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Delegations will find attached in the Annex a report concerning indicators in respect of "Institutional Mechanisms", prepared by the Finnish Presidency.

Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action

Report by the Finnish Presidency

- Institutional Mechanisms -

Index

1	Introduction	4
2	Rationale of the indicators: the objectives of the PFA in the context of EU strategies	5
2.1	Basic considerations.....	5
2.2	Data collection.....	6
2.3	Formulation of the items for the inquiry	6
a)	Basis for the first indicator: Create or strengthen national machineries.....	6
b)	Independent body for the promotion of equal treatment for women and men.....	7
c)	Basis for a second indicator: personnel resources.....	8
d)	Basis for a third indicator: Gender mainstreaming.....	8
e)	Generating and disseminating data and information disaggregated by sex	9
3	Results of the study.....	10
3.1	Commitment and responsibility for promoting gender equality in the Government.....	10
	Highest responsibility (Indicator 1).....	10
	Governmental body for promoting gender equality (Indicator 1).....	10
	Level of location of the governmental body for gender equality (Indicator 1).....	10
	Mandates (Indicator 1).....	12
	Government action plan (Indicator 1).....	13
	Reporting to legislative bodies (Indicator 1).....	14
3.2	Independent body for the promotion of equal treatment for women and men.....	14
3.3	Personnel resources available for the gender equality work.....	15
	Personnel resources available for the governmental gender equality body (Indicator 2a).....	15
	Personnel resources available for the designated body or bodies for promotion of equal treatment of women and men (Indicator 2b).....	18
	Personnel resources available for both governmental and independent bodies for the gender equality work.....	20
3.4	Involvement of the civil society actors in the governmental work for gender equality.....	20
3.5	Gender mainstreaming (Indicator 3).....	21
	Structures of gender mainstreaming	22
	Methods of gender mainstreaming	23
3.6	Generating data and information disaggregated by sex.....	24
4	Indicators.....	25
	Indicator 1. Status of governmental responsibility in promoting gender equality	25
	Indicator 2a. Personnel resources of the governmental gender equality body.....	27
	Indicator 2b. Personnel resources of the designated body or bodies for the promotion of equal treatment of women and men.....	29
	Indicator 3. Gender mainstreaming	30
	Appendix 1. Tables 13 and 14.....	33
	Appendix 2. Questionnaire by the Finnish Presidency.....	35

Tables and charts:

Table 1: Highest responsibility for promoting gender equality in the government in the EU member states (25).....	10
Table 2: Level of location of the governmental gender equality body in the EU member states (25).....	11
Table 3: The main functions of the governmental gender equality body in..... the EU member states (25).....	12
Table 4: Action plan on gender equality and the system of reporting regularly to legislative bodies	13
Table 5: Existence of an independent body for protection of equal treatment	15
Table 6: The personnel resources available for the governmental body for promoting gender equality (full-time, all-year employees in person years)	16
Chart 1: Personnel resources available for the governmental gender equality body. EU member states with population over 35 million	17
Chart 2: Personnel resources available for the governmental gender equality body. EU member states with population of 16 million or less	18
Table 7: The personnel resources available for the designated body for protection against discrimination on grounds of sex (full-time, all-year employees in person years).....	19
Table 8: Involvement of the civil society actors in the governmental work for gender equality in the EU member states (25).....	21
Table 9: Status of commitment of the Government on gender mainstreaming in public administration.....	22
Table 10: Structures of gender mainstreaming.....	23
Table 11: The use of gender mainstreaming methods in the EU member states (25).....	24
Table 12: Generating data and information disaggregated by sex for planning and evaluation..... in the EU member states (25)	24
Indicator 1: Status of governmental responsibility in promoting gender equality.....	26
Indicator 2a: Personnel resources of the governmental gender equality body (full-time, all-year employees in person years).....	28
Indicator 2b: The personnel resources of the designated body or bodies for the promotion of equal treatment of women and men (full-time, all-year employees in person years)	30
Indicator 3: Gender mainstreaming	31
Table 13: The functions of the governmental gender equality body	33
Table 14: The use of the main instruments of gender mainstreaming in the EU member states (25)	34

1 Introduction

The Declaration and Platform for Action (PFA) adopted at the United Nations Fourth World Conference on Women in Beijing in 1995 serve as the guidelines for European and national policies for the promotion of equality between women and men and have been a catalyst for a large number of initiatives launched by governments to promote gender equality.

Following the Fourth World Conference on Women, the Madrid European Council (15 to 16 December 1995) requested an annual review of the implementation in the Member States of the PFA.

After the first annual reviews the Council asked, as proposed by the Austrian Presidency, for a more systematic follow-up of the PFA. In December 1998 the Council agreed that the annual follow-up would include a set of qualitative and quantitative indicators and benchmarks to assess the progress in the critical areas of the PFA.

In December 1999 the Council adopted 9 indicators on Women in Power and Decision-making proposed by the Finnish Presidency. The Council also encouraged the following presidencies to prepare jointly the annual reviews including the development of indicators and benchmarking. In the following years the autumn Council adopted indicators as follows.

2000 – Women in the economy (reconciliation of work and family life) by the French Presidency;

2001 – Women in the economy (equal pay) by the Belgian Presidency;

2002 – Violence against women by the Danish Presidency, following a study and a conference by the Spanish Presidency;

2003 – Women and men in economic decision-making based on a study made by the Greek Presidency and indicators proposed by the Italian Presidency;

2004 – Sexual harassment at the workplace based on a study made by the Irish Presidency and indicators proposed by the Dutch Presidency.

In 2005, during the 10th anniversary of the Platform, the Luxembourg Presidency presented a report on the progress made within the European Union in the implementation of the PFA. The Council invited in May 2005 Member States and the Commission to strengthen institutional mechanisms and to create a framework for assessing the implementation of the PFA in order to create a more consistent and systematic monitoring of progress.

In September 2005, the High Level Group on Gender Mainstreaming (HLGM) decided to undertake a simplified approach for the development of indicators: in the follow-up of a specific area, based on existing data, each Presidency could look for indicators that seem crucial to the implementation of the PFA and that show a specific need for further analysis for the European Union. A preference for a limited number of indicators on each specific area was also expressed. It was hoped that this approach would allow each Presidency to propose a set of indicators resulting in a speedier coverage of some of the missing critical areas of the PFA.

In June 2006 the Council adopted a set of three indicators on women's health proposed by the Austrian Presidency. It was further agreed within the High Level Group on Gender Mainstreaming and by the Commission in spring 2006 that the forthcoming Finnish Presidency would prepare indicators for the follow-up of the PFA on the critical area of institutional mechanisms for the advancement of women.

The existing European databases, however, do not include the necessary data for that end. A special survey for the collection of data was therefore needed. The Finnish Presidency prepared a questionnaire and collected the data with the aid of all Member States.

In the present paper the Finnish Presidency reports on the rationale on which the indicators are based, the results of the inquiry, and presents the proposed indicators.

2 Rationale of the indicators: the objectives of the PFA in the context of EU strategies

2.1 Basic considerations

The BPfA critical area to be covered by the indicators is *H. Institutional mechanisms*. On the other hand, recent developments in the EU in the area of institutional mechanisms or national machineries (used as synonyms) are also considered. It is the aim of the Finnish Presidency that the proposed indicators will truly measure the attainment of some of the key objectives of the PFA critical area H, and at the same time focus on relevant political targets of the EU and the Member States.

In the critical area *H. Institutional mechanisms for the advancement of women* three sets of strategic objectives for national governments are presented. They are (a) create or strengthen national machineries, (b) integrate gender perspectives in legislation, public policies, programmes and projects, and (c) generate and disseminate gender disaggregated data and information. The indicators following the structure of PFA objectives could respectively comprise three indicators: one for the national machinery, a second for mainstreaming, and a third for statistics disaggregated by sex.

As far as the first strategic objective "strengthen national machineries" is concerned, a first indicator measuring the commitment and responsibility for promoting gender equality in the government is needed.

There is also a strong EU interest concerning a body for the promotion of equal treatment according to Directive 2002/73/EC¹, which is a separate issue from a governmental gender equality body. Therefore, in this EU inquiry on institutional mechanisms, information on this other type of machinery was also gathered and will be reported in the present paper. However, a genuine indicator measuring the fulfilment of the provisions set by the relevant article of the Directive for an independent body fell outside the scope of the present task. Instead, a second indicator was constructed to complete the measurement of the governmental machineries.

¹ Directive 2002/73/EC of the European Parliament and of the Council of the 23 September 2002 amending Council Directive 76/207/EEC on the implementation of the principle of equal treatment for men and women as regards access to employment, vocational training and promotion, and working conditions.

For the follow-up of the second strategic objective, a third indicator concerning gender mainstreaming structures and measures is needed. If the number of selected indicators must be kept to a maximum of three, then it is not possible to have a further indicator on statistics. This means that two thirds of the Platform area of Institutional Mechanisms will be covered with the proposed three indicators.

2.2 Data collection

A questionnaire for data collection from the Member States was designed by the Finnish Presidency. A tentative questionnaire was sent in June 2006 by e-mail to the Member States (HLGM members) for comments. Nine comments were received. Some of the questions were reformulated accordingly. The revised questionnaire was sent to Member States on 3rd July by e-mail with a deadline on 24th July. Replies were received from 21 Member States. For four Member States replies of the draft questionnaire were used. Some additional clarifications were asked for by e-mail in August.²

2.3 Formulation of the items for the inquiry

a) Basis for the first indicator: Create or strengthen national machineries

The strategic objective *H.1. Create and strengthen national machineries and other governmental bodies* of the PFA includes six sub-objectives. They can be summarized as follows. Responsibility for gender equality policies should be vested at the highest possible level of government, such as at the level of a Cabinet Minister (203 a). The national machinery should be located at the highest possible level of government. It should have clearly defined mandates, adequate resources, ability to influence policy, to formulate and review legislation (203 b), and provide staff training (203 c). The Governments should also establish procedures to allow the machinery to gather information on government-wide policy issues at an early stage and use it in the policy development and review process (203 d). The Government should report on the progress in efforts taken (203 e), on a regular basis, to legislative bodies, and promote the active involvement of the broad and diverse range of institutional actors in the public, private and voluntary sectors in the work for equality between women and men (203 f). All the sub-objectives cited above were considered crucial for a governmental body to be effective, influential and powerful also in the EU context, and included in the making of the indicators. The only exception was staff training (203 c) which, although important, was not included as its measurement was considered to go beyond the scope of the present task.

