



Gender mainstreaming

Gender equality in national parliaments across the EU and the European Parliament

2019 results from EIGE's Gender-sensitive Parliaments tool

Acknowledgements

This report is part of the efforts of the European Institute for Gender Equality (EIGE) to foster greater gender sensitivity in parliaments across the European Union. The report is based on EIGE's Gender-sensitive Parliaments (GSP) tool launched in June 2018, as part of EIGE's Gender Mainstreaming Platform.

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The European Institute for Gender Equality (EIGE) is an autonomous body of the European Union established to strengthen gender equality across the EU. Equality between women and men is a fundamental value of the EU and EIGE's task is to make this a reality in Europe and beyond. This includes becoming a European knowledge centre on gender equality issues, supporting gender mainstreaming in all EU and member state policies, and fighting discrimination based on sex.

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2019 results from EIGE's Gender-sensitive Parliaments tool

Abbreviations

Member State abbreviations

BE	Belgium
BG	Bulgaria
CZ	Czechia
DK	Denmark
DE	Germany
EE	Estonia
IE	Ireland
EL	Greece
ES	Spain
FR	France
HR	Croatia
IT	Italy
CY	Cyprus
LV	Latvia
LT	Lithuania
LU	Luxembourg
HU	Hungary
MT	Malta
NL	Netherlands
AT	Austria
PL	Poland
PT	Portugal
RO	Romania
SI	Slovenia
SK	Slovakia
FI	Finland
SE	Sweden
UK	United Kingdom

Frequently used abbreviations

BEIS	basic, economy, infrastructure and sociocultural classification of government functions
BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
EIGE	European Institute for Gender Equality
EP	European Parliament
EU	European Union
FEMM	European Parliament Committee on Women's Rights and Gender Equality
GMAs	gender mainstreaming amendments
IPU	Inter-Parliamentary Union
MEPs	Members of the European Parliament
MFF	multiannual financial framework
MPs	Members of Parliament

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Executive summary

This report assesses gender sensitivity of national parliaments in the European Union and the European Parliament. The report draws on EIGE's Gender-sensitive Parliaments tool, which is part of EIGE's Gender Mainstreaming Platform. Specifically, the assessment is based on the general version of the tool (shorter questionnaire focused on political functions relying mostly on publicly available data). Between April and June 2019, the assessment was completed for the national parliaments of all 28 EU Member States, and for the European Parliament.

This is the first EU-wide assessment which analyses gender sensitivity and describes the state of play in all national parliaments in a uniform way. The results from the 2019 assessment can serve as a benchmark to help track and analyse progress in enhancing gender equality in parliamentary work over time. Parliaments can use the Gender-sensitive Parliaments tool to assess how gender equal they are, identify the areas where further efforts should be made and monitor their progress towards achieving gender equality. This is in line with EIGE's broader efforts to provide parliaments with practical tools to foster and strengthen gender-aware institutional transformation and contribute to more inclusive and better-functioning democratic institutions.

Key findings

Area 1: Women and men have equal opportunities to ENTER the parliament

Results show that while women are still numerically under-represented in parliaments across the EU and in the European Parliament, the rise of electoral gender quotas has contributed to creating an upward trend.

Area 2: Women and men have equal opportunities to INFLUENCE the parliament's working procedures

The distribution of committee chairs is more gender balanced in the European Parliament than in national parliaments. Yet the composition of committees is affected by strong horizontal segregation of policy areas, with sociocultural functions committees having a greater number of women members of parliament (MPs), while economy-related and basic functions committees have predominantly men MPs. Only one third of national parliaments, as well as the European Parliament, have adopted mechanisms to prevent and sanction gender discrimination and sexual harassment.

Area 3: Women's interests and concerns have adequate SPACE on parliamentary agendas

Equality structures (parliamentary committees, women's caucuses or cross-party networks) exist in most national parliaments and in the European Parliament, although gender is still poorly mainstreamed into parliamentary work.

Area 4: The parliament produces gender-sensitive LEGISLATION

A majority of the Member States have a dedicated body to oversee gender equality in government action, and/or have adopted a gender action plan or national programme for enhancing gender equality and/or implementing the Beijing Platform for Action (BPfA).

