co-education vs. single-sex schools, to ensure students involvement in decision making, to ensure parity between girls and boys in participation.
- Teaching methodology, teachers' attitudes: everyday practices in the classroom and teachers' attitudes may also reflect gender bias – disseminate research on this and further research, raise awareness and training for teachers and decision-makers.
- Capacity building: After the assessment of existing capacities, plan and carry out necessary gender-sensitive training courses and training in gender equality issues for school management, teachers, inspection bodies, etc.
- Parents' awareness-raising: raise awareness of the value of education among parents for both girls and boys, e.g. in Roma communities girls are less encouraged than boys to pursue education beyond the lower secondary level.

- Institutionalisation of gender equality/gender mainstreaming: creation of gender equality machinery and adoption of gender equality strategies, action plans, etc.
- Gender impact assessment: analyse the impact of your activities, actions, programmes and policies on boys and girls, as well as on men and women. To do this, you need to have gathered quantitative and qualitative sex-disaggregated data (**Section 3, Gender analysis and Gender impact assessment**).
- Gender responsive budgeting: analyse resource allocation to ensure that budgets at school or other levels contribute to gender equality (**Section 3, Gender budgeting**).
- Monitoring and evaluation: develop mechanisms to monitor and evaluate the level of gender mainstreaming and to produce tangible data to feed policy making. Indicators need to be developed to ensure measurable outcomes (**Section 3, Gender mainstreaming in monitoring and reporting**).

## DO NOT FORGET

Gender may be an exacerbating factor for the educational challenges faced by girls and boys from vulnerable socio-economic or ethnic backgrounds, such as Roma children or girls and boys with a migration or vulnerable socio-economic background.

## GOT INTERESTED?



- European Institute for Gender Equality – EIGE, Education website
- United Nations Educational, Scientific and Cultural Organization – UNESCO, Education and gender equality website

## Sources of gender-disaggregated data on education:

- She Figures: Publications of the European Commission monitoring new developments related to careers, decision-making and, most recently, how the gender dimension is considered in research and innovation content in the European Union
- Organisation for Economic Co-operation and Development - OECD Data on gender equality in education

# GENDER EQUALITY AND GOVERNANCE AND DECENTRALISATION

## GOOD TO KNOW

- Decentralisation and devolvement of powers and budgets to a regional and/or local level is a key an opportunity to empower women and men and increase their participation.
- Gender Equality is a condition for democracy and good governance.
- Local governments are responsible for large expenditure and the delivery of many public services which need to respond to the lives of women and men accordingly.
- General attitudes and culture in society which construe men as the only real political actors, tend to disqualify women. In the same sense, women in politics are often more closely scrutinized and criticised than men.
- The lack of a written and citable political commitment to gender equality (e.g. National Plan of Action or other policy document) makes it difficult to hold governance structures accountable for low female participation.
- Women can be discouraged by the use of masculine terminology in politics and governance, either under the flawed assumption that men are the only legitimate actors here or under that masculine terminology can also include or represent women – which it does not.
- A lack of media representation of women’s political voices, views, demands and leadership, means that other women lack a model with which they can identify and find legitimacy for their own views.
- The unequal division of family responsibilities, including household management and childcare, places women at a disadvantage in terms of time needed to be active in politics. Similarly, limited social services inhibit women’s access to “disposable time”.
- Many local governments do not cover the costs of childcare or dependent care at all. This causes women to struggle financially and in some cases stand down.
- Women’s lower wages and limited entitlements to social benefits, alongside prevalent social expectations that women spend their income on their families, inhibits or prevents expenditure on an uncertain political career.
- Close to their citizens, local authorities are in a best position to address inequalities, they have a deep understanding and knowledge of community needs and contexts. They play a key role in local development and are the main vehicle for delivering local public services. They are an important point of access to the political system for women.
- In Council of Europe member states 13.4 % of mayors and 26 % of local council members are women
- Budgets are rarely gender neutral. All budgets are about politics. All politics are ultimately about who controls the budgets.

## WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- Committee of Ministers (2003), Recommendation Rec(2003)3 on balanced participation of women and men in political and public decision making provides for a 40% minimum representation of women and men in decision making.
- European Committee on Democracy and Governance – CDDG (2017), CDDG(2017)24: Balanced Participation of Women and Men in decision-making: possible action by the CDDG
- Gender Equality Commission – GEC (2016), Balanced participation of women and men in decision-making: Analytical report – 2016 data
- Council of Europe Good Governance website, Current tools on Good Governance

### Texts of the Parliamentary Assembly of the Council of Europe

- Resolution 2111(2016) on assessing the impact of measures to improve women’s political representation
- Resolution 1898(2012) on political parties and women’s political representation
- Recommendation 1899(2010) on increasing women’s representation in politics through the electoral system
- Resolution 1781(2010) on a minimum of 30% of representatives of the under-represented sex in Assembly national delegations

### Texts of the Congress of Local and Regional Authorities

- Recommendation 390(2016) Women’s political participation and representation at local and regional levels
- Recommendation 288(2010) Achieving sustainable gender equality in local and regional political life
- Resolution 303(2010) Achieving sustainable gender equality in local and regional political life

## GENDER EQUALITY ASPECTS

- Ensure the balanced participation of women and men as local government officials and elected representatives: consider quotas or parity systems, work with political parties, encourage women to become candidates, take affirmative action and measures to include women candidates in the parties’ lists (40% minimum target).
- Gender responsive budgeting: analyze resource allocation and revenue generation from a gender equality perspective. The budget should reflect the differing needs of women and men and contribute to gender equality. If that is not the case, restructuring is required.
- Employment in the public sector: take measures to eliminate all forms of (sexual) harassment and discrimination in relation to pay, pensions and access to employment. Ensure equal opportunities for women and men at all levels and categories. Employment policies should be gender-sensitive, notably in relation to reconciliation of private and working life for both women and men. If “down-sizing” of the public sector employment is foreseen, consider its potential differential impact on women and men.

- Participatory consultation processes for policy planning: equal representation and voice of women and men. Apply specific consultation methods, if needed. Include relevant civil society organisations in consultation processes, including women's organisations.
- Institutionalisation of gender mainstreaming: creation of gender machinery and adoption of gender equality strategies, action plans, etc.
- New service delivery responsibilities of the local level authorities: conduct assessments of service delivery from a gender equality perspective in order to take into account the different needs and priorities of women and men. Ensure equal access to services to both women and men (availability, accessibility, etc.).
- When having to make budget cuts and reducing deficits take account of the accumulative impact on women, who often are the main users of local services on behalf of themselves, their families and those they care for.
- Capacity building: after the assessment of existing capacities, plan and carry out necessary gender-sensitive training courses and training in gender equality issues, including gender budgeting for authorities, elected representatives and relevant staff members. It is important to change women's mindsets to encourage them to step forward and show their interest in participation in this field. Training sessions can focus on breaking glass ceilings and giving responsibility to women themselves.

## DO NOT FORGET

- International and national commitments to gender equality should be reflected in decentralisation, good governance and local policies.
- Mere women's representation does not guarantee women's issues are addressed. Legal, institutional and policy frameworks, advocacy capacity building and awareness-raising are equally important.
- All policy making and planning should be based on the situation analysis to identify possible existing gender inequalities and their causes and consequences. Sex-disaggregated data is essential for that purpose.
- The role of the local governments to tackle violence against women in the public and private spheres (creation of safe public spaces, providing support and services to victims).
- Hold the local authorities and elected representatives accountable on gender equality issues.
- Ensuring gender-balanced participation of women and men in activities, highlighting the importance of gender mainstreaming before the national counterparts, gender-specific evaluation, gender mainstreaming in the capacity-building activities and when necessary specific gender training components need to be considered.
- Some categories of women experience more discrimination and are in more vulnerable situations and may require specific measures in terms of participation, policy planning and service delivery, for example Roma or women of ethnic origin, disabled women, widows, single mothers, older women, migrant and refugee women, women discriminated against for their sexual orientation or gender identity and women living in poverty.

## **Gender equality considerations need to be tailored to the different types of interventions carried out through Council of Europe co-operation projects:**

### **AWARENESS RAISING**

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#### **► Co-operation projects should:**

- promote the added value of the Council of Europe and other international standards and instruments in support of local government and gender equality,
- refer to and use examples of good practice on why and how local governments can best promote gender equality,
- raise profiles of successful women; promote use of case studies,
- promote successful gender equality policies, strategies and programmes at local level,
- promote awareness-raising of the importance and effectiveness of gender mainstreaming in the media and through education at all levels,
- promote collection and use of gender-disaggregated data, in order to define policies and assess the impact that gender can have on beneficiaries.

### **LEGAL ANALYSIS**

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#### **► Co-operation projects should:**

- ensure gender equality is mainstreamed in experts' work on developing and implementing local government policies and legislation,
- mainstream gender into local government legislation (including for civil servants, codes of conducts, human resources management, etc.),
- help translate national objectives on gender equality into local policies, strategies and legislation,
- mainstream gender equality in local development policies and/or promote adoption of gender equality policies at local level,
- encourage use of information and data on current situation of men and women, boys and girls, in order to take good account of their priorities and needs.

### **CAPACITY BUILDING**

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#### **► Co-operation projects should:**

- identify and promote adoption of specific consultation methods to find out views, concerns and needs of women and men, about the services they are responsible for in order to improve participation,
- strengthen leadership development and performance management to promote gender mainstreaming,
- introduce training programmes for civil servants, including in national administrations, to promote collection and use of gender equality indicators, gender impact assessments, evaluation of policies and action, based on good practice,

- collect good practice on gender mainstreaming through local government organisation, local public services, human resources management, public participation, etc.

## EXAMPLES

### AWARENESS RAISING

From 2005 to 2017 the number of countries having introduced a gender quota in Europe rose from 5 to 17. A comparison of the percentage of women elected in 2005 with 2016 showed a significant increase at all levels in the five countries, which had quota at both points in time.

Leadership Academy training for mayors of newly amalgamated communities in a member state in 2016: in the trainers' team 75% were women and 25% men while 24% of participants were women and 74% men. In terms of content – the Leadership Academy Programme (LAP) contains special sessions on gender mainstreaming in governance – and this is not just about women participating in public administration, but also about how to take gender perspectives into account when making decisions regarding public services – including roads, transportation, schools, construction, etc. In two other member states, the Leadership academy got respectively half women participants session to stand for mayor at next election, and six women participants who stood for Parliament.

Another example is this video: SALAR Starter Kit for Sustainable Gender Equality - <https://www.youtube.com/watch?v=xYikioYiilU> – it contains good examples about what local authorities can do to ensure gender equality.

### GOT INTERESTED?

- European Commission (2006), [Briefing Note on Mainstreaming Gender Equality in Decentralisation, Public Administration Reform and Local Development](#)
- United Nations - Habitat (2008), [Gender Mainstreaming in Local Authorities – Best practices](#)
- Observatory – [European Charter For Equality of Women and Men in Local Life](#)
- UCLG Standing Committee on Gender Equality (2015), [From SDG5 to Habitat III: The role of local governments in promoting gender equality for sustainability](#)
- [Gender Equality and Local Governance - UN Women \(Albania\)](#)
- United Nations Human Settlements Programme (2008), [Gender Equality and Participation in Local Government – a source book for trainers](#)
- Swiss Agency for Development and Cooperation – SDC (2003), [Gender in practice - A tool-kit for SDC and its partners](#)



### Sources for data in this factsheet

- [Balanced participation of women and men in decision-making. Analytical report of the Council of Europe Gender Equality Commission \(2016 data\)](#)
- United Nations Development Programme (UNDP): [Gender Mainstreaming in Practice: A Handbook. 2005](#)



# GENDER EQUALITY AND JUSTICE

## GOOD TO KNOW

- Everyone should have the legal right to have disputes settled by an independent judiciary which they can access, which they trust and which delivers quality decisions within a reasonable time following fair consideration that meet international human rights law. For all women, access to justice is key.
- While women represent the majority among the lower levels of the judiciary, women are still in the minority in higher courts and in leadership positions. According to a Council of Europe report from 2016 European judicial systems – efficiency and quality of justice, the average presence of women in judiciary at high level positions is between 26% and 33%.
- Women and men face different challenges to access justice as women are often the primary carers (of children and/or elderly family members); their workload and time availability should be considered once they enter into time-demanding judicial procedures. Costs to accessing justice and travelling to courts may also be a limitation for women with limited financial capacity. The lack of women in police services also affect women's ability to access justice – as do the lack of courts and systems established to protect women when necessary.
- Women and girls are much more likely to experience specific crimes such as violence against women and girls or sexual exploitation, than men and boys.
- Gender stereotypes can affect the impartiality of legal professionals in their work.
- Procedural aspects of justice must take into consideration differences arising from gender in a way that ensures equal treatment of women and men.

## WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- [Gender Equality Strategy 2018-2023](#) (one of the five objectives is [Guaranteeing Equal Access of Women to Justice](#))
- Factsheet on [Guaranteeing Equal Access of Women to Justice](#)
- [Training Manual for Judges and Prosecutors on Ensuring Women's Access to Justice, General Part \(2017\)](#) - Country Chapters (2017) for [Armenia](#), [Georgia](#), the [Republic of Moldova](#), and [Ukraine](#)
- Country Studies on Barriers, Remedies and Good Practices for Women's Access to Justice (2017): [Armenia](#), [Azerbaijan](#), [Georgia](#), [Republic of Moldova](#) and [Ukraine](#)
- [Plan of Action on Strengthening Judicial Independence and Impartiality \(2016\)](#) - see Actions: 1.2, 2.4 and Transversal Actions
- [Balanced participation of women and men in decision-making](#) - Analytical Report (2017) - see chapter IV on Judicial Power
- European Commission for the Efficiency of Justice (CEPEJ-STAT): [Dashboard on gender equality in courts and prosecution services \(2017\)](#)
- European Commission for the Efficiency of Justice report 2016 on [European Judicial Systems](#)
- [Compilation of good practices from member states to reduce existing obstacles and facilitate women's access to justice \(2015\)](#)
- [HELP online course on Violence against Women and Domestic Violence \(2017\)](#)
- Projects specifically aimed at strengthening the capacity of legal professionals or dedicated institutions dealing with discrimination and inequality ([Council of Europe Human Rights National Implementation website](#))
- [Webpage of the Venice Commission](#) with their gender-related work

## GENDER EQUALITY ASPECTS

- Gender Stereotypes are preconceived beliefs whereby women and men are arbitrarily assigned characteristics and roles determined and limited by their sex. Gender stereotyping can limit the development of the natural talents and abilities of girls and boys, women and men.
- Boys and men are equally constrained by gender stereotypes and these harmful behaviors have negative outcomes for both women and men and impact on their educational and professional experiences as well as life opportunities in general. Stereotypes about women both result from and are the cause of deeply engrained attitudes, values, social norms and prejudices against women. They are used to justify and maintain the historical relations of power of men over women as well as sexist attitudes which are holding back the advancement of women. It is important to be aware of them and tackle them as they can compromise judges' impartiality and affect their decisions.
- The judicial system does not take account of women's life experiences, which include women being the victims of violence or working in the sex industry.

- Women's access to justice: women face different barriers: lack of knowledge and awareness, stigma, stereotypes, availability and accessibility, gaps in legislation and deficiencies in the application of legislation. Economic inequality is often another challenge to women's access to justice.
- Female legal professionals: equal recruitment, retention and progression (transparent and competency based) should be ensured as well as a safe and non-discriminatory working environment. Women should be encouraged to work in different fields of law and justice, like senior prosecution, senior law enforcement, closed institutions, legal aid provision, etc.
- Gender-awareness of institutions and service providers can be enhanced for instance by training, awareness-raising and gender equality policies (see HELP tools).
- Legal frameworks and the process of developing these frameworks should be gender-sensitive. This requires the removal of discriminatory provisions, the consideration of the different needs and circumstances of women and men, as well as the appropriate enforcement of laws and regulations.
- Introduction of gender quotas and other affirmative measures may, at times, be used as temporary solutions to exacerbated inequality issues.

## DO NOT FORGET

- Fear, shame and mistrust of victims of gender-based violence (including revictimisation by the justice system) may prevent them from accessing justice and seeking redress.
- Corruption and impunity need to be tackled as they negatively affect people's trust in justice and hence the fulfillment of their rights.
- In certain contexts, women may be more confident to approach the law enforcement and judicial services if the service provider is a woman.
- Availability and accessibility of justice services, including legal aid, in terms of cost, location, security, etc. will affect women and men differently in accessing justice.

## EXAMPLES

### AWARENESS RAISING

#### ► Women's underrepresentation in the judicial system

Across the Council of Europe member states, there is a distinct lack of women in the judiciary and the prosecution service concerned, member states' awareness of the existence of a phenomenon of "glass ceiling" within the judiciary and the prosecution service (e.g. insufficient presence of women in leadership or high-level positions) should be raised.

The European Commission for the Efficiency of Justice (CEPEJ) for the 47 Council of Europe member states has done this within the framework of the CEPEJ evaluation of European judicial systems (and is also reflected in the CEPEJ dashboard and in the 2017 analytical report) it can also be pursued bilaterally through co-operation activities. When assessing the overall performance of a given judicial system, it is advisable to refer to data on the gender distribution (namely questions 46, 47, 55 and 56 of the CEPEJ evaluation scheme, see also Possible indicators), analyse the findings and draw conclusions, and call the attention of national

authorities on this issue. The CEPEJ is also in a position to foster an exchange of experience and best practice to help national authorities identify adequate solutions.

## LEGAL ANALYSIS

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In 2016, a review of the gender dimension of the administrative detention of migrants was commissioned, to produce a gender impact assessment of the rules to be included in the codifying instrument, which was then drawn-up by the Steering Committee on Legal Co-operation (CDCJ). The codifying instrument was discussed by the CDCJ at its meeting in November 2017.

## CAPACITY BUILDING

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- Specific training was provided to mediators in the framework of a co-operation project to help them develop a gender-based approach in the framework of divorce and family disputes. This included paying attention to the needs of the party witnessing a situation of disadvantage, as to restore the possibility of an equal participation of such party in the mediation process, and on strengthening the mediators' listening and empowerment skills.
- A gender action plan was developed in the framework of a given project, to make sure that the gender dimension would be streamlined in project's outputs and activities, as well as in project language. This went beyond ensuring the participation of women in project activities but for instance, in encouraging women experts to take the lead in certain project activities.
- A witness support unit within a court has improved operational aspects of functioning following the analysis of the findings of a satisfaction survey addressed to the users.
- Special training modules were included in training on ill-treatment and effective investigation, covering work with vulnerable groups.
- Capacity-building activities are scheduled considering women's needs (e.g. avoiding school breaks or late agendas, depending on the audience and context).
- Specific courses that will benefit women most: the HELP course Violence against Women and Domestic Violence and the course on Combatting Trafficking against Human Beings (with a focus on remedies for the victims). The Child-friendly Justice course also includes gender-balanced content, considering the specific situation of girls.
- A project implemented in a member state to strengthen the capacity of the Bar Association included a valuable dimension related to how to develop the role of women within the legal profession and notably within the management of the bar through its association and committees.

## GOT INTERESTED?

- European Institute for Gender Equality - EIGE (2017), Gender in Justice
- Geneva Centre for the Democratic Control of Armed Forces - DCAF (2008), Justice Reform and Gender
- Commonwealth Secretariat (2001), Gender Mainstreaming in Legal and Constitutional Affairs - A Reference Manual for Governments and Other Stakeholders
- International Institute for Democracy and Electoral Assistance - IDEA (2016), Constitution Assessment for Women's Equality
- Resource package on Gender mainstreaming in EU development cooperation, Thematic brief: Gender and access to justice
- United Nations Development Programme - UNDP (2009), Gender Equality and Justice Programming: Equitable Access to Justice for Women, Primers in Gender and Democratic Governance #2
- Organisation for Economic Co-operation and Development - OECD, Access to Justice



# GENDER EQUALITY AND MEDIA

## GOOD TO KNOW

- The media play an important role both in perpetuating or challenging gender stereotypes and in shaping opinions and attitudes.
- In 2015, women worldwide held only 27% of top management positions in media organisations.
- Only around 1 in 4 people who are heard or read about in the news in Europe are women.
- In news (print, radio and television) only 9 % of stories evoke gender (in)equality issues and just 4% of stories challenge gender stereotypes.
- There is a 12% gender gap in women's internet use worldwide.
- Gender equality and media is a topic of interest and standard-setting for member States, international organisations and media organisations.

The Council of Europe has been very active on the topic of [gender equality and media](#). The [Recommendation CM/Rec\(2013\)1](#) of the Committee of Ministers to member States on gender equality and media is the framework for the work of the Council of Europe on gender equality in media. A Handbook to guide the implementation of this recommendation was published in 2015. [The Istanbul Convention, Article 17](#) provides guidance on the role of media and ICTs in combatting violence against women.

## WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- Committee of Experts on Media Pluralism and Transparency of Media Ownership (MSI-MED) (2017), Study on media coverage of elections with a specific focus on gender equality
- Committee of Ministers (2016), Recommendation CM/Rec(2016)4 on the protection of journalism and safety of journalists and other media actors
- Background study to this paper prepared by Melissa Morbeck (2016), Encouraging the participation of the private sector and the media in the prevention of violence against women: Article 17 of the Istanbul Convention. A collection of papers on the Council of Europe Convention on preventing and combating violence against women and domestic violence.
- Gender Equality Commission (GEC) (2014), Gender Equality and the Media at National Level: Compilation of good practices from member states
- Council of Europe Gender Equality Strategy (2014), Combating gender stereotyping and sexism in the media
- Conference on Media and the Image of Women of the Council of Europe Gender Equality Commission organised in partnership with the Ministry of Education, Culture and Science of the Netherlands in Amsterdam, The Netherlands and Beurs van Berlage, Damrak (4-5 July 2013)
- Report of the 1<sup>st</sup> Conference of the Council of Europe Network of National Focal Points on Gender Equality: Media and the Image of Women (2013)
- Steering Committee for Equality between Women and Men (CDEG) (2013), Women and Journalists First: A challenge to media professionals to realise democracy in practice, quality in journalism and an end to gender stereotyping
- Committee of Ministers (2013), Recommendation CM/Rec(2013)1 on gender equality and media
- Gender Equality Commission (2015), Handbook on the implementation of Recommendation CM/Rec(2013)1 of the Committee of Ministers of the Council of Europe on gender equality and media
- Blion R. and Lapeyronnie L. (2012), Gender Issues: Equality in the media: Guide for Journalists
- Committee of Ministers (2011), Recommendation CM/Rec(2011)7 on a new notion of media
- Parliamentary Assembly (2010), Recommendation 1931(2010) on Combating sexist stereotypes in the media
- Committee of Ministers (1984), Recommendation CM/Rec(84)17 on equality between women and men in the media

## GENDER EQUALITY ASPECTS

- The media have a great impact on shaping behaviours and opinions, but they have a responsibility in terms of promoting human rights, including gender equality. Improving gender equality aspects in the content of media improves the quality of media.
- Gender stereotypes: the media should fight against sexist gender stereotypes and use language and images that do not denigrate women. Non-stereotypical portrayals of women and men can be a key factor in promoting and strengthening awareness of gender equality and in preventing and eradicating gender-based discrimination, sexism and violence against women.
- Media content is invariably male dominated and women are absent and represented only in certain roles, for example 83% of experts in the news in Europe are men. Women and their concerns' should be increased in visibility throughout media content. Women should be presented increasingly as experts of their subjects, not just as eye witnesses or talking about their personal point of view, very often portrayed as mothers, victims, escorts, wives etc.
- The media coverage during election periods influences public perceptions of candidates and therefore impacts on how people vote. Usually women candidates are given less visibility and presented in a different way. Women politicians tend to be portrayed in accordance with a number of stereotypes that have nothing to do with the office they are running for. They are frequently asked about and analysed from a politically irrelevant point of view (e.g. the way they are dressed, whether they are mothers).
- Gender equality exists within the media professions: gender imbalance and lack of parity is apparent particularly in relation to media ownership, on the boards of media organisations, in senior decision-making positions and occupying more unsecure jobs with lower wages. Equal opportunities and treatment of women and men media professionals should be ensured, including women's equal access to decision-making and senior posts.
- Women journalists can encounter specific safety issues both in the media outlets as well as when working in the field, including (sexual) harassment and receive high levels of online abuse also.
- Member states have implemented different legislation and policies in relation to media content, ranging from legislation to encouraging self-regulation of the media.

### DO NOT FORGET

- Member states should adopt an appropriate legal framework to ensure that there is respect for the principle of human dignity and the prohibition of all discrimination on grounds of sex, as well as of incitement to hatred and to any form of gender-based violence within the media (Council of Europe [Recommendation CM/Rec\(2013\)1](#)).
- The media should also have self-regulatory mechanisms and codes of conduct to condemn and combat sexist imagery, language and practices.
- It is crucial to train media professionals on the gendered nature of information and on gender-sensitive media reporting.
- To enhance media literacy of the public on the gender issues. There should be a complaint procedure regarding content contrary to gender equality and the public should be aware of it and how to use it.

## GOT INTERESTED?



- United Nations Educational, Scientific and Cultural Organization – UNESCO (2012), [Gender-Sensitive Indicators for Media: Framework of indicators to gauge gender sensitivity in media operations and content](#)
- United Nations Educational, Scientific and Cultural Organization – UNESCO (2009), [Getting the balance right: Gender equality in journalism](#)
- European Institute for Gender Equality (EIGE) has published different reports on women and the media in EU countries: [Beijing Platform for Action, EIGE reports and publications](#)
- Global Media Monitoring Project conducted five series of research since 1995 on women's presence, gender bias and stereotyping in news media content. The fourth research was conducted in 2015 in 144 countries around the world and resulted in a global and four regional reports [Global Media Monitoring Project 2015 Regional Report - Europe](#) (co-ordinated by the World Association for Christian Communication).
- [Women and media](#) is one of the 12 strategic objectives of the United Nations Beijing Platform for Action adopted in 1995.