It was planned that the first indicator would be a sum variable comprising the elements or dimensions mentioned above. The questions for the inquiry were formulated based on them. The first indicator would concentrate on a governmental gender equality body for the design, co-ordination and implementation of government policies for gender equality, which is normally located in the government hierarchy (i.e. in a Ministry or in the Prime Minister's Office).

² Data concerning personnel was asked as for the year 2005. As the numbers of the personnel are changing more or less all the time, many Member States updated the data in September 2006. This may cause minor unreliability of the exact figures given in this report but does not affect the results substantially.

Governmental gender equality body

A governmental body for the design, co-ordination and implementation of government policies for gender equality, which is normally located in the government hierarchy (i.e. in a Ministry or in the Prime Minister's Office).

The first question about responsibility at the highest possible level in the government is almost identical with the Platform sub-objective. The second question concerns the existence of a permanent vs. temporary governmental body. The third question is about the level of location of the governmental body in the ministerial hierarchy. The level of location together with the subject of the first question “responsibility at the highest level” have direct implications with the power to influence policy and also to gather information on government-wide policy issues. The sub-objective concerning “clearly defined mandates” of 203 (b) was enlarged to comprise the usual statutory capacities or functions of a governmental authority (question 5).

The sub-objective of Government reporting to the legislative bodies was considered important for the accountability of government policies (question 8) and, for the involvement of political and other actors. In the EU, Government action plans for gender equality are common. They support the work of the Minister in charge of gender equality across all sectors, and they are used for the promotion of wide-ranging, cross-sectoral policy goals. An item for this matter was added (question 7). Government action plans are recommended also by the PFA but in another context, in chapter “Institutional arrangements”.

In almost all EU member states there is active involvement of the civil society actors – such as women’s NGOs, other non-governmental organisations and social partners – in the work for the promotion of gender equality at national or federal level as well as at the EU level. A question concerning the type of involvement of the civil society actors was included (question 9).

b) Independent body for the promotion of equal treatment for women and men

Directive 2002/73/EC provides that Member States shall designate and make the necessary arrangements for a body or bodies for the promotion, analysis, monitoring and support of equal treatment of all persons without discrimination on grounds of sex. These bodies may form part of the agencies in charge at national level of the defence of human rights or the safeguard of the individuals’ rights. The Member States shall ensure that the competences of these bodies include independent assistance to the victims, conducting independent surveys concerning discrimination and publishing independent reports and making recommendations (Article 8a).

It must be noted that the term “independent” refers to the independent powers of these bodies defined in Article 8a of Directive 2002/73/EC, such as providing independent assistance to victims of discrimination in pursuing their complaints about discrimination. Their independence is relative in the sense that these bodies are designated by the Member States, they may be established by government decisions, and their resources are usually dependent on government budget allocations.

Consequently, one question regarding the existence and type of an independent body for the promotion of equal treatment for women and men was included in the questionnaire. The Member States were asked to specify whether the independent body referred to in Directive 2002/73/EC dealt with equal treatment solely on grounds of sex or on several grounds, one of which is sex. A more detailed inquiry as to what extent the Member States comply with the provisions of Article 8a

was, however, beyond the scope of the inquiry. Therefore the data of the present inquiry is too meagre to make an informative indicator on the existence, type and capacities of the independent body.

An interest in having specific bodies for the protection against discrimination is also found in the Platform for Action. The strategic objective 230 (e) included in Human rights of women, concerns creating or strengthening of independent national institutions for the protection and promotion of women's human rights. The strategic objective F5 Eliminate occupational segregation and all forms of employment discrimination, calls for development of mechanisms for reviewing and monitoring laws against employment discrimination (178 c).

Independent body for promotion of equal treatment of women and men

A designated body or bodies in accordance with Directive 2002/73/EC for the promotion or protection (used as synonyms) of equal treatment without discrimination on grounds of sex.

c) Basis for a second indicator: personnel resources

Governmental gender equality body. Adequate resources are a basic element for progress in gender equality. A government commitment to promoting gender equality can therefore be measured in terms of resource allocation for the governmental gender equality body. Because of the difficulties in producing comparable data on the total amount of resources allocated to gender equality work, the resources were in this case defined as personnel resources available for the governmental gender equality body (question 4). The number of employees was asked to be given in person years, meaning full-time, all-year employment excluding all project personnel that does not receive its funding from the state budget. This measurement sets a basis for the second indicator.

Independent body for the promotion of equal treatment of women and men. Resource allocation for the independent body referred to in Directive 2002/73/EC bears important information as for the efficiency of protection against discrimination. Budget allocations can also be seen as an implication of political priority. Personnel resources available for an independent body for the protection of equal treatment were asked to be reported in fulltime, all year employment, for the same reasons and using the same definitions as in connection with governmental bodies for gender equality. In case of independent bodies that are in charge of the promotion of equal treatment of all people without discrimination on several grounds, one of which is sex, an estimate on the number of employees solely in charge of combating discrimination on grounds of sex, was asked. The aim was to use the data for the construction of an indicator on the availability of personnel resources for promotion of equal treatment for men and women. The measurement would also set a basis for the second indicator.

d) Basis for a third indicator: Gender mainstreaming

Mainstreaming the advancement of gender equality is presented as the second main objective of the PFA critical area of institutional mechanisms. The following sub-objectives were used as a point of departure in the formulation of the gender mainstreaming indicator and the questionnaire.

According to the PFA, Governments should seek to ensure that before policy decisions are taken, an analysis of their impact on women and men, respectively, is carried out (204 a). Governments should also evaluate the impact of employment and income policies to insure that women are direct beneficiaries of development (204 b). They should promote a gender perspective in legislation (204 d) and give all ministries the mandate to review policies and programmes from a gender perspective. Inter-ministerial coordination structures should be established. (204 e.).

In addition to the objectives addressed to Governments, the PFA includes objectives addressed to national machineries advising them in promoting gender mainstreaming. These objectives, however, deal more or less with similar issues as the ones directed to Governments.

The EU structures and policies for the promotion of gender equality are based on the concept of a dual approach to gender mainstreaming i.e. the promotion of gender equality in all policy areas and activities, and specific measures. Gender mainstreaming is about how to develop administrative structures and processes in order to promote gender equality.

An indicator on gender mainstreaming was planned to be a sum variable of key elements of gender mainstreaming. The first sub-question in this area (10.1.) dealt with the status of the governmental commitment to gender mainstreaming in public administration, i.e. whether it is a legal obligation, a de facto binding decision, recommendation etc. This phrasing of a question is based on current EU discourse and the present state of play in Member States. The nearest equivalence in the PFA is found in 204(e), which is about government giving mandate to ministries to review policies and programmes. A second sub-question of the Presidency questionnaire (10.2) is about the existence of various types of structures and methods, such as inter-ministerial working groups, for use in gender mainstreaming. The following three sub-questions dealt with the use of specific methods, that is gender impact assessment in law drafting, in drafting policy programmes, and gender budgeting. Corresponding objectives are dealt with in the PFA, as mentioned above, but the exact terminology used in the questionnaire stems from the current EU discourse, such as Council Conclusions adopted during the Luxembourg Presidency in May 2005 on the follow-up of PFA, or from the Roadmap for equality between men and women 2006-10, part II: improving governance for gender equality, to name some examples of the valid terminology.

The reading of the relevant objectives of the PFA in gender mainstreaming through current discourse in the EU and Member States gives an impact of the present EU discourse having already surpassed the milestones of the PFA. Having said this about the discourse it will be interesting to see what the indicators reveal of the factual situation.

e) Generating and disseminating data and information disaggregated by sex

Generation of statistics disaggregated by sex is a third major objective concerning national machineries in the PFA. As noted earlier the task of developing a set of three indicators does not leave space for an indicator on statistics. The formulation of such an indicator would need a careful consideration of the sub-objectives under the section H.3 concerning statistics. However, one question asking for a general evaluation of the gender specificity of the national and regional statistical services was included in the inquiry and will be reported.

3 Results of the study

3.1 Commitment and responsibility for promoting gender equality in the Government

Highest responsibility (Indicator 1)

In almost all member states a particular responsibility for design, co-ordination and implementation of government gender equality policies is delegated to one Cabinet Minister. There are only three exceptions. In France the highest responsibility is vested with an Assistant Minister, in Portugal with a State Secretary that has a seat in the Council of Ministers and in Italy with a Minister without a portfolio. In Slovenia the responsibility is vested with the whole Government and its Ministers, yet the Minister of Labour, Family and Social Affairs is the representative of Slovenia in gender equality issues. (Table 1.)

Table 1: Highest responsibility for promoting gender equality in the government in the EU member states (25)

Highest responsibility is vested with	
A Cabinet Minister	22
An Assistant Minister or a State Secretary	3

Thereby in every member state the responsibility for promoting gender equality is ascribed at the government level. The Cabinet Ministers in charge of gender equality are mainly Ministers of Social Affairs, Health or Labour. Also some Ministers of Justice and Rights and Ministers of Regional Development have the highest responsibility for gender equality policies.

Governmental body for promoting gender equality (Indicator 1)

At the moment, in every EU member state there is a governmental body for the design, coordination and implementation of government policies for promoting gender equality. Almost without exception (Poland) the bodies have also permanent status in the governmental structures.

Level of location of the governmental body for gender equality (Indicator 1)

In ten EU member states the governmental gender equality body is located at the highest level of the government hierarchy. This means that the gender equality body is itself a department in a Ministry, above which there is the Minister or the highest official such as Secretary General. Almost as often the gender equality body is a unit or a sector in a department and is thereby located at the intermediate level in a Ministry. Among the old member states (EU15) it is more likely for the governmental equality body to be at the highest level instead of the intermediate level in a Ministry than among the new member states³. In Luxembourg and Greece the gender equality body forms in itself an entire Ministry. Also in Italy the Ministry for Rights and Equal Opportunities forms the governmental gender equality body. The Minister, however, is without a portfolio. (Table 2.)