### Sources for this factsheet:

- [Council of Europe – Gender Equality website: Women in Media](#)
- [United Nations Women – Infographic: Women and the Media](#)

# GENDER EQUALITY AND POLITICAL PARTICIPATION

## GOOD TO KNOW

- A balanced political participation of women and men means a minimum representation of 40% of women and men in political and public life.
- Electoral systems have a strong impact on gender equality outcomes. Research and experience has shown that proportional list systems lead to more women being elected. This needs to be taken into account when reflecting about revisions of electoral laws.
- Political parties are gate keepers facilitating the entry and success of individuals in politics. Many aspects of the functioning of political parties' impact gender equality within the party, including the existence of quotas (for elections and for internal structures), the provision of trainings, particularly for women members and the existence of women's groups or the allocation of funding to candidates.
- An adequate legal framework is crucial to ensure the equal or balanced participation of women and men in public and political life. Efficient legal quotas or parity systems have proven to be effective measures for the promotion of gender balance. 17 Council of Europe member states have introduced such measures.
- There is no shortage of skilled and experienced women who could assume political functions; they must be made more visible and encouraged to stand. Addressing the male-dominated culture of politics and the functioning of the political fora would allow more women to enter and remain in politics.
- It is not enough to have prepared women candidates. We need prepared voters, who give them their votes. The media have a central role in enhancing or hindering women's political participation by perpetuating or challenging gender stereotypes.
- The reality is that in 2016 the percentages of women in Lower/Single houses were 25.6% and for Upper houses 23.9% elected and 35.8% appointed. In Regional parliaments the percentage of women was 25.6%.

## WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- Committee of Ministers (2003), Recommendation Rec(2003)3 on balanced participation of women and men in political and public decision making. Encourages a minimum representation of 40% women and men in public and political spaces.
- The Analytical report on the Third round of monitoring on the implementation of the Recommendation Rec(2003)3 provides 2016 data on the participation of women and men in legislative, executive, judicial and diplomatic areas as well as regarding Council of Europe institutions
- Parliamentary Assembly (2012), Resolution 1898 (2012) on political parties and women's political representation.
- European Commission for Democracy through Law – Venice Commission (2006), Declaration on women's participation in elections (CDL-AD(2006)020)
- European Commission for Democracy through Law – Venice Commission (2009), Report on the impact of electoral systems on women's representation in politics (CDL-AD(2009)029)
- European Commission for Democracy through Law – Venice Commission (2010), Guidelines on political party regulation by OSCE/ODIHR and Venice Commission
- Programmatic Cooperation Framework for Armenia, Azerbaijan, Georgia, Republic of Moldova, Ukraine and Belarus – PCF/ Partnership for Good Governance - PGG (2017), Regional study on women's political representation in the eastern partnership countries, provides comparative data and general/country specific recommendations for governments and political parties.

## GENDER EQUALITY ASPECTS

### ► Governments

Governments should ensure that political party laws and other relevant legislation do not disadvantage women.

**Recommendation:** The government should analyse gender neutral legislation to assess its differential impact on women and men and take measures to mitigate any adverse impact. Government should also encourage regional and local authorities to take appropriate measures to support women candidates and to raise awareness on the importance on women's representation in the political field.

### Questions for consideration

- Is gender-disaggregated data available at national, regional and local level on women firstly, standing to be selected, who then become candidates and women who are successful and elected to office?
- Has relevant legislation been assessed to measure the impact on women and men in the field of elections and political participation?
- Have measures been introduced (quota, affirmative actions) to increase gender equality in this field?
- Has the government considered measures requiring political parties to include women high on their candidate lists?

- Has the government encouraged regional and local government to provide training and support to women candidates?
- Has the government developed awareness-raising campaigns for elected officials on gender issues and has it stressed the importance of female political representation?

### ► Gender stereotypes

Gender stereotypes can hinder women's political representation and reduce women's likelihood of putting themselves forward as candidates, and of being selected within the party. They also affect voters' decisions to elect women for a certain political function and play a role when decisions are made regarding the role of women and men politicians in assemblies.

**Recommendation:** Gender stereotypes should be challenged at all levels and in all sectors of society.

#### Questions for consideration

- Are women politicians made equally visible by media?
- How are women and men portrayed in the media? Do the media focus on appearance, private life or on expertise for women and men?
- Are women and men equally presented in public debates?
- Which portfolios are directed to women and men?
- How are women represented in educational material and subjects in schools?

### ► Political parties

Political parties are male dominated, with 85.8% men in leading positions. Women are often put forward for seats with minimal or no chance of winning in elections. Discriminatory or violent behavior against women by male colleagues is still common in parties.

**Recommendation:** Political parties should be willing to reflect and act upon existing discrimination and gender bias in their procedures on recruitment, selection and support of candidates and regarding their internal functioning.

#### Questions for consideration

- Do political parties have rules and measures for the promotion of gender equality? (e.g. quota for internal decision-making bodies or for elections, measures linking funding of political parties and gender equality, training for leaders or for women candidates).
- Are rules in place to ensure equality between women and men, when selecting candidates for elections?
- Is gender-disaggregated data on the sociology of political parties (membership, leadership, staff) available?
- Are there party rules and sanctions against discriminatory treatment, (sexual) harassment or attitudes towards women inside the party?
- Does a party implement supportive measures to encourage women party members?
- Do women assume leading functions in political parties?
- Is funding for campaigns equally distributed to women and men candidates?

- Do programmes of political parties include gender equality issues?

### ► Role of media

The way the media treat and interview different candidates in elections can perpetrate existing stereotypes and as a consequence affect voting decisions.

**Recommendation:** Media should give an equal visibility to women and men candidates and provide a non-stereotyped portrayal of women and men.

#### Questions for consideration

- Is there quantitative and qualitative data and research on the portrayal of women & women politicians in the media?
- Are women presented in media as experts?
- Are women invited to comment on other issues than health and education issues, such as finance, foreign policy, etc.?

### ► Career development in politics

The higher the level at politics, the fewer women. The reasons may be different: some women lack confidence to apply for senior positions, some lack the necessary preparation and training, others are excluded from senior positions because of non-transparent recruitment and promotion and systematic gender favoritism.

**Recommendation:** The processes to choose people to higher positions in party structures and political institutions should be developed to be more transparent and competency-based. Provide support and training to women elected to office to enable them to function more effectively in their new roles, and for their career development.

#### Questions for consideration

- Are gender-sensitive, competency-based rules in place concerning promotions?
- Have selection committees been made aware of possible gender bias in their procedures and ways of working?
- Are there rules concerning gender balanced representation in internal decision-making positions of assemblies or political fora?
- Is there appropriate training/assistance to women candidate or to women elected to office?

### ► Violence, harassment and sexism in political institutions

Studies and evidence are showing that political institutions are not exempt from violence against women. Sexism, harassment and violence against women parliamentarians are very real and widespread including disproportional high levels of online abuse. A study showed that psychological violence affected 81.8% of women parliamentarians while 22% were confronted with sexual violence.

**Recommendation:** tackle and take action to gender-based violence in the political arena and end impunity.

## Questions for consideration

- Is data and/or evidence available on sexism and gender-based violence in the political arena?
- Are procedures for complaints and sanctions in place in the different institutions?
- Do complaints lead to sanctions?

## DO NOT FORGET

- Strong Gender Quota legislation and voluntary quotas by political parties have a positive effect on gender equality outcomes.
- Women must be in an eligible position if closed lists are applied – if possible through a “zip” system. With open lists, the position on the list seems much less important, but it may also influence the result, so having women in upper positions on the list would be useful. In one-member constituencies, parties should propose women candidates in constituencies where the party has a chance to obtain a seat.
- Women candidates often have less time and access to financial and other resources for campaigning. Women may also need training, mentoring and support to enhance their skills on campaigning and doing politics.
- Decision-makers are sometimes not aware of gender equality issues and possible solutions. Working conditions of political institutions can negatively affect women’s political participation.
- Women’s wings inside a party or women’s caucus in the Parliament can be a useful tool for enhancing women politicians’ positions in the organization as well as the visibility of gender issues.
- Some groups of women are particularly under-represented in politics. Depending on countries, it can be young women, Roma women, migrant women or women with disabilities.
- Non-governmental organisations, in particular women’s organisations can play a positive role to promote gender balance in decision-making , build capacity of relevant stakeholder and raise awareness on this topic in society

**Gender equality considerations need to be tailored to the different types of interventions carried out through co-operation projects in the fields of elections and political participation:**

## AWARENESS RAISING

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- Projects could include gender-sensitive solutions with political parties to improve gender balance.
  - Projects could encourage party leaders to take measures to strengthen equal participation in elections.
  - Projects could promote political awareness on groups of women who are particularly under-represented in politics (e.g. young women, Roma women, migrant women or women with disabilities).
  - Projects could promote cross-party networks of women, develop and disseminate gender-sensitive messages for voters and civic education.
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## LEGAL ANALYSIS

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- Projects should highlight relevant norms and findings in this area and could work with governments to take note of existing good practices on quota legislation.
- Projects could help national authorities promote gender sensitive legal framework, and institutional and practical arrangements to increase women's political participation.

## CAPACITY BUILDING

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- Projects could promote capacity building for women to enhance their skills on campaigning and doing politics.
- Projects could look at training of decision-makers, including party leaders. It could also help male leaders to support women's political development.
- Projects could support women politicians' network, peer exchange and promote solidarity.
- Projects could promote capacity building for specific groups of women, particularly underrepresented.
- Projects could support co-operation with relevant (women's) organisations, help advocate with international donors to support projects aimed at advancing women's political participation.

## DEFINITIONS

- **Electoral systems:** Electoral systems can be interpreted either narrowly or widely. In a wide sense the term "electoral system" refers to the entire electoral process, including provisions concerning electoral rights and the election administration. In a narrow sense, the electoral system regulates the means by which voters express their political preferences and how votes are translated into political mandates/seats.
- **Political party:** A free association of individuals, one of the aims of which is to express the political will of the people, by seeking to participate in and influence the governing of a country through the presentation of candidates in elections. This definition includes associations at all levels of governance whose purpose includes presenting candidates for elections or exercising political authority through election to governmental institutions.
- **Positive actions/quotas/parity systems:** Such systems are part of the legal framework of many member states and are encouraged by different international standards ([CM Recommendation Rec\(2003\)3](#), [United Nations Convention on the Elimination of all forms of Discrimination against women: Article 4](#)).
- **Functioning of elected assemblies:** The functioning of elected assemblies, including issues of holding several mandates, work hours, codes of conducts or status of elected members all impact on who is able to enter and remain in politics, including new comers who are not professional politicians.
- **Gender stereotypes:** Preconceived ideas whereby males and females are arbitrarily assigned characteristics and roles determined and limited by their sex.

## GOT INTERESTED?

- Organization for Security and Co-operation in Europe – OSCE, Office for Democratic Institutions and Human Rights – ODIHR (2014), [Handbook on promoting women's participation in political parties](#)
- United Nations Development Programme – UNDP (2016), [Guidance Note: Strategies and good practices in promoting gender equality outcomes in parliaments](#)
- [Council of Europe website, Electoral assistance: Women voters and candidates](#)

# GENDER EQUALITY AND TRAFFICKING IN HUMAN BEINGS

## GOOD TO KNOW

### Trafficking in human beings includes three components:

- an action: the recruitment, transportation, transfer, harbouring or receipt of persons,
- the use of certain means: threat or use of force or other forms of coercion, abduction, fraud, deception, the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person,
- and the purpose of exploitation: at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.

### In the case of children, it is immaterial whether the means referred above have been used.

- Trafficking in human beings affects women, men and children. However, trafficking in human beings is a gendered phenomenon as the vast majority of human trafficking victims are women and girls, both in Europe and globally. Thus women and girls represented 80% of the registered victims of trafficking in the European Union according to the Eurostat's 2015 report and 71% globally according to UNODC's 2016 Global Report on Trafficking in Persons.
- Women and girls are trafficked across borders as well as within countries for different purposes: sexual exploitation, but also forced labour, domestic servitude, forced marriage, forced begging or forced criminality. Traffickers primarily target women, because they are disproportionately affected by poverty and discrimination, factors that impede their access to employment, educational opportunities and other resources. This is why human trafficking needs to be considered, assessed and programmed for in the wider context of gender inequalities.
- In some European countries, men and boys are the majority of identified victims of trafficking, primarily for the purpose of labour exploitation, but also for the purpose of forced criminality, forced begging, sexual exploitation or removal of organs.

## WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- Convention on Action against Trafficking in Human Beings (CETS No. 197)

The Council of Europe Convention on Action against Trafficking in Human Beings, in force since February 2008, aims at preventing human trafficking, protecting the rights of victims, prosecuting traffickers and promoting international co-operation and partnerships in the fight against human trafficking. The Convention has a comprehensive scope of application, encompassing all forms of trafficking (whether national or transnational, linked or not linked to organised crime) and all persons who are victims of trafficking (women, men and children). The forms of exploitation covered by the Convention are, at a minimum, sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude and the removal of organs. The Convention includes a non-discrimination provision in Article 3 and the obligation for parties to promote gender equality and use gender mainstreaming in the development, implementation and assessment of measures to implement the Convention (Articles 5 and 17). The Convention sets up a monitoring system to supervise the implementation of the obligations contained in it, which consists of two pillars: the Group of Experts on Action against Trafficking in Human Beings (GRETA) and the Committee of the Parties.

- Committee of Ministers (2004), Action against trafficking in human beings for the purpose of sexual exploitation. Recommendation No. R(2000)11 of the Committee of Ministers and Explanatory Memorandum.
- Parliamentary Assembly (2002), Recommendation 1545(2000) on campaign against trafficking in women.
- Parliamentary Assembly (2004), Recommendation 1663(2004) on domestic slavery: servitude, au pairs and mail-order brides.
- Parliamentary Assembly (2013), Recommendation 2011(2013) on trafficking of migrant workers for forced labour.
- Parliamentary Assembly (2014), Resolution 1983(2014) on prostitution, trafficking and modern slavery in Europe.