³ About one third of the gender equality bodies in the new member states and almost half in the old member states are located at the highest level in a Ministry.

Table 2: Level of location of the governmental gender equality body in the EU member states (25)

Governmental gender equality body	
An entire Ministry	3
At the highest level in a Ministry	10
At the intermediate level in a Ministry	9
At a lower level in a Ministry	0
An independent body outside Ministerial structures	3

Lithuania is somewhat a case apart. In the Lithuanian Government every division and department of the Ministry of Social Security and Labour take part in different aspects of gender equality work. Yet, there are also the Equal Opportunities and Social Integration department and the Equal Opportunities division in the department that could be considered as more specific gender equality bodies. Thereby, the categorization here is based on the governmental equality body at the intermediate level, which seems to have the primary gender equality functions in the Lithuanian Government (Table 2). However it should be noted that the gender equality issues are both vertically and horizontally divided within the Lithuanian Ministry of Social Security and Labour.

The member states whose governmental gender equality body is located outside the Ministerial structures are Belgium, Malta and Slovenia. In Belgium the Institute for the Equality of Women and Men is an autonomous government institution that resides under the guardianship of the Federal Minister for Equal Opportunities. In Malta the National Commission for the Promotion of Equality (NCPE) is an autonomous body set up by law. In Slovenia the Office for Equal Opportunities is located administratively within the structure of the Secretariat General of the Government of the Republic of Slovenia.

Slovenia poses to some extent a problem in our classification. It is administratively located within the governmental structures and has governmental functions such as the right to initiate legislative changes and to prepare legislation and other proposals for action to the Government. However, it is an independent office with its own budget outside the organisational structures of the Government. The Slovenian governmental body for gender equality represents a new and innovative approach to the institutionalisation of gender equality by tackling the problem of intersectionality of gender equality policies. As a sort of an internal consultant of the whole government it may more easily cross the borders between different policy areas than a body that is located inside the structures of a specific Ministry. However, the lack of a formal institutional status that a position inside the ministerial structures provides suggests a classification for this innovative Slovenian model outside the Ministerial structures. This category was selected also by Slovenia in the answer to our inquiry.

Also in Spain the main functions for governmental gender equality body are located outside the ministerial structures, at the autonomous Institute for Women. However, by the creation of the Office of the General Secretary for Equality Policies in 2004 the responsibility for gender equality is now vested at a highest level in the Government. This means that there is a governmental body at the Office of the General Secretary for Equality Policies under the Ministry of Labour and Social Affairs, besides the independent Institute for Women⁴.

⁴ However, in the following the functions and resources of the governmental gender equality body refer to the Institute for Women.

Every EU member state reports that the mandate or functions of the governmental gender equality body at national or federal level include coordination and development of gender mainstreaming and EU affairs and international affairs. Almost all governmental gender equality bodies are also mandated to formulate policies for the government, promote the implementation of government decisions, provide information and training, review legislation and draft laws as well as analyse policies and monitor and assess reforms. In addition, two thirds of the member states report that they perform research and development in their governmental gender equality bodies, which actually is not typical activity inside the Ministries. (Table 3; see also Appendix 1: Table 13.)

Table 3: The main functions of the governmental gender equality body in the EU member states (25)

The main functions of the governmental gender equality body	
Coordination and development of gender mainstreaming	25
EU affairs and international affairs	25
Policy formulation for the government	24
Promotion of the implementation of government decisions	23
Information, publishing and training	23
Reviewing legislation, law drafting	22
Policy analysis, monitoring and assessment of reforms	21
Research and development	16

Other functions mentioned in regard to the governmental gender equality body were legal counselling and acting in court (Belgium), administration of positive actions to promote equal opportunities for women (Ireland and Slovenia) and scrutinizing government data from a gender equality perspective as a basis for decisions (Sweden). Governmental gender equality bodies also co-operate with civil society actors and organize support and aid for organizations and projects in the field of gender equality.

In respect of the mandates of the governmental gender equality bodies the member states attain the PFA objectives very well. The differences between the functions of the governmental gender equality bodies reside within the bodies that are located inside the ministerial structures, whereas the independent bodies located outside the Ministries (in Belgium, Malta and Slovenia) have almost without exception all of the functions mentioned above⁵. This further emphasizes the fact that some functions, for example research and development, are more typically performed outside the ministerial structures.

⁵ The gender equality body in Malta has all of the presented functions except policy formulation for the government.

Government action plan (Indicator 1)

Because of their importance within the PFA objectives, the existence of an action plan and a reporting system is included in the first indicator, which represents the government responsibility and commitment for gender equality issues. Other components are the level of highest responsibility and the existence, location and functions of the governmental body described above.

Table 4: Action plan on gender equality and the system of reporting regularly to legislative bodies

EU25	Government action plan	Reporting to parliament	Neither
Belgium		x	
Czech Republic	x		
Denmark	x	x	
Germany			x
Estonia			x
Greece	x	x	
Spain	x		
France	x	x	
Ireland	x	x	
Italy			x
Cyprus		x	
Latvia	x	x	
Lithuania	x	x	
Luxembourg	x	x	
Hungary			x
Malta		x	
Netherlands	x	x	
Austria		x	
Poland			x
Portugal	x	x	
Slovenia	x	x	
Slovakia	x		
Finland	x		
Sweden	x	x	
United Kingdom		x	
Total (% of the member states)	60 %	64 %	20 %

More than half of the EU member states (15) have an action plan on gender equality adopted by the Government or Parliament. The majority of these are multiyear plans, which are set up for at least three years. There are annually formulated or updated plans in the Czech Republic and in Denmark. Member states that do not have a government action plan on gender equality may still have high-level strategic targets in specific areas of gender equality (the United Kingdom) or legislation that regulates actions for promoting gender equality (Austria). In Belgium, Cyprus, Hungary, Poland and Spain the action plan on gender equality is under preparation or forthcoming in the near future. Action plans on gender equality are somewhat more common in the older member states. (Table 4.)

In about two thirds of the member states (16) there is a system of reporting regularly to the national or federal legislative bodies on the progress of gender equality efforts (Table 4). In these cases, reporting takes place in most of the member states annually, biannually or in some cases by request. Sweden and France noted that reporting is an integral part of the annual budget process. A regular system of reporting is somewhat more common in the older member states. 11 EU member states have both a government action plan for gender equality and report to legislative bodies, while 5 member states do not have neither of them.

3.2 Independent body for the promotion of equal treatment for women and men

As many as 22 member states reported about the existence of an independent body in charge of promotion of equal treatment for women and men. Half of these bodies (11) focus solely on discrimination on grounds of sex⁶. The other half (11) handle equal treatment of women and men in the same independent body that focuses on discrimination on other grounds as well. The remits of some of these bodies may be reconsidered. E.g. the remit of the independent body of Malta will be widened to cover other areas of antidiscrimination. An independent body for the protection of equal treatment of women and men is under preparation in Luxembourg. In Italy there are other arrangements for the protection of equal treatment of women and men without discrimination on grounds of sex, namely a national, regional and local network of Equality Advisors. (Table 5.)

Many member states have also an advisory body or some other similar national or federal body for the promotion of gender equality. In Austria, Belgium, the Czech Republic, Cyprus, Italy, Lithuania, Slovakia, the United Kingdom, Finland and Sweden there is an advisory body or a negotiating council for promoting gender equality. Some member states have also inter-ministerial workgroups, parliamentary committees or women's parliamentary networks that take part in the promotion of gender equality. The only member state that reports having a separate equality tribunal is Ireland. The Equality Tribunal is a forum for hearing and mediating complaints of alleged discrimination and its decisions and settlements are legally binding.

⁶ This group includes also Belgium, Malta and Spain whose autonomous gender equality bodies have both the main functions of governmental gender equality policies and the mandate of the protection against discrimination on grounds of sex.

Table 5: Existence of an independent body for protection of equal treatment

EU25	An independent body for protection against discrimination			Other Arrangements
	On grounds of sex	On several grounds	Under preparation	
Belgium	x			
Czech Republic		x		
Denmark	x			
Germany		x		
Estonia	x			
Greece		x		
Spain	x			
France		x		
Ireland		x		
Italy				x
Cyprus	x			
Latvia		x		
Lithuania		x		
Luxembourg			x	
Hungary		x		
Malta	x			
Netherlands		x		
Austria		x		
Poland			x	
Portugal	x			
Slovenia	x			
Slovakia		x		
Finland	x			
Sweden	x			
United Kingdom	x			
Total (% of the member states)	44 %	44 %	8 %	4 %

3.3 Personnel resources available for the gender equality work

Personnel resources available for the governmental gender equality body (Indicator 2a)

The number of employees of the governmental gender equality body in the member states ranges from 2 to 214. The biggest equality bodies in terms of person years are in France (214 employees) and Spain (113 employees). The number of employees is given in person years meaning full-time, all-year employment excluding all project personnel that do not receive funding from the state budget.