## GENDER EQUALITY ASPECTS

The Convention on Action against Trafficking in Human Beings gives useful guidance on the gender equality aspects of human trafficking. The Convention aims “*to prevent and combat trafficking in human beings, while guaranteeing gender equality*” and “*to protect the human rights of the victims of trafficking, design a comprehensive framework for the protection and assistance of victims and witnesses, while guaranteeing gender equality, as well as to ensure effective investigation and prosecution*” (Article 1§1.a and Article 1§1.b).

Gender mainstreaming is also required by different articles in the Convention (Article 5§3 and Article 17).

In addition, the Convention stresses the importance of gender equality measures to discourage the demand “*that fosters all forms of exploitation of persons, especially women and children*”. It requires member states to adopt “*preventive measures, including educational programmes for boys and girls during their schooling, which stress the unacceptable nature of discrimination based on sex, and its disastrous consequences, the importance of gender equality and the dignity and integrity of every human being*” (Article 6§d).

## GRETA's findings and recommendations

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- Further efforts should be made to promote gender equality, combat gender-based violence and stereotypes, and support specific policies for the empowerment of women as a means of combating the root causes of trafficking in human beings.
- Steps should be taken to ensure that national and regional action to combat trafficking in human beings is comprehensive, by addressing all victims of trafficking for all forms of exploitation in the anti-trafficking legal and policy framework, while taking into account the gender equality dimension of trafficking, including through a comprehensive national action plan against human trafficking.
- Due to the gendered nature of trafficking, in many countries, anti-trafficking policy and practice has focused on women. Assistance and protection measures, including safe accommodation, should also be provided to male victims of trafficking.
- The demand side of human trafficking is often neglected by prevention programmes. GRETA's evaluation reports have found that there is still a scarcity of measures to discourage demand and in many countries officials refer to difficulties to conceive such measures.
- The absence of effective regulation of certain labour market segments (e.g. domestic work) is one of the factors that help to create an environment in which it is possible and profitable to use slave labour.
- European countries have different legislation and policies regarding the purchase of sexual services. Several countries have criminalised the purchase of sexual services. It is important to keep under review the impact of such legislation on the identification of victims of trafficking, the provision of protection and assistance to them, and the effective prosecution of traffickers. The impact of different types of legislation and policies on the reduction of demand for the services of trafficked persons, and more broadly on the phenomenon of human trafficking for the purposes of sexual exploitation, should be continuously assessed.
- It is also important to have careful consideration and co-ordination of all policies and programmes to discourage the demand of services provided by victims of trafficking.

### DO NOT FORGET

There are some cases of transgender persons trafficked for the purpose of sexual exploitation, but this aspect is not sufficiently taken into account in assistance projects.

## CHECKLIST FOR YOUR PROJECT

- Is there an assessment of the extent of – and gendered nature of – human trafficking in the contexts you are working on?
- Is there research and evidence on the prevalent forms of human trafficking in the country and the victims affected? Are qualitative and quantitative data collected, disaggregated by sex, age and form of exploitation?
- Does your project take into account available data on the most wide-spread forms of trafficking in the country or countries so as to protect victims accordingly?
- What specific measures are taken to address the gender equality dimension of human trafficking and incorporate gender equality into the policies to prevent and combat trafficking in human beings and to protect and promote the rights of victims, including through the empowerment of women and girls?
- Is assistance (including access to safe accommodation, health care, psycho-social and other services provided to women and men, girls and boys victims of trafficking?
- Are there separate accommodation facilities for women where they can feel safe?
- Do awareness-raising campaigns take into account the fact that human trafficking affects women and men?
- Do measures to discourage demand for human trafficking take into account a gender equality dimension?
- Do awareness-raising campaigns against human trafficking stress the unacceptable nature of discrimination based on sex and the importance of gender equality?
- Do educational programmes for children and young people address human trafficking through the prism of gender equality?
- Does training for law enforcement and the judiciary acknowledge the gendered nature of trafficking and the particular difficulties for women to have access to justice and effective remedies?

# GENDER EQUALITY AND VIOLENCE AGAINST WOMEN

## GOOD TO KNOW

- Violence against women takes many forms such as physical, psychological and sexual violence, domestic violence, rape, sexual harassment and sexual assault, stalking, physical and psychological violence, female genital mutilation, forced child marriage, forced sterilization, crimes in the name of honour and forced abortion. Women overwhelmingly experience these forms of violence disproportionately.
- There is a continuum of violence where women are likely to experience multiple forms of violence throughout their lives.
- The historical unequal relationship between women and men has led to the domination of men over women. This extreme power imbalance is one of the major root causes of violence against women. The driving motivation behind these forms of violence is power and control over a woman – her body, her mind, her economic situation, her sexuality or her reproductive choices and decision-making power.
- Violence against women is a social mechanism to keep women in a subordinate position to men.
- Domestic Violence (also known as Intimate Partner Violence) has a huge cost on public finances.

## DEFINITIONS

- “Violence against women” is a violation of human rights and a form of discrimination against women. It includes all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life ([Article 3\(a\) of the Istanbul Convention](#)).
- “Gender-based violence against women” means violence that is directed against a woman because she is a woman or that affects women disproportionately” ([Article 3\(d\) of the Istanbul Convention](#)).

## WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- The Council of Europe developed the Convention on preventing and combating violence against women and domestic violence, known as Istanbul Convention, which sets out legally binding standards to prevent violence against women, protect and support its victims, and prosecute all perpetrators by way of comprehensive and co-ordinated policies. The Convention entered into force in August 2014. The European Union also signed the Istanbul Convention and is preparing its ratification. Ratification is essential for countries to implement its commitments to combat violence against women and domestic violence.
- Its implementation is monitored by the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) and the Committee of the Parties.
- Human Rights Education for Legal Professionals – HELP online course on Violence against Women
- Committee of Ministers (2002), Recommendation Rec(2002)5 on the protection of women against violence
- Gender Equality Commission – GEC (2014), Analytical study of the results of the 4<sup>th</sup> round of monitoring the implementation of Recommendation Rec(2002)5 on the protection of women against violence in Council of Europe member states
- Committee of Ministers (2017), Declaration of the Committee of Ministers on the need to intensify the efforts to prevent and combat female genital mutilation and forced marriage in Europe
- Council of Europe Pompidou Group – Co-operation Group to Combat Drug Abuse and Illicit Trafficking in Drugs (2015), Study “Improving the management of violence experienced by women who use psychoactive substances”
- Council of Europe’s Equality Division (2012-2014), Overview of Studies on the costs of violence against women and domestic violence
- The Council of Europe Convention on Action against Trafficking in Human Beings

## GENDER EQUALITY ASPECTS

Women are the majority of victims and survivors of violence against women. Some forms of violence are also experienced by men and boys, for example forced marriage, domestic violence, stalking and sexual violence, including rape. In such cases, the gender, gender stereotypes and gender power play a crucial role. Most perpetrators of such violence against men are other men. Domestic violence perpetrated by a woman against her male partner is significantly less frequent (in statistical terms) and is rarely life-threatening. The Istanbul Convention acknowledges the fact that men and boys may also be affected by domestic violence but clearly recognises that women experience such violence disproportionately.

## DO NOT FORGET

- Most female victims of homicide are killed by former or current partners/spouses or members of the family. Most male victims of homicide are killed by men.
- When news reports refer to a “family tragedy” they usually mean that an abusive husband has killed his wife (and children) – and in many cases she will have tried to get help from the authorities.
- Attitudes regarding acceptable behaviour, roles, dress style and life choices for women are deeply engrained in all societies. These are called “social norms”. They heavily influence the responses of professionals such as law enforcement, social workers, child protection and the judiciary to victims of gender-based violence, making it harder for women to receive the help and support they need to be safe. This widespread inaction or inappropriate action by state officials makes violence against women a human rights violation and a discrimination issue.
- The levels of reporting of gender-based violence are very low due to the lack of adequate response from, and trust, in the legal and judicial systems, and ways in which society views and treats victims and survivors, which results in high levels of impunity of perpetrators.

## EXAMPLES

### AWARENESS RAISING

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#### ► Campaign against sexual violence among young people

The Council of Europe partnered with the Ministry of Labour, Social Affairs and Family of a member state with the aim of enhancing the capacity of national authorities and professionals in addressing violence against women and domestic violence and raise awareness among the general public. This is in line with Article 13 of the Istanbul Convention, which requires signatories to conduct regular awareness-raising campaigns or programmes and ensure the wide dissemination among the general public of information on services available to victims. Heightened awareness is a first step in changing attitudes and behaviours that condone and perpetrate the various forms of violence.

The Ministry of Labour, Social Affairs and Family with the support of the Council of Europe expertise focused the campaign on the prevention of sexual violence among young people. Sexual violence is considered to be pervasive but hidden, especially among young women in the country. There is very limited public conversation on sexuality, sexual consent, prevention of sexual violence in universities, etc. The campaign was aimed at increasing awareness in the public to prevent sexual violence.

The Council of Europe provided advice on campaign objectives and expected results, campaign strategy and main message(s), topics/themes, target audience, choice of language and images, communication channels and the framework for monitoring and evaluating campaign effectiveness. Guidance was grounded on a human rights and gender-based understanding of violence, the principle of non-discrimination and equality between women and men, and it built on existing knowledge and best practices in the field of campaigning.

### ► The gender dimension in this project

The initial slogan conceived for the campaign targeting perpetrators was: “*you broke something fragile*”. This type of messaging reinforces the stereotypes of women as weak and not in charge of their own bodies and sexuality. The Government and the Council of Europe therefore changed the slogan to “*because I say no*”.

The choice of a communication company to run the visuals of the campaign provides another example. The lack of gender awareness among the professionals working in the campaign was an important obstacle to the campaign development process. The Council of Europe guidance on messaging was particularly needed. It was suggested that future public procurement notices for this type of work conclude a criterion on gender issues that need to be complied with by the winning company.

## LEGAL ANALYSIS

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### ► Gap analysis of the criminal law of a member state in light of the standards of the Istanbul Convention

The Council of Europe co-operated with the Government to support their efforts to draft a law on preventing and combating domestic violence. A Council of Europe expert supported the work of the national working group drafting the legislation and provided guidance on the requirements of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention). The Council of Europe shared good practices from other member states. Complementary to this support, the Council of Europe experts provided a gap analysis of the criminal legislation of the criminal state which, at the time, did not criminalise domestic violence.

### ► The gender dimension in this project

The gap analysis focused exclusively on the Criminal Code and on the substantive definitions of crimes therein. However, in carrying out this exercise the practices of judges and prosecutors brought to light some procedural standards that affect the way domestic violence was combatted, such as alternative dispute resolution mechanisms (ADR) within the criminal justice system affected prosecutions of crime. Judges and prosecutors acknowledged to actively intervene in cases of intimate partnership violence to make the victim reconcile with the perpetrator. The justification for these decisions was based on their perception of family values and women’s traditional role in family and society. As a result, judges and prosecutors considered a neutral and gender-blind mechanism, such as ADR appropriate for what they considered “private matters” and not crimes.

## CAPACITY BUILDING

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### ► Police training of trainers in a member state

The Council of Europe partnered with the Ministry of Justice and the Ministry of Interior to enhance the capacity of police officers to provide assistance and protection to victims of domestic violence and other forms of violence against women. The Council of Europe trained 50 police trainers through “Train the Trainer” sessions, including the police regional co-ordinators on domestic violence, to build a pool of trainers capable of delivering training to effectively handle cases of domestic violence and other forms of violence against women.

## ► The gender dimension in this project

In the delivery of the training there was a tendency among police officers to “shield” themselves in the criminal code, stating that in Bulgaria there is no specific crime of domestic violence and therefore their role was suggested as limited. Even when this is true, preventive action can be undertaken by the police within their overall responsibility to protect victims and survivors or potential victims. The underlying nature of this inaction is the conception of domestic violence as insignificant for police work, not amounting for a crime and usually referred to as only a “family quarrel”.



## GOT INTERESTED?

### Council of Europe

- Council of Europe and German Institute for Human Rights (2016), Implementing Article 10 of the Council of Europe Convention on preventing and combating violence against women and domestic violence – establishing national co-ordinating bodies – Analytical report of common challenges and lessons learned from bodies set up under different international human rights treaties
- Ensuring data collection and research on violence against women and domestic violence (2016): Article 11 of the Istanbul Convention
- Preventing violence against women (2014): Article 12 of the Istanbul Convention
- Raising awareness of violence against women (2014) : Article 13 of the Istanbul Convention
- Domestic and sexual violence perpetrator programmes (2015): Article 16 of the Istanbul Convention
- Emergency barring orders in situations of domestic violence (2017): Article 52 of the Istanbul Convention
- Council of Europe Factsheets on the Istanbul Convention and its monitoring mechanism
- Council of Europe Publications on the Istanbul Convention
- Case of Opuz v. Turkey, European Court of Human Rights
- Council of Europe and Amnesty International (2014), The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence. A tool to end female genital mutilation.
- The Istanbul Convention and the CEDAW framework: A comparison of measures to prevent and combat violence against women
- European Court of Human Rights Factsheet on Domestic violence
- European Court of Human Rights Factsheet on Violence against women
- Safe From Fear Safe From Violence (2013), The CSW 57 Agreed conclusions on the elimination and prevention of all forms of violence against women and girls uphold the holistic response of the Istanbul Convention and its progressive understanding of violence against women and States responsibilities

### Other

- United Nations Committee on the Elimination of Discrimination against Women – CEDAW (2017), General recommendation No.35 on gender-based violence against women, updating general recommendation No.19
- WAVE- Women against Violence Europe (2015), WAVE Report 2015. On the role of specialist women’s support services in Europe
- European Women’s Lobby (2013) “Action Kit”: Act against rape! Use the Istanbul Convention!