Table 6: The personnel resources available for the governmental body for promoting gender equality (full-time, all-year employees in person years)

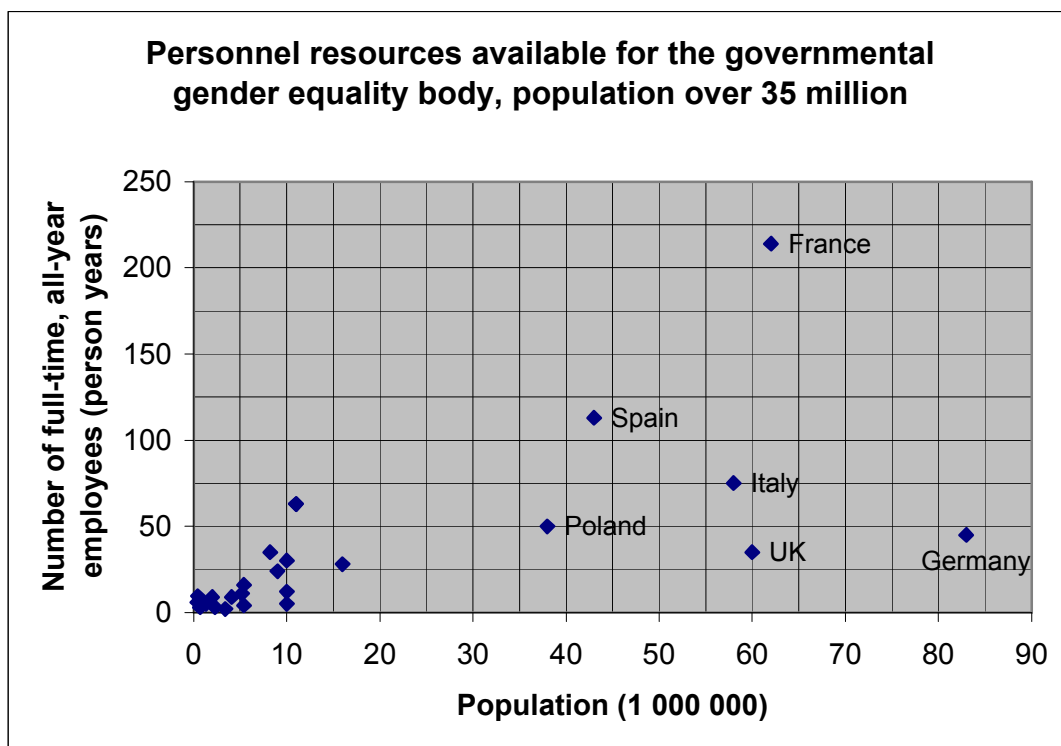
	Population (1 000 000)	Employees (person years)	Employees per population
EU25			
Belgium	10	30	3,0
Czech Republic	10	5	0,5
Denmark	5,4	16	3,0
Germany	83	45	0,5
Estonia	1,3	5	3,8
Greece ⁷	11	63	5,7
Spain	43	113	2,6
France	62	214	3,5
Ireland	4,1	9	2,2
Italy	58	75	1,3
Cyprus	0,7	3	4,3
Latvia	2,3	3	1,3
Lithuania	3,4	2	0,6
Luxembourg	0,45	9,5	21,1
Hungary	10	12	1,2
Malta	0,4	6	15,0
Netherlands	16	28	1,8
Austria	8,2	35	4,3
Poland	38	50	1,3
Portugal	11	63	5,7
Slovenia	2	9	4,5
Slovakia	5,4	4	0,7
Finland	5,2	11	2,1
Sweden	9	24	2,7
United Kingdom	60	35	0,6

Total population on 1 January 2005 (Eurostat).

For the purpose of comparison the member states can be divided roughly into two groups according to their population. In the biggest EU member states (more than 35 million people) there are at least 35 employees working in the governmental gender equality body. (Table 6; Chart 1.) In the smaller member states (16 million people or less), the employees of the governmental gender equality body range from 2 to 63. (Chart 2.) In all, compared to the size of a member state the biggest equality bodies are in Luxembourg, Malta, Greece, Portugal, Slovenia, Cyprus and Austria. Relatively small equality bodies are by contrast in the Czech Republic, Germany, United Kingdom, Lithuania and Slovakia. (See also Table 6.)

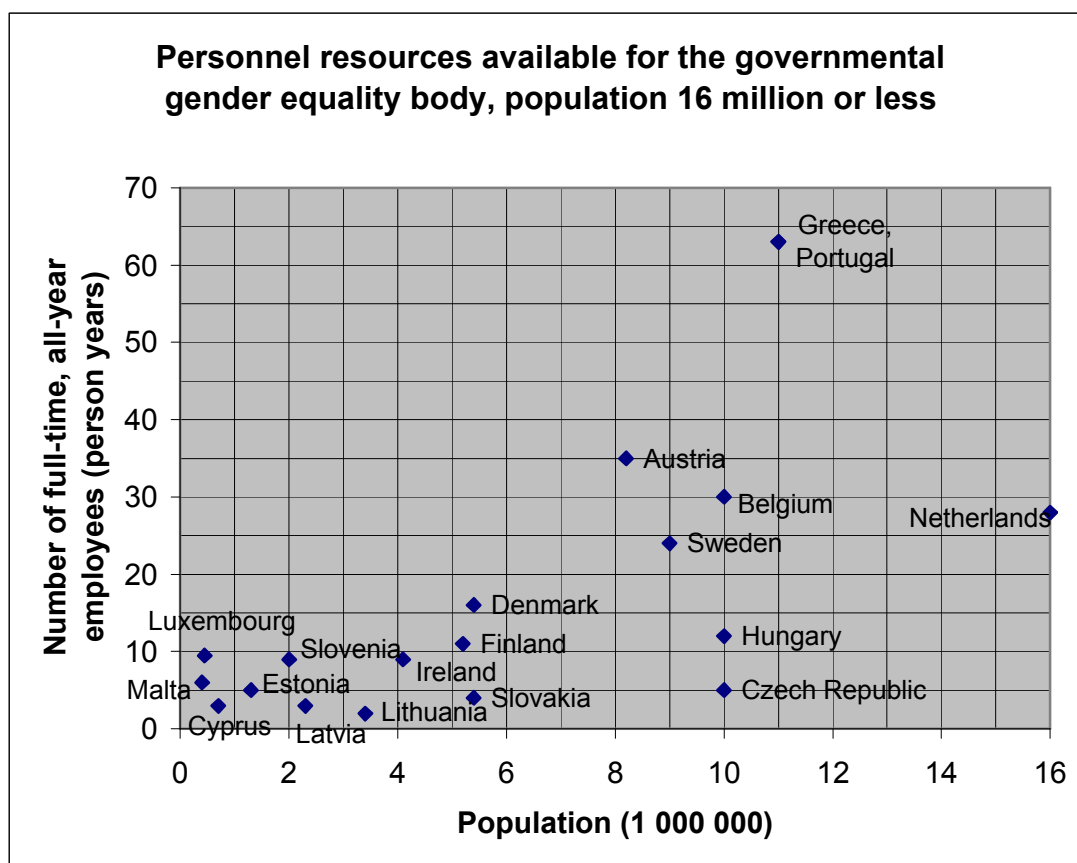
⁷ In Greece 73 new posts were created very recently by a new law in the governmental gender equality body. The administrative procedure of filling the new vacant positions will last for at least one year.

Although a comparison is made between the number of the employees and the population, it has to be noted that the workload of the governmental equality body does not increase in direct proportion to the population. Despite the population the basic functions of the body are almost the same as appears from the question concerning the mandate and functions of the body, which means that a certain minimum number of employees are needed irrespective of population. This is why the smallest member states tend to score very well on this scale.



Total population on 1 January 2005 (Eurostat).

Chart 1: Personnel resources available for the governmental gender equality body. EU member states with population over 35 million



Total population on 1 January 2005 (Eurostat).

Chart 2: Personnel resources available for the governmental gender equality body. EU member states with population of 16 million or less

In federal states like Belgium and Germany, there are governmental gender equality bodies also at national levels. The personnel of these bodies are not taken into account in this measurement, which may underestimate the number of personnel working with government gender equality policies in federal states. Spain is not a federal state, but there are Autonomous Communities, which have a certain level of autonomy, including gender equality competences. They may have gender equality bodies and personnel, which are not counted here. In many member states there are gender equality bodies or experts also at the regional and local level. These are not counted in this measurement, which focuses on the central administration of the government. Thus the numbers given do not give the whole picture of government allocations to the administrative personnel working for gender equality as the personnel working outside the central level is not counted.

Personnel resources available for the designated body or bodies for promotion of equal treatment of women and men (Indicator 2b)

The personnel resources available for the independent bodies for promotion of equal treatment vary substantially among the member states. In Greece, Latvia, Slovenia, Estonia, Slovakia and Cyprus the independent bodies have one or two full-time employees solely in charge of combating discrimination on grounds of sex. On the other hand, especially big bodies in terms of full-time

employees exist in the UK (165 employees), Sweden (28), and Portugal (19). Also France and the Netherlands have big independent bodies for the promotion of equal treatment. However, the figures available for France and the Netherlands, and also for Hungary, are not comparable with those of the other member states as they stand for the personnel that is in charge of combating discrimination on several other grounds as well. (Table 7.)

Table 7: The personnel resources available for the designated body for protection against discrimination on grounds of sex (full-time, all-year employees in person years)

	Population (1 000 000)	Independent body		Employees (in person years) available for Governmental/ Independent body**
		Employees (in person years) available for protection against discrimination on grounds of sex	Employees (in person years) available for protection against discrimination on several grounds*	
Belgium	10			30
Czech Republic	10	5		
Denmark	5,4	4		
Germany	83	-		
Estonia	1,3	1		
Greece	11	1		
Spain	43			113
France	62		66	
Ireland	4,1	6		
Italy	58	-		
Cyprus	0,7	2		
Latvia	2,3	1		
Lithuania	3,4	3,5		
Luxembourg	0,45	-		
Hungary	10		7	
Malta	0,4			6
Netherlands	16		42	
Austria	8,2	14,5		
Poland	38	-		
Portugal	11	19		
Slovenia	2	1		
Slovakia	5,4	1,5		
Finland	5,2	9,5		
Sweden	9	28		
United Kingdom	60	165		

Total population on 1 January 2005 (Eurostat).

* The number indicates the personnel that are in charge of combating discrimination on several grounds including sex.

** The independent body with its personnel resources indicated here is the same one that has the main functions of governmental gender equality policies described above (the governmental body for gender equality).

There are, however, several limitations to the comparability of the data of personnel resources for the promotion of equal treatment of women and men. There are three types of bodies employing personnel for the promotion of equal treatment of women and men. The first type of independent bodies, existing in eleven member states, handles promotion of equal treatment solely on grounds of sex. However, three of these bodies are also the governmental gender equality bodies (Spain, Belgium, and Malta). The numbers of personnel of these three relatively big independent bodies are not comparable with the numbers given for personnel working solely with promotion of equal treatment on grounds of sex in other types of independent bodies. Therefore data given for these three bodies will be omitted from comparison in the formation of the indicator 2b.

The second type, existing also in eleven member states, handles promotion of equal treatment on several grounds. The member states were asked to give an estimate on the number of personnel working solely with equal treatment on grounds of sex. Seven member states out of eleven gave such an estimate. In Germany the body is still under construction. The result is that the numbers of personnel of altogether seven member states, which have an independent body for promotion of equal treatment of people on several grounds including sex, are comparable with the numbers of personnel working in independent bodies for promotion of equal treatment solely on grounds of sex. This means that the data on personnel of 15 member states are comparable with each other.

Personnel resources available for both governmental and independent bodies for the gender equality work

The measurement of personnel resources available for the gender equality work at the governmental body and at the independent body (referred to in Directive 2002/73/EC) sets a basis for the second indicator. It is divided into two parts in order to maintain its informative value. Indicator 2a is reserved for the personnel resources of the governmental gender equality bodies, and indicator 2b for the personnel resources of the independent bodies for the promotion of equal treatment of women and men.

Although there are certain limitations in the comparability of the personnel resources of the governmental gender equality bodies, the data received allow a relatively firm basis for the calculation of the values of the indicator 2a.

The other indicator 2b, which concerns the personnel of the independent body for promotion of equal treatment of men and women, is counted on the basis of the data given for those 15 member states for which the data on personnel are comparable.

3.4 Involvement of the civil society actors in the governmental work for gender equality

Almost all EU member states reported on active involvement of the civil society actors – such as women’s NGOs, other non-governmental organisations and social partners – in the work for the promotion of gender equality at national or federal level. The most common ways of cooperation and involvement are dissemination of information and publications, arranging conferences and seminars and consulting civil society actors on a regular basis in the preparatory process of gender equality reforms. Civil society actors are also invited to participate in various kinds of temporary bodies, committees, commissions and working groups. In addition, meetings and hearings are arranged in many member states on a regular basis to allow discussion and deliberation with the civil society actors on the government’s efforts and policies on gender equality. The civil society actors are represented in an advisory body attached to the Ministry responsible for gender equality in about half of the member states. (Table 8.)

Table 8: Involvement of the civil society actors in the governmental work for gender equality in the EU member states (25)

	Involvement of women's NGOs	Involvement of Social partners
Civil society actors are represented on in an advisory body attached to the Ministry responsible for gender equality	15	12
Actors of civil society are invited on a regular basis to participate in various kinds of temporary bodies	18	20
Civil society actors are consulted on a regular basis in the preparatory process of gender equality reforms	20	19
Meetings, hearings etc. are arranged on a regular basis to allow discussion and deliberation with the civil society actors	17	15
Conferences, seminars etc. are arranged in cooperation with the civil society actors	24	22
Dissemination of information, publications etc. to civil society actors	24	23

Among the EU member states the involvement of non-governmental organizations, especially the involvement of women's NGOs, is somewhat more common than the involvement of social partners. Only in temporary bodies for assessment and development of gender equality policies social partners are represented a bit more often. In all, the member states that according to the survey allow most active participation of both women's NGOs and social partners are Belgium, Cyprus, France, Germany, Slovakia, Sweden and Luxembourg. By contrast, there is less civil society involvement in the gender equality work in Austria, the Netherlands, Malta, Estonia and Italy. In Greece, Malta and the Netherlands the NGOs take more actively part in the governmental gender equality work than social partners. On the contrary, in the United Kingdom mainly the social partners are involved. In other member states the amount of involvement of the NGOs and social partners go hand in hand.

In respect of the involvement of civil society actors the Beijing commitments are fulfilled very well. Because of the limited number of the indicators, the question of the involvement of civil society actors is not however used as a basis for an indicator formulated here.

3.5 Gender mainstreaming (Indicator 3)

In most of the member states the commitment on gender mainstreaming in public administration is either a legal obligation (9) or a de facto binding decision (9) of the Government. In addition there is a recommendation of the Government on gender mainstreaming in three (3) member states. Also the rest of the member states (4) have some kind of a commitment of the Government on gender mainstreaming. For example in Portugal there is a political commitment stated in the Government's Programme and in the National Plan for Equality. In Slovakia there is a PHARE Twinning Project in progress. The aim of the project is to build a sufficient administrative structure for the implementation of gender mainstreaming in the Slovak Republic. In addition the Belgian Government has passed a bill on gender mainstreaming. After the parliamentary adoption every federal public authority will be obligated to integrate the gender dimension into its policy processes. (Table 9.)

An interesting feature is that among the new member states the commitment on gender mainstreaming is often a legal obligation, whereas among the older member states the commitment is often a de facto binding decision. In both groups the other types of commitment are about as prevalent.

Table 9: Status of commitment of the Government on gender mainstreaming in public administration

EU25	Legal obligation	De facto binding decision	Recommendation	Some other kind of commitment
Belgium				x
Czech Republic		x		
Denmark	x			
Germany	x			
Estonia	x			
Greece		x		
Spain		x		
France	x			
Ireland		x		
Italy			x	
Cyprus			x	
Latvia	x			
Lithuania	x			
Luxembourg		x		
Hungary	x			
Malta		x		
Netherlands			x	
Austria		x		
Poland				x
Portugal				x
Slovenia	x			
Slovakia				x
Finland	x			
Sweden		x		
United Kingdom		x		
Total (%) of the member states	36 %	36 %	12 %	16 %

Structures of gender mainstreaming

In almost all member states there is some kind of an inter-ministerial structure to carry out gender mainstreaming in the government, such as a coordinating body, working group, management by results or a network of contact persons. However, only eleven member states have established a clear-cut co-ordinating body or a working group, while eight member states have only contact persons or other initial forms of gender mainstreaming structures. Five member states report that there is no structure for gender mainstreaming. In Ireland a National Women's Strategy is nearing completion. It will propose a steering committee to report to Government on progress of gender mainstreaming. (Table 10.)

Table 10: Structures of gender mainstreaming

EU25	Inter-ministerial coordination structure	Contact persons in the ministries	No structures
Belgium			x
Czech Republic	x		
Denmark	x		
Germany	x	x	
Estonia		x	
Greece			x
Spain		x	
France	x		
Ireland			x
Italy		x	
Cyprus		x	
Latvia	x		
Lithuania	x	x	
Luxembourg	x	x	
Hungary			x
Malta			
Netherlands	x		
Austria	x	x	
Poland		x	
Portugal		x	
Slovenia			x
Slovakia		x	
Finland	x	x	
Sweden	x	x	
United Kingdom		x	

Methods of gender mainstreaming

Application of the gender impact assessment measures were asked in law drafting, gender impact assessment in the drafting of various kinds of policy programmes, action plans and development projects and gender budgeting. The use of these methods was measured on a four-level scale where alternatives were: a method is a) widely used in most ministries, b) used by some ministries, c) still at its initial stage, and d) practically an unknown concept. The results are shown in Table 11.

The most commonly used method among the EU member states is gender impact assessment, while gender budgeting is still quite unknown a method. Gender impact assessment in law drafting is widely used in the Czech Republic and Denmark and used in some ministries in a total of eight EU member states. However, about half of the member states report that it is still at its initial stage or almost totally an unknown concept. Almost the same distribution goes for gender impact assessment in the drafting of programmes and projects, which is widely used only in Spain. The situation is even worse for gender budgeting, which is virtually absent in the member states. Only the Czech Republic, Denmark and Sweden report that it is used in some of their ministries. In all, the instruments of gender mainstreaming are more commonly used in the older member states, whereas the majority of new member states are still starting up their work in the field of gender mainstreaming. (Table 11; Appendix 1: Table 14.)

Table 11: The use of gender mainstreaming methods in the EU member states (25)

	Widely used in most ministries	Used in some ministries	Still at its initial stage	Practically an unknown concept
Gender impact assessment in law drafting	2	9	11	3
Gender impact assessment in the drafting of programmes and projects	1	9	14	1
Gender budgeting	0	3	12	10

The scale turned out a bit problematic because it did not provide an alternative for the situation when a method is used to some extent in many ministries. For example in Finland gender impact assessment in law drafting is used in most ministries but it is not used widely. The alternatives however were meant to demonstrate a scale that ranges from (almost) never to (almost) always. Therefore for example in Finland the answer “used in some ministries” was chosen. This may have had some impact on the answers of other member states as well.

3.6 Generating data and information disaggregated by sex

In the PFA it is also required that national and regional statistical services and relevant governmental services ensure that statistics related to individuals are collected, compiled, analysed and presented by sex and age and reflect problems, issues and questions related to women and men in society. Every EU member state reports that it has realised the commitment at least to some extent. However, only half of the member states (12) report that they have realised the commitment to a great (10) or a very great extent (2). (Table 12.) Because of the limited number of indicators there is no space for an indicator on statistics.

Table 12: Generating data and information disaggregated by sex for planning and evaluation in the EU member states (25)

Generating data and information disaggregated by sex	
To a very great extent	2
To a great extent	10
To a moderate extent	10
To some extent	3
To no extent	0

4 Indicators

Indicator 1. Status of governmental responsibility in promoting gender equality

Indicator 1 is based on the first set of the PFA strategic objectives on institutional mechanisms for the advancement of women and includes the questions about the highest responsibility for promoting gender equality at the governmental level, the existence, location and functions of the governmental gender equality body as well as the accountability and cross-sectionality of the Government gender equality policies. It is a sum indicator with a maximum value of 10.

A member state receives ten points if the highest responsibility for promoting gender equality is vested with a Cabinet Minister, if there is a permanent governmental gender equality body at the highest level in a Ministry (or it forms itself an entire Ministry), if it has the main functions of 1) policy formulation for the government, 2) reviewing legislation, law drafting, 3) promotion of the implementation of government decisions and 4) coordination and/or development of gender mainstreaming, and if the member state has both an action plan for promoting gender equality and a system of reporting regularly to legislative bodies.