# GENDER EQUALITY AND YOUTH

## THE COUNCIL OF EUROPE YOUTH SECTOR

The Youth Department of the Council of Europe, and in particular the European Youth Centres, have long worked on integrating a gender equality dimension in their policy, educational approaches and practices. Thanks to a co-management system, youth organisations have introduced themes ranging from fighting discrimination against LGBT people to measures for combatting sexism and violence against women, domestic violence and gender-based violence, the recognition of gender identities and challenging heteronormativity. The Youth Department has also ensured a practical approach to integrate considerations of gender equality (e.g. gender balance in educational teams and participants). The Youth Department also supports the inclusion of a gender equality perspective in its policy work. The Agenda 2020 indicates that the aim of the Council of Europe's youth policy is *"to provide young people – girls and boys, young women and young men – with equal opportunities and experience which enable them to develop the knowledge, skills and competencies to play a full part in all aspects of society"*.

## WHAT DOES THE COUNCIL OF EUROPE AND THE EUROPEAN YOUTH FOUNDATION AND JOINT COUNCIL DO ABOUT GENDER EQUALITY?

The European Youth Foundation (EYF) has a dedicated webpage on gender with resources developed by the Council of Europe and youth NGOs, as well as links to relevant tools and actors. The EYF is actively promoting the integration of a gender perspective in the youth projects it supports, and has a toolbox on gender equality. This hands-on guide proposes methods to use in a youth activity to ensure that stereotypes and heteronormativity are not

perpetuated. The EYF also supports youth projects that explicitly address gender as a topic and raise awareness on or explore gender-related issues. All youth NGOs submitting a grant application to the EYF are asked to explain how they will include a gender perspective in their project.

The Joint Council on Youth adopted in 2017 a set of Guidelines on integrating and mainstreaming gender equality into the intercultural youth activities of the Council of Europe and its partners; developed in consultation with youth organisations and input of youth leaders, youth workers and experts. The guidelines support organisers and educational teams of intercultural youth activities in ensuring gender equality in all phases of an activity/project.

► **The guidelines cover the following aspects:**

- a human rights-based approach,
- gender-balanced participation in youth activities and measures to ensure the participation of young parents,
- gender inclusive language and representation in materials related to educational activities,
- gender-sensitive educational approaches,
- creating safe environments and practical concerns: accommodation, working facilities, access to toilets, etc.

The Youth Department of the Council of Europe understands working with young people on issues relating to gender and gender equality, as the equality of all genders, as a central part of human rights education, defined as educational programmes and activities that focus on promoting equality in human dignity.

## EXAMPLES

The No Hate Speech Movement was set up in 2012 to mobilise young people in awareness-raising and reacting on issues related to hate speech and human rights violations online. Based on the fact, that women and girls are confronted with sexist hate speech on a daily basis both online and offline, the campaign had a specific action day against sexist hate speech both in 2016 and 2017. A seminar on Combating Sexist Hate Speech took place in February 2016, in order to deepen the understanding of sexist hate speech and to identify appropriate responses. The manual Bookmarks – combating hate speech online through human rights education include a thematic focus on combating hate speech against women in video games.

The European Youth Centres host annually various study sessions on gender equality including the issues related to LGBTQI persons and young women, gender equality is addressed within study sessions that are not explicitly on gender issues. The themes of more recent study sessions include a variety of gender related issues, such as: working against gender based violence, social exclusion of LGBTQ young people and homelessness, supporting young disabled people to explore sexuality and relationships, empowerment of young Roma women, using technology for young women's empowerment, exploring gender equality in environmental projects.

As a rule, all activities at the European Youth Centres must secure gender balance among participants, *“except in the cases of single-sex partner youth organisations and of activities that are specifically planned for single-sex groups and this is specifically explained and requested in the application form”* [Criteria for study sessions].

The Youth Department develops manuals for multipliers working on human rights education with young people, in which the theme of gender equality is included, for example Compass, Compasito, Gender Matters, Bookmarks and Mosaic (T-Kit on Euro-Mediterranean youth work).

## GENDER EQUALITY ASPECTS

A gender equality perspective is an inseparable aspect of youth projects, whether the people involved are aware of it or not. Therefore, it is the first step to identify the ways in which gender is already embedded both in the content of youth activities and policies, and the relationships between the people involved in the activities and the processes of policy-making. There are varying levels in which the youth organisations apply gender mainstreaming measures such as having separate working groups or programs and peer consultations on gender equality. Especially the issues around sexuality and understandings of gender beyond the gender binary roles (women/men) are new issues for many organisations that do not directly work on gender. Overall, efforts to mainstream gender have increased in recent years in many organisations.

### Questions for consideration

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#### ► To be considered when developing a project for young people and beyond:

- How are the positions in youth organisations, movements and youth councils divided among genders? Who has the leadership positions?
- Who talks more during the meetings/seminar/residential training? Why do they talk more? Who interrupts more? Who are more silent in the activities?
- Do the ways of communication and expression (language) allow one gender to speak up more than others? Or discourage some genders from taking the floor?
- How inclusive are the youth organisations' activities in practice? Are we able to make the learning spaces safe or inclusive for all genders?
- Do the speakers, trainers and youth workers enforce people to fit into one of the binary categories of women or men? Is the content and are the activities reviewed to ensure that they do not reproduce any traditional gender roles, binary categories or normative assumptions? Are the trainers, speakers and consultants able to develop gender-inclusive solutions?
- What happens when there is sexual harassment or an assault case among volunteers/members/participants in a youth organisation or youth activity? Is there a set of rules which is clearly explaining what to do in such case?
- In what ways are the volunteers, participants and consultants informed about their rights in cases of sexual harassment? Are there mechanisms to protect their rights?

#### ► Youth organisations often raise the following aspects in relation to gender equality in youth policy and youth work:

- combating discrimination, awareness-raising or combating any form of direct or indirect discrimination of youth groups on the basis of gender, including intersectionality,

- challenging invisible inequalities or actively promoting equality of opportunities; this refers to giving visibility to groups, issues or forms of understanding gender that justify discrimination (e.g. heteronormativity).

Both aspects are obviously interrelated and are mutually supportive. Young people are particularly vulnerable to gender-based discrimination; they are less likely to be consulted or taken seriously and the impact of discrimination can mark them for the rest of their lives.

► **Experience shows that invisibility and prejudice remain among the strongest issues supporting gender-based discrimination in youth projects including, for example:**

- restrictive laws or de facto administrative practices that discriminate youth organisations advocating for gender equality, for example because of their size (fewer members, poorly “representative”, not campaigning for public interest) or their legal status (not recognized, not able to access public funding, not invited and not informed),
- self-censorship or “good obedience” resulting in not inviting or supporting those youth organisations because “it could cause problems”,
- stigmatisation of support received from abroad,
- pressure from social media use to conform to negative gender stereotypical images and identities which include hyper masculinity and hyper sexualised images and behaviours,
- ignorance of the issues or of the organisations, hence perpetuating ostracisation and invisibility.

A relatively recent issue is the fact that women youth leaders are over-represented in (human rights) education activities which may denote a form of professional assignment (or stigmatisation) based on gender.

## DEFINITIONS

Commonly used definitions in the youth sector

The definitions were taken from the [Compass: Manual for Human Rights Education with Young people website](#).

- **Gender** refers to the socially constructed set of expectations, behaviours and activities of women and men which are attributed to them on the basis of their sex. Social expectations regarding any given set of gender roles depend on a particular socio-economic, political and cultural context and are affected by other factors including race, ethnicity, class, sexual orientation and age. Gender roles are learned and vary widely within and between different human societies, and change over time.
- **Gender identity** refers to the gender to which persons feel they belong, which may or may not be the same as the sex they were assigned at birth. It refers to each person's deeply felt internal and individual experience of gender and includes the personal sense of body and other expressions, such as dress, speech and mannerisms.
- **Human Rights Education** – learning about, through and for human rights –essential in preventing human rights violations and in making democracy a sustainable way of life. Human rights education is in itself a right, enshrined in Article 26 of the Universal Declaration of Human Rights. ([Charter on Education for Democratic Citizenship and Human Rights Education](#)). People often have their human rights violated on the basis of their gender identity or sexual orientation. Human Rights Education is fundamental to promote gender equality with young people, because it does on the principle of equality in dignity and universality.
- **Sex** refers to the biological and physiological characteristics that differentiate women and men. We are defined as female or male at birth, which becomes a social and legal fact from that point on. Some people are born with atypical combinations of physical features (body characteristics) that usually distinguish girls from boys at the time of birth. These persons may be referred to as "intersex".
- **Sexual orientation** describes a pattern of emotional and sexual attraction to females, males, both or neither.
- **Transgender** is an umbrella term which is often used to describe a wide range of identities and experiences; it usually refers to persons who have a gender identity which is different from the gender assigned to them at birth and those people who wish to portray their gender identity in a different way from the gender assigned at birth.
- **Young people:** Young people are persons 13 – 30 years old. For the purposes of European youth policies, this age is used both by the European Commission and Council of Europe ([Glossary on youth](#)). However, there is not a common definition of the age range applicable to all member states and sectors of governance. The [Recommendation CM/Rec\(2017\)4](#) recognises this: "The age range of those who benefit from youth work provision should reflect the legal and constitutional framework and existing practices in each of the member States".
- **Youth policy:** A strategy implemented by public authorities with a view to providing young people with opportunities and experiences that support their successful integration into society and enable them to be active and responsible members of their societies, as well as agents of change. It involves four dimensions referring to all aspects of young people's lives:
  - a. being in a good shape (physically and mentally);
  - b. learning (informal, non-formal and formal);
  - c. participation; and
  - d. inclusion.Youth policy may combine different means of intervention (legislation, specific programmes, etc.) and integrates a long-term educational perspective. Youth policy targets all young people but should pay special attention to those who are socially, economically or culturally vulnerable. ([Recommendation CM/Rec\(2015\)3](#)).
- **Youth work:** A broad term covering a wide variety of activities of a social, cultural, educational, environmental and/or political nature by, with and for young people, in groups or individually. Youth work is delivered by paid and volunteer youth workers and is based on non-formal and informal learning processes focused on young people and on voluntary participation. Youth work is quintessentially a social practice, working with young people and the societies in which they live, facilitating young people's active participation and inclusion in their communities and in decision making. ([Recommendation CM/Rec\(2017\)4](#)). Youth-work settings often provide a unique and crucial safe space for young people to discuss and share their thoughts and experiences on gender and sexuality. Young people are often not able to ask questions frankly and debate such sensitive topics with their families, and may not be encouraged to in formal education settings. Open and aware youth work settings may provide a supportive learning environment to empower and challenge attitudes.

## DO NOT FORGET

- A human rights based-approach to youth work and non-formal learning
- Youth work and non-formal learning as practised and promoted by the Council of Europe are based on human rights values and principles. Universal human rights provide the ethical and normative frameworks to prevent combat and overcome any form of discrimination grounded on sex, sexual orientation or gender identity. Achieving gender equality is not about “special rights” but about promoting everyone’s right to freedom and equality in dignity.
- Gender balance in intercultural youth activities
- Gender balance in intercultural youth activities should be considered at all stages and should concern the following aspects:
  - balance of all genders should be encouraged in organisational and educational teams, and the participants’ recruitment should ensure equal participation of women and men and inclusion measures towards under-represented genders;
  - the end of a binary system of reference (female/male) in application forms (inclusion of the option ‘other’ for those who do not fit the female/male categories or an empty field) and omission of gender-normative titles (e.g. Ms/Mr) in formal documents to participants;
  - same-sex activities may still be important in limiting the gender equality gap and should be clearly advertised as such.

## Gender equality considerations need to be tailored to the different types of interventions carried out through co-operation projects:

### EXAMPLES

#### AWARENESS RAISING

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##### ► Online Action Day against sexist hate speech:

On 8 March 2016, the No Hate Speech Movement called on young people to counter sexist hate speech through education and advocacy, raising awareness on the impact it has on women and men, human rights and gender equality. This turned out to be one of the most participated days of the campaign. It was repeated in 2017.

European Youth Forum members developed a tool called Gender Watch, to map the gender dynamics of meetings and events. It involves observing the gender balance from the organisation stage (participants present, speakers, panellists, other power positions) to the language /body communication during the meeting (lack of gender sensitive language, non-verbal communication, reactions, sexist comments...) and it is used to raise awareness about the space taken by young male and non-male participants.

#### LEGAL ANALYSIS

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Are there NGOs or informal groups who are de facto excluded as a result of indirect discrimination based on gender? For example, are they invited or consulted on any processes or needs assessment? Are they excluded, discriminated or intimidated by quantitative or qualitative

criteria – e.g. by concerns of promoting “sexual education” or “attempting against morals” that bar them from accessing education institutions?