- More specifically, in the first question about the highest responsibility for promoting gender equality (max 2 points) a member state receives two points if the responsibility is vested with a Cabinet Minister. It receives one point if the responsibility is vested with an assistant Minister or a State Secretary and zero points if there is no responsibility for promoting gender equality at the governmental level.
- In the second question about existence and permanence of the governmental body for promoting gender equality (max 2 points) a member state receives two points if the status of the governmental body for promoting gender equality is permanent. It receives one point if the body is only temporary and zero points if it has no governmental body for promoting gender equality.
- In the third question about the location of the governmental body (max 2 points) a member state receives two points if the governmental body is located at the highest level in a Ministry or forms itself an entire Ministry. It receives one point if the body is located at the intermediate level in a Ministry and zero points if it is located at the lower level in a Ministry or is an independent body outside the ministerial structures.
- In the fourth question about the functions of the governmental body (max 2 points) a member state receives 0,5 points for each of the functions mentioned above.
- In the fifth question about accountability of the government for the promotion of gender equality (max 2 points) a member state receives two points if it has both a national action plan on gender equality and a regular system of reporting to legislative bodies. It receives one point if it has only one of them and zero points if it has neither.

The distribution of the values of the first indicator shows that the member states fulfil the PFA objectives of national gender equality machineries very well. In most member states the highest responsibility for promoting gender equality is vested with a Cabinet Minister, there is a permanent gender equality body with a fairly good status in the government hierarchy and a mandate to deliver the main functions for promoting gender equality. There are also mechanisms for ensuring the accountability of the Government for promoting gender equality.

In all, a total of eleven member states receive at least nine points and as many as twenty member states at least eight points. Full ten points are received by Denmark, Luxembourg and Sweden.

Indicator 1: Status of governmental responsibility in promoting gender equality

EU25	Highest responsibility at the governmental level	Governmental body for promoting gender equality	Level of location of the governmental body	Functions of the governmental body	Accountability and cross-sectionality	Total (of 10)
Denmark	2	2	2	2	2	10
Luxembourg	2	2	2	2	2	10
Sweden	2	2	2	2	2	10
Austria	2	2	2	2	1	9
Cyprus	2	2	2	2	1	9
France	1	2	2	2	2	9
Greece	2	2	2	1	2	9
Latvia	2	2	1	2	2	9
Lithuania	2	2	1	2	2	9
Portugal	1	2	2	2	2	9
Spain	2	2	2	2	1	9
Ireland	2	2	1	1,5	2	8,5
Czech Republic	2	2	1	2	1	8
Estonia	2	2	2	2	0	8
Finland	2	2	1	2	1	8
Germany	2	2	2	2	0	8
Netherlands	2	2	1	1	2	8
Slovakia	2	2	1	2	1	8
Slovenia	2	2	0	2	2	8
United Kingdom	2	2	1	2	1	8
Belgium	2	2	0	2	1	7
Hungary	2	2	1	2	0	7
Italy	1	2	2	2	0	7
Poland	2	1	2	2	0	7
Malta	2	2	0	1,5	1	6,5

In the question about the level of location of the governmental gender equality body the values of the member states are spread out to some extent. Thirteen member states have reached the PFA objectives and have the institutional machinery for promoting gender equality at the highest possible level of Government. However, the others have the body at the intermediate level or, as in three member states, outside the ministerial structures.

The variation is somewhat bigger also in the question about the government action plan and a system of reporting to legislative bodies. In twenty member states there is at least one of these policy measures. However, there is room for improvement in those fourteen member states that do not yet have an action plan on gender equality or a system of reporting to legislative bodies.

Indicator 2a. Personnel resources of the governmental gender equality body

Indicator 2a indicates the ratio of personnel resources available for the governmental gender equality body compared to the size of the member state in terms of population. It thereby represents a government commitment on promoting gender equality in terms of resource allocation for the governmental gender equality body⁸. The number of employees is given in person years meaning full-time, all-year employment excluding all project personnel that do not receive funding from the state budget. The indicator is calculated from the ratio of employees per population (millions) in each member state and it describes the deviation from the median, which in this case is 2,6.

Methodological note

The indicator 2 was formed bearing in mind the basic functions that the equality body must carry out regardless of the size of a member state (see e.g. Indicator 1). Otherwise, however, the ratio was naturally formed depending on the size of the member state. At first, the ratio of personnel resources to the population was formed (full-time employees in person years per population in millions). It was thereafter noticed that the mean (5,1) did not provide an ideal reference value because it was distorted by the two considerably high values of Luxembourg and Malta⁹. If the mean was used as an average most of the member states would have scored under it and thereby got a negative value as their ratio.

Thus the median was chosen as a benchmark to which the values of the member states would be compared. The median is the middle element when the data set is arranged in order of magnitude. The ratio indicator thereby indicates the deviation from the median, which in this case is 2,6 (the value of Spain). Half of the member states score negative and the other half positive values (except that Spain scores naturally zero). With this ratio indicator it is possible to follow and demonstrate even the slightest changes in the number of employees of the governmental bodies for promoting gender equality in the EU member states. It also helps to avoid problems with the categorization of the member states roughly into few groups by their size¹⁰.

⁸ The government commitment could also be measured by budget allocations to the governmental body for promoting gender equality. However, it is too difficult to collect and measure comparable data for this. Therefore this approximate value is used instead. The other challenge is that the indicator does not take account of the size of the member state's government budget as a whole. However, this consideration would have made the indicator much more complex.

⁹ These member states have about six to ten full-time employees for promoting gender equality and less than half a million people. Thereby they get ratios 21,1 (Luxembourg) and 15,0 (Malta) while others score under six.

¹⁰ For example categorization into three groups (big, medium size and small) would form groups in which the population of the member states might still vary by tens of millions.

One challenge related to the indicator is that it does not include the personnel of all gender equality bodies in the member states working in the government administration. This is a problem because other equality bodies might perform almost the same functions as the governmental body intended here. Because of the different gender equality machineries in the member states it is however difficult to produce comparable data including all personnel that is involved in promoting gender equality in all relevant national or federal equality bodies. Thereby the measurement is limited to the actual government gender equality bodies in central administration ¹¹. The other challenge is that the success of the indicator rests on the number of employees member states have given in their answers. In the questionnaire it is emphasized that the number of personnel resources should be given in person years and it should only include full-time, all-year employment. Thereby it should not include for example the project personnel that receives its funding from the EU.

Indicator 2a: Personnel resources of the governmental gender equality body (full-time, all-year employees in person years)

	Population (1000 000)	Employees (person years)	Employees/Population (1000 000)	Deviation from median (2,6)
EU25				
Luxembourg	0,45	9,5	21,1	18,5
Malta	0,4	6	15,0	12,4
Greece	11	63	5,7	3,1
Portugal	11	63	5,7	3,1
Slovenia	2	9	4,5	1,9
Cyprus	0,7	3	4,3	1,7
Austria	8,2	35	4,3	1,7
Estonia	1,3	5	3,8	1,2
France	62	214	3,5	0,9
Belgium	10	30	3,0	0,4
Denmark	5,4	16	3,0	0,4
Sweden	9	24	2,7	0,1
Spain	43	113	2,6	0,0
Finland	5,2	13	2,5	-0,1
Ireland	4,1	9	2,2	-0,4
Netherlands	16	28	1,8	-0,9
Poland	38	50	1,3	-1,3
Latvia	2,3	3	1,3	-1,3
Italy	58	75	1,3	-1,3
Hungary	10	12	1,2	-1,4
Slovakia	5,4	4	0,7	-1,9
Lithuania	3,4	2	0,6	-2,0
United Kingdom	60	35	0,6	-2,0
Germany	83	45	0,5	-2,1
Czech Republic	10	5	0,5	-2,1

Total population on 1 January 2005 (Eurostat).

¹¹ In addition to the other gender equality bodies the indicator does not take into consideration the degree of privatisation of gender equality functions, such as research and development.

One way to evaluate the success of the indicator is to examine the values and the variation of the data. It can be seen that the indicator values settle mainly between -2,1 and 3,1 with a fairly even variation at both ends. It should be noted that all the top eight member states are relatively small member states, including the three smallest states in terms of population – Malta, Luxembourg and Cyprus. This may signify that the indicator favours smaller member states over the bigger ones. However, it must also be noted that the gender equality bodies for example in Malta, Luxembourg, Greece and Portugal are at any rate considerably big. Also France scores well with its notably large body for promoting gender equality even though it is a large member state.

As noted earlier in this paper the functions and mandates of a governmental gender equality body require a certain minimum of employees regardless of the population. This means that even the smallest states need to employ a certain minimum, which tends to result in top scoring for small member states. This also means relatively higher expenditures for the smallest states. On the other hand, a very small number of employees in the smallest member states may cause problems. Among the member states that settle in the middle and in the lower end there are both big and small member states. In all, this indicator seems to function as a legitimate estimate of the amount of personnel resources available for the administrative functions of the governmental gender equality bodies.

Indicator 2b. Personnel resources of the designated body or bodies for the promotion of equal treatment of women and men

Indicator 2b indicates a ratio of personnel resources available for the designated body for the promotion of equal treatment of women and men compared to the size of the member state in terms of population. It thereby represents a government commitment on promoting gender equality in terms of resource allocation for the protection and promotion of equal treatment in accordance with Directive 2002/73/EC. The number of employees is given in person years meaning full-time, all-year employment excluding all project personnel that do not receive funding from the state budget. The indicator is calculated from the ratio of employees per population (millions) in each member state and it describes the deviation from the median, which in this case is 1,0.

As for the details of how the values of the indicator 2b are calculated, please, see the methodological note related to the indicator 2a above.

The values of the indicator are calculated this time on the basis of the data given by 15 member states for reasons of comparability given earlier in chapter 3.3. This is the greatest problem with the indicator 2b. The indicator does not reflect the situation of the member states at a certain point of time but the situations are changing rapidly in member states which designate and arrange independent bodies for the promotion of equal treatment.