## CAPACITY BUILDING

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The Youth Department supports capacity-building by developing and making available educational resources and manuals such as Gender Matters, Compass and Compasito. Especially the latter two are available in a wide range of languages. Specific capacity-building activities are organised for youth leaders, youth workers and trainers in non-formal education at the European Youth Centres and in bi-lateral activities within the Youth for Democracy programme.



# GENDER EQUALITY IN THE PENITENTIARY SYSTEM

## GOOD TO KNOW

In around four-fifths of prison systems around the world, female prisoners constitute between 2 % and 9% of the total prison population. In Europe, this percentage is 6.1% and is one of the lowest after Africa. See for data: [World Female Imprisonment List \(2017\)](#)

- The female prison population has increased by 50% since 2000, against 18% for the male prison population.
- 24.2% of female inmates are in pre-trial detention.
- In 2016, female probation clients represented 12.9% of the total probation population. 3.9% minors and 16.8% foreigners. See the [Council of Europe Annual Penal Statistics \(2016\): SPACE I - Prison Populations, Final Report](#).
- Women are more often imprisoned for acquisitive/monetary crime and are less likely to be found guilty of serious violence and criminal damage. This is reflected in the sentences.
- As female prisons are fewer, the distance to home community might be larger for women prisoners which can affect their family relations, including a huge impact on their children.
- Many female inmates have been victims of violence and abuse prior to the imprisonment.
- Women in detention are more prone than men to self-destructive behavior, including suicide.

## WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment – CPT (2000), [CPT/Inf\(2000\)13-part: Women deprived of their liberty](#)
- CPT Factsheet (2018), [CPT/Inf\(2018\)5: Women in prison](#)
- European Court of Human Rights case law: [Gender equality](#), [Gender identity issues](#), [Homosexuality: criminal aspects](#), [Sexual orientation issues](#)

## GENDER EQUALITY ASPECTS

### ► Assessment

The initial assessment is the correct and best place to consider an appropriate, proportionate, woman centered and integrated approach, which takes into account gender-specific requirements and this can therefore reduce the risk of reoffending and lessen the likely impact on the woman prisoner's family and children. Ad hoc activities can be implemented if needed. The assessment reports should provide a specific focus on the situation of women prisoners, the existing legal framework and the practical implementation of initiatives according to their needs.

For example, provision of hygiene needs, involvement in targeted reintegration programmes, regime, family visits, provision of special health care for women and relevant equipment and especially if a proper mechanism of complaints is in place so that their problems are properly addressed. The reports that focus on capacity building should also include the working conditions and access to training, their professional level and the ratio of women prison staff and the training of prison officers in areas such as violence against women and girls. All these reports should emphasise recommendations on how to properly address the identified shortcomings regarding gender mainstreaming.

Furthermore, it should be indicated to consultants to take into account the gender mainstreaming, for example while drafting legal analysis of pieces of legislation or in assessment reports following thematic assessment visits to the countries.

### ► Women's specific needs related to health and hygiene

Introduce a gender-specific framework for health care in women's prisons, which emphasises reproductive and sexual health, mental health, treatment for substance abuse and counseling victims of violence. Women's needs related to reproductive health (access to gynecologist) and hygiene (free sanitary pads) have to be adequately addressed. Pregnant and breastfeeding women have particular needs including nutrition. Mental health problems are common among those female inmates who have been victims of violence and abuse in their earlier life. Medical assistance should be available to women not just on admission and different specialists' need to be available on-call (not only gynecologists). In particular, they should have unhindered access to prison psychologists' support to help them bridge the separation from their children.

### ► The family responsibilities of inmates

A very high percentage of female inmates are single parents which increases their own and their children's vulnerability. Reasonable time should be allowed to decide on the child care and other family arrangements. The contact with the outside world is a key component for future reintegration in the society; therefore, adopting measures and rules that match the particular

needs of women for contact with their families and children is important. Special consideration needs to be paid to women who have their child(ren) in prison with them.

### ► **Reintegration and preparation for release and post-release support**

Co-operate with probation services, social welfare agencies and NGOs to design comprehensive and co-ordinated pre- and post-release reintegration programmes for women. Furthermore, when providing vocational and educational training opportunities for inmates, consider different interests and needs of women and men, including non-stereotypical training opportunities. In many cases women face more challenges (stigmatisation) when reintegrating into their communities after the release. Provide female prisoners equal access to work, vocational training and education as men.

### ► **Gender-balanced and gender-sensitive staff**

Develop a clear policy against discrimination and sexual harassment in the workplace. Equal treatment and participation of women and men as penal system staff should be promoted. The penitentiary system should have gender-sensitive employment and other policies. Staff working in the penitentiary system should be trained on gender sensitiveness, including cultural sensitiveness, sexual misconduct and discrimination issues.

Practice in developed European prison systems (such as Sweden, Norway, Scotland etc.), suggesting staff of mixed gender in female prison wings achieves better results in working towards changing offending behavior in women.

### ► **Concentration vs. dispersal**

Since there are fewer prisons for women in the majority of European jurisdictions, most women are referred to serve imprisonment far from their place of residence and their families. Prison authorities should consider all contributing factors when adopting decision on whether to concentrate female prisoners in facilities specifically built for them (to better meet their physical needs) or to disperse them in specialised wings for women in male-dominated prisons (to better meet their needs, to remain in contact with family and children).

### ► **Monitoring prisons**

Ensure that the membership of the monitoring bodies includes women whenever women's prisons are being assessed and that they receive specialised training on gender-specific issues.

### ► **Prison staff**

Encourage the prison administration (during capacity-building activities on management of human resources in prison) to pay attention not only to gender-sensitive employment, but to revise as well the criteria of promotions in order to ensure that women are represented at all levels, including senior managerial levels. Build the capacity of female staff and provide them and male prison officers with special training on the needs of female prisoners.

Also encourage female prison staff to take up key positions. Encourage participation of women prison staff in the working groups assigned to develop standards/training and curricula/procedures and their preparation and involvement as trainers, to play an important role in the development of the prison system and show high personality and integrity in the whole prison staff community.

## ► Access to legal assistance

Taking into account the particular challenges faced by many women in accessing justice, ensure that assistance is provided to female prisoners to contact lawyers, paralegal services and relevant NGOs, as well as provide facilities for meeting with them.

## Particular attention should be paid to three categories of especially vulnerable groups of women

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### ► Transgender persons

they should be taken into account – for example when transferring prisoners from a prison to another (a transgender women to a men prison and vice versa) – to avoid violence or bullying from other inmates or placement in solitary confinement and no interaction with other inmates; or treatment programmes reflecting gender mainstreaming for this vulnerable category of prisoners.

### ► Pregnant women and women with children

ensure activities that will improve the provision of pre- and post-natal care equivalent to that available in the community. Ensure that the development of children in prison is supervised by primary health-care providers and a prison psychologist, and monitored by specialists in child development.

### ► Girls

separate strategies and policies in accordance with international standards need to be designed for the treatment and rehabilitation of children, including girls in conflict with the law.

## DO NOT FORGET

- Intersex and transgender persons are among the most vulnerable inmates, particularly when it comes to their accommodation, contacts with other inmates and participation in collective actions.
- Men may have family responsibilities as well and the relationship with their children is important to them.
- Consider alternative sentences in cases of dependent children.
- Oversight and complaints mechanisms for the staff and inmates should address gender issues as well as (sexual) harassment by other inmates and prison staff.
- Need to put gender mainstreaming in context, in particular given religious and socio-cultural factors that may overrun legal standards and practices, typically at the local level. The need to overcome resistance by certain local communities becomes particularly relevant in cases of domestic violence and serious violations of women's rights.

## **Gender equality considerations need to be tailored to the different types of interventions carried out through co-operation projects:**

- Assessment and identification of needs
- Awareness raising
- Legal analysis
- Capacity building/Institution building
- Regulatory framework
- Improvement of material conditions

## **EXAMPLES**

In a project in a member state, during the training sessions aimed to reduce the stereotypes against Roma detainees, the consultant emphasised the cultural issues in Roma community where women are more vulnerable. It is always important to raise awareness of the more vulnerable women categories who might suffer discrimination or violence from other women inmates or from prison guards.

In another project, a specific offender behavioral treatment module for female offenders was developed and applied in the national penitentiary system for the first time. A group of psycho-social staff was trained under this module, which was piloted in the only prison in the country for female offenders in the period April - June 2017. The evaluation of the pilot phase showed that the facilitators demonstrated a good awareness of the treatment needs and targets for each group member and were adapting the sessions responsively, to accommodate for the needs of the female offender who participated in the programme.

### **Legal analysis and publications**

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- In one of our recent publications there was a language disclaimer, saying that terminology used in this publication, although written in the most gender neutral manner, refers to both genders with no discrimination.

### **Capacity building**

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- One of the projects provided for purposeful activities in the female prison wing when female prisoners sew tote bags (carrier bags with project logo imprinted) for promotional purposes at the final conference. In addition, one of the seamstresses/inmates, gave an interview on her experiences in prison and importance of work and availability of a range purposeful activities in general. This work experience provided her with necessary qualifications to support the law-abiding life upon release.
- In one of the prison staff local training teams supported during a series of Council of Europe - implemented projects, female trainers are expected to and do deliver sessions on control and restraint, escorting, searching, etc., having a background in treatment work with prisoners. Equally, male colleagues deliver topics traditionally considered being more "in competence" of women such as medical care, purposeful activities etc. The experience shows that participants react more attentively when faced with "unexpected" gender of presenters.

- A member state training curricula for medical and non-medical staff addressed gender in many aspects of health care promotion and medical ethics (admission to prison, medical consultations, medical screening for ill-treatment).

## Regulatory Framework

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- In a project in a member state, two sets of guidelines on health care provision issues for prison population, particularly targeting women (as well as juveniles and life sentenced inmates) were developed by the project working group.
- The improvement of sanitary, hygienic and epidemiological supervision (addressing women as well) and related guidelines was also carried out in a member state.

## Improvement of material conditions

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- Procurement for a project in the same member state provided for new medical equipment covering the health care needs of women.
- Procurement for another project in provided for new beds in a female prison in order to improve their conditions.

### GOT INTERESTED?

- United Nations Office on Drugs and Crime – UNODC (2011), [The Bangkok Rules: United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders with their Commentary](#)
- Geneva Centre for the Democratic Control of Armed Forces - DACF (2008), [International Centre for Prison Studies. “Penal Reform and Gender”. Gender and Security Sector Reform Toolkit.](#)
- United Nations Office on Drugs and Crime – UNDOC (2008), [Handbook for prison managers and policymakers on Women and Imprisonment](#)
- World Health Organization – WHO (2009), [Women’s health in prison: Correcting gender inequity in prison health](#)
- Penal Reform International and the Association for the Prevention of Torture – APT (2015), [Women in detention: a guide to gender-sensitive monitoring. A Detention Monitoring Tool resource.](#)



# GENDER EQUALITY AND ANTI-DISCRIMINATION

## GOOD TO KNOW

- Non-discrimination is a human right under Article 14 and Protocol No. 12 of the European Convention of Human Rights and it applies to everyone.
- Ensuring non-discrimination lies at the core of building inclusive societies, which forbid differences based on sex, “race”, colour, ethnic origin, religion, language, citizenship, sexual orientation and gender identity.
- The existence of a comprehensive antidiscrimination legal framework is a key requirement to combat racism, discrimination and intolerance including against women.
- Women are part of all minorities and discriminated groups in all societies. Sometimes women are the majority in these groups.
- Integration or inclusion policies will be unsuccessful if they do not take into account the impact of the policy on different groups of women, including migrant or national minority women, into consideration.
- Women are frequently confronted with multiple and intersectional discrimination and violence, because they are women and because of their “race”, ethnicity, religion, age, disability, sexual orientation, gender identity and/or other grounds.
- Ethnic, religious and sexual minority, trans, disabled, Roma, migrant, asylum seeking and refugee women face additional barriers in accessing to basic rights and services, including health, housing and education, access to employment and access to public life.
- Sexist hate speech has serious psychological, emotional and/or physical impacts; it contributes to controlling and silencing women, obliging them to adapt their behavior. It is also a barrier to women’s participation in political and public life.
- The particular danger of hate speech targeting women on account of their gender, which is often coupled with one or more other grounds, is that it can pave the way to violence.
- Some forms of online and offline sexist hate speech, such as sexual harassment and stalking, are forms of violence against women.