In future updatings of the indicator 2b special consideration has to be given to data collection. Currently only 8 member states have independent bodies in which all personnel is working with the promotion of equal treatment of women and men. In the other member states the bodies handle promotion of equal treatment on several grounds, one of which is sex, or the body has also other functions, or a special body is still under preparation. In these other cases of existing bodies, a careful estimate of the number of personnel dealing solely with promotion of equal treatment on grounds of sex, is needed.

A comparison of the values of indicators 2a and 2b shows, that there are more personnel in the government gender equality bodies than there are for the promotion of equal treatment of women and men. Most member states have at least about two employees per one million inhabitants in their government gender equality bodies, while only one fifth of the member states (for which there are comparable data) reach the same bottom line in promotion of equal treatment of women and men.

Indicator 2b: The personnel resources of the designated body or bodies for the promotion of equal treatment of women and men (full-time, all-year employees in person years)

	Population (1 000 000)	Independent body		Deviation from median (1,0)
		Employees (in person years)	Employees /Population (1 000 000)	
Sweden	9	28	3,1	2,1
Cyprus	0,7	2	2,9	1,9
United Kingdom	60	165	2,7	1,7
Austria	8,2	14,5	1,8	0,8
Finland	5,2	9,5	1,8	0,8
Portugal	11	19	1,7	0,7
Ireland	4,1	6	1,5	0,5
Lithuania	3,4	3,5	1,0	0
Estonia	1,3	1	0,8	-0,2
Denmark	5,4	4	0,7	-0,3
Czech Republic	10	5	0,5	-0,5
Slovenia	2	1	0,5	-0,5
Latvia	2,3	1	0,4	-0,6
Slovakia	5,4	1,5	0,3	-0,7
Greece	11	1	0,1	-0,9

Total population on 1 January 2005 (Eurostat).

The indicator seems to be quite successful in relation to the variation of values round the median. All of the values settle between 2,1 and -0,9, with a slightly wider variation in the positive end of the indicator. The values of the smallest member states scatter evenly round the median. Even the biggest bodies in absolute numbers, which are in UK and Sweden, are by no means out of scale in relation to the bodies in other member states.

If the indicator 2a favours small member states, no such effect is to be found in regard to the indicator 2b. In five member states the number of personnel dealing with promotion of equal treatment of women and men varies from 1 to 1,5 in terms of full-time, all-year person years. Although the relative positions of these cases do not deviate very much from the median, it can be asked whether effective promotion and protection of equal treatment can be reached with so scanty personnel resources.

Indicator 3. Gender mainstreaming

Indicator 3 is based on the second main objective of the PFA critical area of institutional mechanisms and indicates government commitment and status of gender mainstreaming in the EU member states. It includes the questions of the status of commitment of the Government on gender mainstreaming in public administration, structures of gender mainstreaming and the implementation of gender mainstreaming methods. This indicator is again a sum indicator with a maximum value of 10.

A member state receives ten points if the commitment of the Government is a legal obligation, if there is some inter-ministerial structure of gender mainstreaming (such as a co-ordinating body or a network of contact persons), if gender impact assessment (in law drafting as well as in the drafting of programmes and projects) and gender budgeting are widely used in most ministries.

- More specifically, in the first question about the commitment of the Government on gender mainstreaming (max 2 points) a member state receives two points if the Government's commitment on gender mainstreaming is a legal obligation. It receives 1,5 points if the commitment is a de facto binding decision, one point if it is a recommendation, 0,5 points if it is some other kind of commitment and zero points if there is no commitment at all.
- In the second question about the structures of gender mainstreaming (max 2 points) a member state receives two points if it has some inter-ministerial structure of gender mainstreaming and zero points if it has no gender mainstreaming structures at all.
- In the third question about gender impact assessment in law drafting (max 2 points) a member state receives two points if the method is widely used in most ministries. It receives one point if the method is used in some ministries, 0,5 points if it is at its initial stage and zero points if it is practically an unknown concept at the governmental level. Also in the fourth question about gender impact assessment in the drafting of programmes and projects and in the fifth question about gender budgeting the points are dealt out respectively.

Indicator 3: Gender mainstreaming

EU25	Commitment of the government	Structures of gender mainstreaming	Gender impact assessment in law drafting	Gender impact assessment in the drafting of programmes and projects	Gender budgeting	Total (of 10)
Denmark	2	2	2	1	1	8
Czech Republic	1,5	2	2	1	1	7,5
Finland	2	2	1	1	0,5	6,5
France	2	2	1	1	0,5	6,5
Germany	2	2	1	1	0,5	6,5
Spain	1,5	2	1	2	0	6,5
Sweden	1,5	2	1	1	1	6,5
United Kingdom	1,5	2	1	1	0,5	6
Lithuania	2	2	1	0,5	0,5	6
Latvia	2	2	0,5	0,5	0,5	5,5
Austria	1,5	2	0,5	0,5	0,5	5
Italy	1	2	0,5	1	0,5	5
Luxembourg	1,5	2	0,5	0,5	0,5	5
Estonia	2	2	0	0,5	0	4,5
Netherlands	1	2	1	0,5	0	4,5
Cyprus	1	2	0	0,5	0,5	4
Slovenia	2	0	0,5	1	0,5	4
Hungary	2	0	1	0,5	0	3,5
Portugal	0,5	2	0,5	0,5	0	3,5
Slovakia	0,5	2	0,5	0,5	0	3,5
Ireland	1,5	0	0,5	0,5	0,5	3
Greece	1,5	0	0,5	0,5	0	2,5
Malta	1,5	*	0,5	0,5	0	2,5
Poland	0,5	2	0	0	0	2,5
Belgium	0,5	0	0,5	0,5	0,5	2

* Data missing.

The values in the third indicator are more scattered than for example in the first indicator. This means that the structures and methods of gender mainstreaming are at the moment under construction, unlike the structures of governmental gender equality work, which are already somewhat completed. The indicator values range between two and eight with 13 member states scoring at least five points. The member states that receive more than six points are Denmark (8 points), Czech Republic (7,5 points) and Finland, France, Germany, Spain and Sweden with 6,5 points.

In many of the member states the commitment of the government on gender mainstreaming is either a legal obligation or a de facto binding decision. Also, in most of the member states there is some formal structure to carry out gender mainstreaming at the governmental level. The biggest variation between the member states exists within the use of gender mainstreaming methods. Many of the member states report that the implementation has not really begun or it is still at its initial stage. None of the member states receives six points from the method questions, which means that there is room for improvement in all EU member states.

Appendix 1. Tables 13 and 14.

Table 13: The functions of the governmental gender equality body

EU25	Policy formulation	Reviewing legislation, law drafting	Implementing government decisions	Gender mainstreaming	Policy analysis and assessment of reforms	Research and development	EU and international affairs	Information, publishing and training	Total (of 8)
Austria	x	x	x	x	x	x	x	x	8
Belgium	x	x	x	x	x	x	x	x	8
Cyprus	x	x	x	x	x	x	x	x	8
Czech Republic	x	x	x	x	x	x	x	x	8
Denmark	x	x	x	x	x	x	x	x	8
Estonia	x	x	x	x	x	x	x	x	8
France	x	x	x	x	x	x	x	x	8
Hungary	x	x	x	x	x	x	x	x	8
Luxembourg	x	x	x	x	x	x	x	x	8
Portugal	x	x	x	x	x	x	x	x	8
Slovenia	x	x	x	x	x	x	x	x	8
United Kingdom	x	x	x	x	x	x	x	x	8
Germany	x	x	x	x	x		x		7
Ireland	x		x	x	x	x	x	x	7
Italy	x	x	x	x	x		x	x	7
Latvia	x	x	x	x	x		x	x	7
Lithuania	x	x	x	x	x		x		7
Malta		x	x	x	x	x	x	x	7
Slovakia	x	x	x	x	x		x	x	7
Spain	x	x	x	x	x		x	x	7
Finland	x	x	x	x			x	x	6
Greece	x			x	x	x	x	x	6
Poland	x	x	x	x			x	x	6
Sweden	x	x	x	x			x	x	6
Netherlands	x			x			x	x	4
Total (% of the member states)	96 %	88 %	92 %	100 %	84 %	68 %	100 %	92 %	

Table 14: The use of the main instruments of gender mainstreaming in the EU member states (25)

	Gender impact assessment in law drafting				Gender impact assessment in the drafting of various kinds of policy programmes, action plans and development projects				Gender budgeting			
	Widely used in most ministries	Used by some ministries	Still at its initial stage	Practically an unknown concept	Widely used in most ministries	Used by some ministries	Still at its initial stage	Practically an unknown concept	Widely used in most ministries	Used by some ministries	Still at its initial stage	Practically an unknown concept
EU25												
Austria			x				x				x	
Belgium			x				x				x	
Cyprus				x			x				x	
Czech Republic	x					x				x		
Denmark	x					x				x		
Estonia				x			x					x
Finland		x				x					x	
France		x				x					x	
Germany		x				x					x	
Greece			x				x					x
Hungary		x					x					x
Ireland			x				x				x	
Italy			x			x					x	
Latvia			x				x					x
Lithuania		x					x				x	
Luxembourg			x				x				x	
Malta			x				x					x
Netherlands		x					x					x
Poland				x				x				x
Portugal			x				x					x
Slovakia			x				x					x
Slovenia			x			x					x	
Spain		x			x							x
Sweden		x				x				x		
United Kingdom		x				x					x	
Total (% of the member states)	8 %	36 %	44 %	12 %	4 %	36 %	56 %	4 %	-	12 %	48 %	40 %

Appendix 2. Questionnaire by the Finnish Presidency

Questionnaire by the Finnish Presidency for collecting data on national/federal machineries for the promotion of gender equality for the EU follow-up of Beijing PFA

1. Responsibility at the highest possible level in the government.

The responsibility for promoting gender equality is a matter of the whole government. In most countries a particular responsibility of design, co-ordination and implementation of the Government's gender equality policies is delegated to one Minister.

Question 1.1. Please, indicate the level in which the highest responsibility of the Government for the promotion of gender equality is vested in your country. The highest responsibility is vested with

- 1.1.1. ☐ A cabinet Minister
- 1.1.2. ☐ An assistant Minister
- 1.1.3. ☐ Other, please indicate
- 1.1.4. ☐ Responsibility for promoting gender equality is not particularly ascribed at the Government level. Please, specify ...

Question 1.2. Please, write here the title of the Minister responsible for gender equality at the governmental level (in English) ...

Question 1.3. Please, indicate here (broadly) what are the other fields, if any, the Minister referred to in question 1.1.–1.2. is responsible for (e.g. social protection, employment; maximum 5 fields)

Comments ...

2. Existence of a governmental body for gender equality at national/federal level

Question 2. Please, indicate whether there is a governmental body for the design/coordination/ implementation of government policies for gender equality. Choose the relevant option.

In case there are more than one such bodies, choose here the one in a key position in the design/implementation of the government gender equality policies. (Please, give information on the other national/federal bodies for the promotion of gender equality in question 6)

- 2.1. ☐ Yes, there is a *permanent* governmental body responsible for gender equality. Please, indicate here the name of the body (in English) and the year it was established ...
- 2.2. ☐ Yes, there is a *temporary* governmental body responsible for gender equality. Please, indicate here the name of the body in English and the time period of its present mandate ...
- 2.3. ☐ No, there is no specialized body responsible for the design/ coordination/ implementation of government policies for gender equality. Please, specify the arrangement used for the management of the promotion of gender equality.

Comments ...

3. Level of location of the body for the promotion of gender equality in the government hierarchy

Question 3. Please, indicate the level of location of the national/federal body for the promotion of gender equality referred to in question 2 in the government hierarchy (i.e. in a Ministry or in the Prime Minister's Office). In case the body is located outside the government structures, please specify its relation to the governmental structures. Choose the relevant option.

The governmental gender equality body is

- 3.1. ☐ an entire Ministry
- 3.2. ☐ situated at the *highest* level in a Ministry (e.g. the gender equality body is itself a department in a Ministry, above which is/are the Minister/s and the highest official such as Secretary General)
- 3.3. ☐ at the *intermediate* level in a Ministry (e.g. the body is a unit or a sector in a department)
- 3.4. ☐ at a *lower* level in a Ministry than indicated above in 3.3., please specify
- 3.5. ☐ a separate unit *attached to* a Ministry but not a formal part of it; if so, please specify the body's relation to the Governmental decision making ...
- 3.6. ☐ an independent body *outside* the Ministerial structures (e.g. an independent institution); if so, please specify the relation to the Governmental decision making.

Comments ...

4. Personnel resources available for the governmental body for gender equality at national/federal level

Question 4. Please, state the average number of employees working in the governmental gender equality body referred to in questions 2 and 3. Please, count in terms of person year i.e. full time, all year employment e.g. two persons each of them working half a year make one person year. If it is impossible to give an exact number, please, give an estimate.

4.1. The number of employees in person years in 2005 was _____

4.2. The population of the Member State is _____

5. The mandate or functions of the governmental gender equality body at national/federal level

Question 5. What are the main tasks performed on a regular basis by the governmental gender equality body referred to in questions 2-4? Please, choose the relevant options:

- 5.1. ☐ Policy formulation for the government
- 5.2. ☐ Reviewing legislation, law drafting
- 5.3. ☐ Promotion of the implementation of government decisions
- 5.4. ☐ Coordination and/or development of gender mainstreaming processes and methodologies
- 5.5. ☐ Policy analysis, monitoring and assessment of reforms
- 5.7. ☐ Research and development
- 5.8. ☐ EU- and international affairs
- 5.9. ☐ Information, publishing and training
- 5.10. ☐ Other, please specify

Comments

6. Existence of an independent body for the promotion of equal treatment for women and men designated in accordance with Directive 2002/73/EC, and other national/federal bodies for the promotion of gender equality, not mentioned in questions 2-5.

6.1. Bodies for the promotion of equal treatment

Question 6.1. Please, indicate whether there is an independent body in accordance with Directive 2002/73/EC for the promotion of equal treatment without discrimination on the grounds of sex. Choose the relevant alternative.

6.1.1. ☐ There is an independent body in charge of protection of equal treatment of *women and men* without discrimination on grounds of *sex*. Please indicate the name of the body, the mandate in brief, and the number of employees in person years in 2005 i.e. fulltime, all year employment (e.g. two persons each of them working half a year make one person year). ...

6.1.2. ☐ There is an independent body in charge of protection of equal treatment of *all people* without discrimination on *several* grounds, *one of which is sex*. Please indicate the name of the body, the mandate in brief, and an *estimate* of the number of employees solely charged with combating discrimination on grounds of sex in person years in 2005 as well as the total number of employees in person years in 2005 i.e. fulltime, all year employment (e.g. two persons each of them working half a year make one person year). ...

6.1.3. ☐ An independent body in charge of equal treatment without discrimination i.e. including grounds of sex is presently under preparation. Please, give an estimate of the year of future establishment, as appropriate.

6.1.4. ☐ Other arrangements for the protection of equal treatment of women and men without discrimination on grounds of sex, please specify ...

6.2. Other national/federal bodies for the promotion of gender equality

Question 6.2. Are there other bodies at the national/federal level of major importance for the promotion of gender equality besides those reported in questions 2 to 5 and 6 you would like to mention. Please, give the name, the mandate in brief and the number of employees in person years of the 1-2 most important of the bodies.

6.2.1. ...

6.2.2. ...

Comments ...

7. National/federal action plan on gender equality

Question 7. Is there a national/federal action plan on gender equality adopted by the Government/the Parliament?

8.1. ☐ Yes. Please, specify the time span

8.2. ☐ No

Comments ...

8. Reporting to legislative bodies such as the Parliament on the progress of gender equality efforts

Question 8. There is a system of reporting regularly to the national/federal legislative bodies on the progress of gender equality efforts.

8.1. ☐ Yes.

Please, give a brief account on the system of reporting, eg. an annual/biannual process, the political importance of it, a wide coverage or focus on a few issues.

8.2. ☐ No.

Comments ...

9. The involvement of the civil society actors in the governmental work for gender equality

Question 9. Please, describe the involvement of the civil society actors, such as women's NGOs, other non governmental organisations, and social partners in the work for the promotion of gender equality at national/federal level. Please, mark with X the relevant options in the respective cells of the table below.

Type of involvement	Women's NGOs	Other non-governmental organisations	Social partners
9.1. Civil society actors are represented on a regular basis in <i>an advisory body</i> attached to the Ministry responsible for gender equality.			
9.2. Actors of civil society are invited on a regular basis to <i>participate</i> in various kinds of <i>temporary bodies, committees, commissions, working groups</i> etc. developing policy proposals for the Government or monitoring and/or assessing the status of various gender equality efforts.			
9.3. Civil society actors are consulted on a regular basis in the preparatory process of gender equality reforms, e.g. on legal reforms, on national action plans on gender equality, on reporting on the status of gender equality efforts.			
9.4. <i>Meetings, hearings</i> etc. are arranged on a regular basis to allow discussion and deliberation with the civil society actors on the government's efforts and policies on gender equality.			
9.5. Conferences, seminars etc. are arranged <i>in co-operation</i> with the civil society actors			
9.6. Dissemination of information, publications etc. to civil society actors			
9.7. Other important ways to allow active participation of the civil society actors in policy formulation, please, describe ...			

10. Gender mainstreaming

Question 10. Please, indicate the status of gender mainstreaming in the national/ federal public administration in your country by choosing one or more of the options given below:

10.1. Status of commitment of the Government on gender mainstreaming in public administration

- 10.1.1. ☐ There is a *legal obligation* on gender mainstreaming
- 10.1.2. ☐ There is a de facto binding *decision* of the Government on gender mainstreaming
- 10.1.3. ☐ There is a *recommendation* of the Government on gender mainstreaming
- 10.1.4. ☐ Some *other* kind of *commitment* of the Government on gender mainstreaming
- 10.1.5. ☐ *No commitment* of the Government on gender mainstreaming

10.2. Structures and methodologies of gender mainstreaming

- 10.2.1. ☐ There is an inter-ministerial coordination *structure* such as a coordinating body, working groups, management by results, to carry out gender mainstreaming in the government
- 10.2.2. ☐ There are contact persons in the ministries or other initial forms for gender mainstreaming across the government
- 10.2.3. ☐ There are no *structures* in use for gender mainstreaming in the ministries
- 10.2.4. ☐ There is a *methodology* such as guidelines or reporting systems, for gender mainstreaming
- 10.2.5. ☐ There is no *methodology* in use for gender mainstreaming

10.3. Gender impact assessment in law drafting is

- 10.3.1. ☐ widely used in most ministries
- 10.3.2. ☐ used by some ministries
- 10.3.3. ☐ still at its initial stage
- 10.3.4. ☐ practically an unknown concept

10.4. Gender impact assessment in the drafting of various kinds of *policy programmes*, action plans, development projects is

- 10.4.1. ☐ widely used in most ministries
- 10.4.2. ☐ used by some ministries
- 10.4.3. ☐ still at its initial stage
- 10.4.4. ☐ practically an unknown concept

10.5. Gender budgeting or gender impact assessment of ministerial budgets is

- 10.5.1. ☐ widely used in most ministries
- 10.7.2. ☐ used by some ministries
- 10.7.3. ☐ still at its initial stage
- 10.7.4. ☐ practically an unknown concept

Comments ...

11. Generating gender disaggregated data and information for planning and evaluation

In the Beijing PFA it is required that national and regional statistical services and relevant governmental services “ (e)nsure that statistics related to individuals are collected, compiled, analysed and presented by sex and age and reflect problems, issues and questions related to women and men in society”(para 206 a).

Please, evaluate to which extent the commitment cited above is realised in your country. Choose the relevant option:

- 11.1. ☐ To a very great extent
- 11.2. ☐ To a great extent
- 11.3. ☐ To a moderate extent
- 11.4. ☐ To some extent
- 11.5. ☐ To no extent

Comments ...