# WHAT DOES THE COUNCIL OF EUROPE DO ABOUT IT?

- [Council of Europe Gender Equality Strategy 2018-2023](#)

One of the five objectives is “*Protect the rights of migrant, refugee and asylum-seeking women and girls*”

- [Istanbul Convention: Action against women and domestic violence website](#)
- Committee of Ministers (2003), [Balanced participation of women and men in political and public decision-making: Recommendation Rec\(2003\)3 of the Committee of Ministers and explanatory memorandum](#)
- Committee of Ministers (2007), [Recommendation CM/Rec\(2007\)17 on gender equality standards and mechanisms](#)
- Parliamentary Assembly (2010), [Recommendation 1931\(2010\) Final version on combating sexist stereotypes in the media](#)
- Committee of Ministers (2017), [Recommendation CM/Rec\(2017\)10 on improving access to justice for Roma and Travellers in Europe](#)
- Parliamentary Assembly (2010), [Recommendation 1931\(2010\) Final version on combating sexist stereotypes in the media](#)
- Committee of Ministers (2010), [Recommendation CM/Rec\(2010\)5 on measures to combat discrimination on grounds of sexual orientation or gender identity](#)
- Parliamentary Assembly (2015), [Resolution 2048\(2015\) on discrimination against transgender people in Europe](#)
- Parliamentary Assembly (2017), [Resolution 2191\(2017\) on promoting the human rights of and eliminating discrimination against intersex people](#)
- [Human Rights Channel – La chaine des droits humains website : LGBTI human rights and the Council of Europe](#)
- European Commission against Racism and Intolerance – ECRI (1997/2017), [General Policy Recommendation N°2 revised on Equality Bodies to combat racism and intolerance at national level](#)
- European Commission against Racism and Intolerance – ECRI (2000), [General Policy Recommendation N°5 on Combating Intolerance and discrimination against Muslims](#)
- European Commission against Racism and Intolerance – ECRI (2011), [General Policy Recommendation N°13 on combating anti-Gypsyism and discrimination against Roma](#)
- European Commission against Racism and Intolerance – ECRI (2012), [General Policy Recommendation N°14 on combating racism and racial discrimination in employment](#)
- European Commission against Racism and Intolerance – ECRI (2015), [General Policy Recommendation N°15 on Combating Hating Speech](#)
- European Commission against Racism and Intolerance – ECRI (2016), [General Policy Recommendation N°16 on safeguarding irregularly present migrants from discrimination](#)

# GENDER EQUALITY ASPECTS

Gender stereotypes are preconceived beliefs whereby women and men are arbitrarily assigned characteristics and roles determined and limited by their sex. Gender stereotyping can limit the development of the talents and abilities of girls and boys, and women and men, their educational and professional experiences as well as their broader life opportunities.

Stereotypes about women result from, and are the cause of deeply engrained attitudes, values, norms and prejudices against women and girls. They are used to justify and maintain the historical relations of power of men over women as well as sexist attitudes which are holding back the advancement of women.

These stereotypes are likely to be more prevalent towards of women belonging to different minority groups due to their social or ethnic origin, age, disability, sexual orientation or gender identity, among others.

- Gender-disaggregated data is available for some areas of life/countries but rarely comprehensive ([Council of Europe tools and sources for statistical data – Gender equality website](#))
- The absence of comprehensive equality data across a range of fields and policies are a major obstacle to devising policies to address the problems faced by minority and vulnerable groups. Data on women's experience of racism, racial discrimination and intolerance, as actual or potential victims, is required.
- States should adopt a wide range of measures and proactively take action to counter negative stereotypes towards vulnerable groups, including where women are affected, which could hinder their human rights and increase hostility towards them in society. Local authorities should also carry out or support actions in order to promote greater equality in all areas, including in their role as employers.
- A gender equality perspective should be an integral part the development of all policies and actions. This involves analysing whether the needs, situation and experiences of both women and men have been equally taken into account and addressed in the equality body's plans and activities.
- Women and girls with disabilities often face additional barriers and higher levels of discrimination in their access to human rights and employment in comparison to men and boys with disabilities. Women and girls with disabilities are also often at greater risk of all forms of violence, both within and outside the home.
- Women with diverse sexual orientations and gender identities require targeted policies and activities to address the discrimination and violence they are confronted with.
- There is a strong gender dimension to Islamophobia and anti-Muslim hatred. This materialises in widespread discrimination in everyday life. A major point of difficulty for Muslim women on their chances of finding, or remaining in, employment is the impact of their choice to wear a headscarf.
- Anti-Muslim hate targeting Muslim women has increased on public spaces and particularly online, via social networking sites, resulting in a permanent sense of vulnerability, fear and insecurity.
- Roma women and girls often fall victim to hate speech, hate crime and other forms of violence

- Access to quality health care and reproductive health care support should be a matter of permanent concern for state authorities, particularly for vulnerable groups such as those experiencing early/child marriages, who will carry extra health burdens which authorities must account for.
- The media should pay particular attention not to perpetuate gender stereotypes. Measures should be taken by all relevant stakeholders to combat the use of sexism and sexist hate speech (national authorities, media, platform providers etc.) More information: [Combating Gender Stereotypes and Sexism on Council of Europe Gender Equality website](#).

## DO NOT FORGET

- Fear, shame and mistrust of victims of discrimination, hate speech and hate-motivated violence may prevent women from reporting and accessing justice. This is often even more pronounced for women victims due to lack of resources and sometimes lower levels of legal literacy.
- Reports about participation of women and minorities online show that these groups are much more likely to withdraw from participation in online communities or debates, with the result of their voice being made even less audible in the political arena.
- Intersectional discrimination is an important notion that pinpoints intertwined forms of inequality and shows how an individual can face multiple threats of discrimination when their identity overlaps with other characteristics, such as “race”, gender, ethnicity and religion.

## Questions to keep in mind with regard to “gender- sensitive legislation”:

- What kind of information, indicators and data is available concerning legislative proposals with respect to the women and men/girls and boys?
- Do indicators and data regarding the current situation point out different needs and interests on the basis of sex?
- Where sex-disaggregated data is available on the subject matter of the legislative proposal, what kind of situation does it portray? Is there a pattern that changes on the basis of sex?
- In the light of the situation before the drafting of the legislative proposal, does the legislative proposal have any direct or indirect purpose with respect to ensuring gender equality?
- Does the purpose of the legislative proposal differ on the basis of sex? What potential effects does the legislative proposal carry for different sexes?
- Does the purpose of the legislative proposal reinforce gender-based discrimination or gender stereotypes directly or indirectly? Does the purpose of the legislative proposal require taking positive measures with a view to eradicate gender stereotypes?
- Does the legislative proposal take different kinds of discrimination into consideration? Are there concrete references as to direct discrimination, indirect discrimination, multiple discrimination, positive measures/positive discrimination as well as protective measures?
- If there are protective measures, do they reinforce gender stereotypes?
- Can positive measures with a view to eradicate gender-based discrimination and/or stereotypes be adopted within the scope of the legislative proposal?

- Does the legislative proposal take into consideration factors such as age, social and ethnic origin, religion, language and regional disparities which are likely to affect women and men differently and that would reinforce inequality? Can the impact of the legislative proposal differ due to these changing factors on the basis of sex?

### **Other activity (programme, communication campaign, event):**

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- Were gender equality issues taken into account when devising the content of the activity?
- Are women from the different target groups included as participants/speakers in the activity? If not, why?
- Are relevant organisations working with/for women's rights/gender equality (including public authorities, NGOs) involved/ consulted?
- Are women visible in the communication material produced (posters, websites, publications) (see also factsheet on communication)?
- Is the portrayal of women and men on communication material reinforcing gender stereotypes?

### **GOT INTERESTED?**



- United Nations Human Rights Office of the High Commissioner – OHCHR (1979), Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
- United Nations Committee on the Elimination of Discrimination Against Women – CEDAW (2014), General recommendation No. 32 on the gender-related dimensions of refugee status, asylum, nationality and statelessness of women
- United Nations Committee on the Elimination of Discrimination Against Women – CEDAW (2017), General recommendation No.36 on the right of girls and women to education
- United Nations Human Rights Office of the High Commissioner – UNOHCHR (1990), International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
- United Nations Human Rights Office of the High Commissioner – UNOHCHR (1969), International Convention on the Elimination of All Forms of Racial Discrimination
- United Nations Human Rights Office of the High Commissioner – UNOHCHR (2000), General Recommendation No.25: Gender related dimensions of racial discrimination
- United Nations Committee in the Elimination of Racial Discrimination – CERD (2013), General recommendation No.35 on combating racist hate speech



# MULTI-THEMATIC EXAMPLES

## EXAMPLE 1

### Title of the project:

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Strengthening the human rights protection of internally displaced persons (IDPs) in a member state

### Target groups (beneficiaries):

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Internally displaced persons (IDPs), local authorities and organisations working with IDPs, non-governmental organizations

### Objectives:

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- To contribute to the advancement of the legislative and regulatory framework for the human rights protection of IDPs
- To enhance the capacity of relevant authorities and other stakeholders to effectively protect the rights of IDPs.
- Awareness-raising on the rights and needs of IDPs
- To promote Integration and positive community relations.

## The gender dimension of the project

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The project stressed at every level that gender is a critical consideration, and that the specific vulnerabilities of displaced men and women should be accounted for. The project ensured gender-balanced representation in its pool of experts and participants of the activities. In the process of drafting the legislative amendments regarding IDPs or supporting the changes to legal procedures and mechanisms facilitating access of IDPs to their rights, the project encouraged equal accessibility for men and women.

In its communication materials, the project promoted sensitive approaches to vulnerable groups of displaced women: videos on positive images of IDPs as leaders of change, on access to housing programs and education for IDPs, containing gender-sensitive images, leaflets containing practical information on organisations and services that provide assistance to the victims of violence.

Participants of the training increased their competencies and knowledge enhanced referral mechanisms and tools to raise awareness and prevent gender based violence (GBV) towards IDPs women at a regional level. The project organised special training sessions for practitioners working with IDPs explaining the key factors of GBV in a conflict and how important free legal aid is in preventing this phenomenon, provided legal support to victims and punishment of perpetrators. The training also included GBV and internal displacement in the context of Council of Europe human rights standards, conflict-related sexual violence.

Within the grant support program, 3 out of 11 projects with NGOs were specifically focused on the empowerment of women, increasing women's participation in public and economic life, combating gender stereotypes, preventing GBV or enhancing service provision to vulnerable groups of displaced women.

Among the lessons learned was the need to define a strategy on the use of gender-sensitive language, to organize capacity-building activities on gender issues for the experts and partner organisations working with the project, to strengthen expert support on gender issues to civil society organisations working with IDPs at local/regional level, to adjust activities, where relevant, and in accordance with updated national legislation and on-going developments.

## EXAMPLE 2

### Title of the Project:

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Strengthening the capacity of the Bar Association in a member state

### Target groups (beneficiaries):

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Bar Association

### Objectives:

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- respond to the institutional strengthening needs
- to contribute to improving the quality of the profession

### The gender dimension of the project

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The project was designed to respond to the institutional strengthening needs of the Bar Association (hereinafter the Bar) and to contribute to improving the quality of the profession. Gender mainstreaming was included as part of the description of the project's work plan as a cross-cutting theme, yet its practical implication remained to be investigated and approved. The project indicators were not gender-disaggregated at the start of the project.

During its inception phase, the project team used the stakeholders' analysis to understand their roles, needs and situation. At the start of the project, 30% of the Bar members were women. Additionally, there were no women on the Bar's Council and there were less than 10% of them in other Bar committees. The stakeholder's analysis revealed that the Women Lawyers Association (WLA) were internal stakeholders. WLA was established in March 2015 by 8 women lawyers. It was a young and small association with high aspirations to promote gender equality both within the Bar and on the legal services market. The WLA was marginalised within the Bar and its voice was weak. None of its initiatives, including gaining equal treatment of women lawyers within social security, were supported by the Bar.

The project's stakeholders analysis increased the understanding that for the gender mainstreaming to be successful, the WLA voice had to be heard and its capacity had to be strengthened. Moreover, including WLA in the project meant that it would have the same effects and impact on men and women, both at the level of capacity and skills. A number of gender-sensitive indicators were introduced, for example the number of women in the Bar pool of trainers, the number of women candidates to management positions and the number of women elected/selected in the Bar's committees.

Thus, the project team pursued a pro-active role in involving WLA in the project. The project insisted on including WLA in all consultations organised to prepare the Bar Management Road Map, draft the Bar's strategy for 2017-2022 and its communication strategy. The project also included consistently WLA representatives in all project workshops, conference and seminars, breaking down little by little the isolation previously experienced. WLA was also included in the project's steering committee enabling the organization to be able to make contributions and participate in the decision making.

In addition to that, the project implemented a number of activities designed specifically to strengthen WLA capacity as an organisation. As a result of these, WLA prepared its own strategy for 2018-2023, started to collaborate with the European Women Lawyers Association,

organised its general assembly on a regular basis, multiplied the number of its members (from 8 to 80 in December 2016), gained space on the Bar website (where it can regularly publish its news and make itself visible and heard); presented an alternative report on women rights situation at the UN Committee for Social, Economic and Cultural rights in Geneva.

All of the above contributed to making the WLA voice heard within the Bar and externally, empowering it to take gender mainstreaming forward to the benefit of the legal profession. One of the lessons learned from interventions to increase the capacity of WLA was that the Project had to be ready to mitigate risks of occasional disengagement from the Bar management in Project activities, when WLA lead-activities were perceived as challenging to the institutional culture that existed since the Bar establishment. Another lessons learned was that helping WLA to form partnerships – e.g. with the European Women Lawyers Association – was an important part of the sustainability of the action, as it anchored it in a network of associations, which share similar challenges and aspirations.

## EXAMPLE 3

### Title of the project:

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Campaign against sexual violence among young people in a member state

### Target groups (beneficiaries):

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Women, girls, young people

The Council of Europe partnered with the Ministry of Labour, Social Affairs and Family with the aim of enhancing the capacity of national authorities and professionals in addressing violence against women and domestic violence and raise awareness among the general public.

With a view to supporting national awareness-raising efforts, one of the components of the project was to carry out a national campaign on the prevention and elimination of violence against women. This is in line with Article 13 of the Istanbul Convention, which requires parties to conduct regular awareness-raising campaigns or programmes and widely disseminate information to the general public of information on services available to victims. Heightened awareness is a first step in changing attitudes and behaviour that perpetuate or condone the various forms of violence.

The Ministry of Labour, Social Affairs and Family with the support of Council of Europe expertise decided to focus the campaign on sexual violence among young people. Sexual violence is considered to be pervasive but hidden, especially among young women. There is very limited public conversations about sexuality, sexual consent, how to prevent sexual violence in universities, etc. The campaign was expected to bring the issue to the public arena, to start a debate in order to be able to further preventive actions in the future.

The Council provided advice on the conceptualisation of campaign objectives and expected results, campaign strategy and main message(s), topics/themes, target audience, choice of language and images, communication channels, and the framework for monitoring and evaluating campaign effectiveness. Guidance was grounded on a human rights and gender-based understanding of violence, the principle of non-discrimination and equality between women and men, and it built on existing knowledge and best practices in the field of campaigning.

### The gender dimension of the project

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The initial slogan conceived for the campaign targeting perpetrators: “*you broke something fragile*”. This type of messaging reinforces the stereotypes of women as weak and that they are not in charge of their own sexuality. The slogan was finally changed to “*because I say no*”.

The choice of communication company to run the visuals of the campaign provides another example. The lack of gender awareness among the media professionals working in the campaign was a key obstacle to the campaign development process. Here the Council’s advice on messaging was particularly useful and necessary. It was suggested that future public procurement notices for this type of work include a criterion on gender equality that need to be complied with by the winning company.

## EXAMPLE 4

### Title of the project:

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Gap analysis of a member states criminal law in light of the standards of the Istanbul Convention

The Council of Europe co-operated with the Government to support their efforts to draft a law on preventing and combating domestic violence. A Council of Europe expert supported the work of the working group in charge of the drafting and provided guidance on the requirements of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention) and shared good practices from other Council of Europe member states. Complementary to this support, the expert provided a gap analysis of the criminal legislation which, at the time, did not criminalize domestic violence.

### The gender dimension of the project

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The gap analysis focused exclusively on the criminal code and to the substantive definitions of crimes therein. However, in carrying out this exercise the practices of judges and prosecutors brought to light some procedural standards that affect the way domestic violence was combatted, for example, the existence of alternative dispute resolution mechanisms (ADR) within the criminal justice system. Judges and prosecutors actively intervened in cases of intimate partnership violence in order to make the victim reconcile with the perpetrator. The justification for this intervention was based on their perception of family values and women's traditional role in family and society. ADR therefore was being used without taking into consideration that victim and perpetrator are not in equal footing where there is a history of domestic violence. Using ADR in this apparently neutral way resulted in it being gender-blind and a reflection of the consideration of domestic violence as only a private matter.

## EXAMPLE 5

### Title of the project:

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Police training of trainers in a member state

The Council of Europe partnered with the Ministry of Justice and the Ministry of Interior to enhance the capacity of police officers to provide assistance and protection to victims of domestic violence and other forms of violence against women. The Council of Europe trained 50 police trainers through "Train the Trainer" sessions. Participants included the police regional coordinators on domestic violence. The aim of this activity was to build a pool of trainers capable of delivering trainings to effectively handle cases of domestic violence and other forms of violence against women.

### The gender dimension of the project

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In the delivery of the training there was a tendency among police officers to "shield" themselves in the criminal code, stating that in their country there is no specific crime of domestic violence and therefore their role is limited. In some cases, even when this is true, preventive action can be undertaken by the police within their overall responsibility to protect victims or potential victims. The underlying nature of this inaction is the conception of domestic violence as insignificant for police work, not amounting for a crime and usually referred to as only a "family quarrel".

## EXAMPLE 6

### Title of the project:

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Developing Mediation Practices in Civil Disputes in a member state

### Target groups (beneficiaries):

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Ministry of Justice

### Objectives:

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The project aimed to improve the capacity of the mediation scheme by introducing and applying new tools and standards in line with the relevant European Commission for the Efficiency of Justice (CEPEJ) Guidelines<sup>1</sup>.

### The gender dimension of the project

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The project team initiated gender-specific work in particular for the training component and family mediation, paying special attention to gender-sensitive issues and using gender neutral vocabulary, in order to better empower both the parties in civil disputes.

Mediation in civil disputes and in particular family mediation relies on the equal empowerment of all parties. Access to justice cannot be considered equal between women and men in the country, and many barriers and obstacles prevent immediate solutions. The illiterate female population is 5 times higher than the illiterate male population. Women's employment rate is 2.4 times less than men's; their property ownership rate is 2.1 times less than men's<sup>2</sup>. In these conditions, gender-based discrimination in access to justice is a factor to be considered.

The gender aspect was included from the very start in the project intervention thanks to the main donor. This was not only about the inclusion of gender-disaggregated data or participation parameters but an entire relevant gender-based approach in all components of the project with necessary budgeting. However, the gender equality aspect of the project took time to really take off. A first trigger was the donor, which often reconfirmed its willingness to integrate as many gender equality elements as possible in the project throughout the discussions held during the steering committee meetings. The mid-term evaluation could be the second triggering effect, where the evaluator highlighted the importance of this issue and the need to immediately contract a gender expert.

### Discussion and convincing other stakeholders about the relevance of gender equality

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While the main beneficiary was initially reluctant to look into gender equality issues in the project (refusal to prioritise gender equality in such a technical project or to assign "a gender spokesperson" under the project), there was a change of attitude in the course of the implementation. Bar Associations supported the gender-based approach.

<sup>1</sup> CEPEJ Guidelines on penal mediation (CEPEJ(2007)13), on family and civil mediation (CEPEJ(2007)14), and on alternatives to litigation between administrative authorities and private parties (CEPEJ(2007)15) <https://www.coe.int/en/web/cepej/cepej-work/mediation>

<sup>2</sup> Data of Turkish Statistical Institute (TSI) on Women in Statistics

## SOURCES OF RELEVANT INFORMATION

- [Council of Europe Gender Equality Strategy \(2018-2023\)](#)
- [SIDA'S Gender toolbox](#)
- [Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence \(Istanbul Convention\)](#)
- [PACE Recommendation 1639 \(2003\) on family mediation and equality of sexes](#)
- Committee of Ministers' Recommendations:
- [Recommendation No. R \(85\) 2](#) on legal protection against sex discrimination,
- Recommendation No. R (84) 4 on violence in the family,
- [Recommendation No. R \(90\) 4](#) on the elimination of sexism from language,
- [Recommendation No. R \(98\) 14](#) on gender mainstreaming,
- [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\(2007\) 17](#) on gender equality standards and mechanisms.

### Other challenges in including the gender dimension in the project:

#### ► **Lack of knowledge and awareness on overall gender issue within the judiciary due to cultural barriers**

Mitigation: Inclusion of a short presentation (max 30 minutes) to the national participants in every relevant intervention (mediation curriculum training sessions, workshops on referral to mediation practices for the judges, and court based mediation exercises etc., even in the Steering Committee meetings) on gender approach and gender equality concept.

NGOs were invited to mediation associations (who had a limited understanding of the implications of mediation for gender equality working on women and gender issues) to take part in some workshops. They learned from the women's NGOs. Gender aspects were included in the training component intensively. The gender issue was also touched upon in the project [video](#), which doubled the effects of the awareness as an innovative approach.

#### ► **Male-dominated management structure, refusal of mentioning gender concept including the terminology (sexual orientation, LGBT)**

Mitigation: Development of a mediation dictionary with a gender approach. The result was negative because while mid-management accepted it, high-level management absolutely refused to publish it. Then, project leads included a gender approach into public awareness and communication strategy. The project also conducted both base-line and end-line surveys and included gender data (only males-females) which were collected and shared with the stakeholders.

### Realisation of the project objectives, and added value of gender mainstreaming

The objectives were almost fully met and integrating gender equality elements was an eye-opening approach. Public Awareness and Communication Strategy, baseline and end-line surveys, Gender Action Plan, use of gender-sensitive language in training materials, and special sessions on gender issues in the workshops have broadened the perspectives of the mediators.

### Impact of the project and added value of the inclusion of a gender dimension

The Gender Action Plan served as an example for other projects which would introduce plans to operationalise gender mainstreaming. The Ministry of Justice added a small headline on its website about gender aspect. More than half the national mediation trainers applied to the project office to become trainer on “the gender equality, differences and mediation module”.

International Council of Europe (CoE) and European Commission for the Efficiency of Justice (CEPEJ) experts were also involved for the first time with a gender-based approach.

## **LESSONS LEARNED REGARDING THE GENDER DIMENSION**

Gender mainstreaming should have started in earlier stages of the project; however, both the beneficiary and the Council of Europe were not ready to pursue this approach as there were almost no mediation practices in existence in the country. Accordingly, the project started the gender approach in the mid-phase of the project and managed to bridge the gap and generated very good results towards the end.

Ensuring national gender expertise was a good decision. The gender expert should be a national expert and gender-based budgeting should include gender expertise with a strong communication component for any projects. When comparing the substantial impact and output with the budget spent (less than 12,000€ in two years), it was a success.

# EXAMPLE 7

## Title of the project

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Further Support to Penitentiary Reform in a member state

## Background

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In addition to devising “discreet” or “separate” gender-focused projects with titles, organizers, target groups and objectives, the Council of Europe (CoE) – implemented projects have a unique opportunity and place: the Council’s experts are often involved in legislative reviews, legal opinions and legal advice. They often work with laws, rules, procedures, legal frameworks, which then, upon approval, can service the guidelines for all concerned and depending on their content can impact many members of the target audience.

## Role of the Project Manager

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The Role of the Project Manager is to be alert to the opportunities and entry points, and see where the gender dimension can be integrated during the process of Council of Europe review.

## Objective

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Review of the Internal Prison Rules (100 pp) and Review of the Internal Pre-Trial Prison Rules (100 pp) involving 2 international consultants

While drafting the Deliverables and Level of Service agreements to be provided, it is important for the project manager to integrate the gender associated aspects. For example, the technical specification stated the need for the revised set of rules to include the reference to the UN Rules for the Treatment of Women Prisoners and Non-Custodial Sanctions for Women Offenders (Bangkok Rules). These points were emphasised by the consultants for both set of Rules. The treatment of women prisoner’s standards were included into the text of the revised rules, thus making the entire sets gender-sensitive (the source: the Ministry of Justice).

## Target Audience

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All female prisoners in the country: 1 896 women in 11 female colonies, and 958 women in pre-trial detention facilities.

## Impact

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High

A similar approach will be applied in the support to the newly-established inspection department in the Ministry of Justice. The inspections check the compliance with 10 standards. The department (the structure was appointed within the Ministry as an entity responsible for implementation of the gender mainstreaming) plans to develop the gender standard for women in prison.

## Complementarity

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The simple understandable and client-oriented work on gender-awareness should be continued to accompany such “legislative” interventions. The project had organised 4 gender-learning sessions led by local gender expert (target audience were prison staff on the ground in 6 project pilot prisons) and by the residenta Council of Europe adviser (target audience were Ministry of Justice officials and the faculty of the In-Service Training Centre of the Criminal Executive

System); dissemination of the CPT fact sheet (2017) "Women in Prisons", dissemination of a publication "Gender Stereotypes" by a local gender expert.

CPT fact sheet (2017) "Women in Prisons": <https://www.coe.int/en/web/cpt/-/cpt-factsheet-on-women-in-prison>

## ABBREVIATIONS AND ACRONYMS

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ADR.....	Alternative dispute resolutions
APC .....	Association for progressive communications
APT.....	Association for the Prevention of Torture
BPFA .....	Beijing Platform for Action
CDCJ.....	European Committee on Legal Co-operation
CEPEJ .....	European Commission for the efficiency of justice
CGEP.....	Country gender equality profile
CPT.....	European Committee for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment
DACF .....	Geneva Centre for the Democratic Control of Armed Forces
ECHR .....	European Convention of Human Rights
EIGE .....	European Institute for Gender Equality
EU.....	European Union
EYF .....	European Youth Foundation
FGD.....	Focus Group Discussions
GBV .....	Gender based violence
GEC .....	Gender Equality Commission
GRECO .....	Group of States against Corruption (Council of Europe)
GRETA .....	Group of Experts on Action against Trafficking in Human Beings (Council of Europe)
HELP .....	Human Rights Education for Lead Professionals
ICT.....	Information and communication technology
IDP .....	Internally displaced persons
LGBT .....	Lesbian, Gay, Bisexual and Transgender
LGBTQI.....	Lesbian, Gay, Bisexual, Transgender, Queer or Questioning, and Intersex
NEET .....	Young people not in education, employment or training
NGO.....	Non-governmental organizations
PGG.....	Partnership of Good Governance (EU/Council of Europe Joint Programme)
PACE .....	Parliamentary Assembly of the Council of Europe
SIDA.....	Swedish International Development Cooperation Agency
UN .....	United Nations
UNESCO .....	United Nations Educational, Scientific and Cultural Organization
UNODC.....	United Nations Office on Drugs and Crime
WHO.....	World Health Organization
WLA.....	Women Lawyers Association



[www.coe.int](http://www.coe.int)

The Council of Europe is the continent's leading human rights organisation. It comprises 47 member states, 28 of which are members of the European Union. All Council of Europe member states have signed up to the European Convention on Human Rights, a treaty designed to protect human rights, democracy and the rule of law. The European Court of Human Rights oversees the implementation of the Convention in the member states.

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