Area 5: The parliament complies with its SYMBOLIC function

Policies to enhance the gender sensitivity of physical space and childcare facilities are rarely seen in the parliaments of the EU. While most parliaments regularly schedule initiatives dedicated to gender equality, there is room to improve the dissemination of information, for example through a dedicated section of their websites.

Introduction

This report is part of the wider efforts of the European Institute for Gender Equality (EIGE) to assess and monitor gender equality and gender sensitivity in national parliaments and the European Parliament.

To foster greater gender sensitivity in parliaments across the EU, EIGE launched the Gender-sensitive Parliaments tool in June 2018 (EIGE, n.d.a), as part of its Gender Mainstreaming Platform. The tool monitors and assesses gender sensitivity in the organisation and the working procedures of parliaments at various levels (regional, national, EU) by analysing the presence, role and positions of women and men across the organisation. In addition, the tool allows an assessment of how parliamentary operations, legislative decisions and actions respect and promote gender equality as the fundamental principle of the EU, enshrined in its treaties.

The tool covers five areas, each dedicated to measuring a specific aspect of gender sensitivity in parliaments. The tool is available in three different versions: national and regional for internal parliamentary use, and a general (shorter) version available for all interested users.

Between April and June 2019, the general version of the questionnaire (on political functions and largely based on publicly available data) was completed for the national parliaments of all 28 EU Member States, as well as for the European Parliament⁽¹⁾. For the European Parliament, the short version of the questionnaire was completed based on information for the 2014-2019 term. However, during the data collection exercise, the 2019 European Parliament elections took place, which led to some notable changes that are also presented in this report.

What is a gender-sensitive parliament?

Gender sensitivity is a complex, multifaceted concept that goes beyond merely encouraging equal representation of the genders in numerical terms. According to the Inter-Parliamentary Union (IPU), a gender-sensitive parliament is 'one which responds to the needs and interests of both women and men in its composition, structure, operations, methods and work'. In essence, gender-sensitive parliaments promote full participation of women, 'without substantive, structural or cultural barriers', and serve as a positive example of women's empowerment for wider society. Ultimately, a gender-sensitive parliament is a progressive parliament, reflecting the current needs of society through greater efficiency, effectiveness and legitimacy.

Source: EIGE (n.d.a) 'Gender-Sensitive Parliaments tool'. Available at: <https://eige.europa.eu/gender-mainstreaming/toolkits/gender-sensitive-parliaments/faq/who-tool>

This report synthesises and analyses the results of the assessment and provides insights into the overall levels of gender sensitivity of parliaments across the EU.

This assessment is particularly timely in the context of the recent European Parliament elections (May 2019). Although these elections were positive in many ways — for example, in improving women's numerical representation in the European Parliament (descriptive representation) — they attested to the continued challenges in enabling women to enter public life, ensuring gender parity in decision-making, and adopting a gender perspective in policymaking (substantive representation).

⁽¹⁾ See Annex 3 for an overview of the methodological approach.

1. Area 1: Women and men have equal opportunities to ENTER the parliament

Key messages

European Parliament

- For the first time the European Parliament has achieved gender balance in its composition. The share of women MEPs in the European Parliament increased from 36 % in 2014 to 41 % following the 2019 elections, surpassing both the world and EU average for national parliaments.
- The European Parliament does not apply an EU-wide gender quota to the electoral system, thus it relies on Member State measures to achieve gender balance in the Parliament.
- 15 of the 28 Member States currently have a gender-balanced group of MEPs (following the 2019 election), while in five Member States women constitute less than one third of their European Parliament delegates. Cyprus is the only Member State with an all-men country delegation.

Member State parliaments

- Most Member States do not apply a system-wide quota to their national electoral system. Ten Member States apply system-wide quotas (Belgium, Spain, Ireland, Greece, France, Croatia, Italy, Poland, Portugal, Slovenia), ranging from zipping ⁽²⁾, ensuring 50 % women candidates, or having a 40:60 ratio of men and women candidates.
- There were more women candidates (34 %) than elected women MPs (29 %) in the last national parliamentary elections across Member States. This suggests that women are disadvantaged as candidates, with men occupying the top positions on party lists, as well as ‘safe’ or ‘winnable’ seats.

Overall scoring of parliaments for this area

Highest performers	Belgium (lower and upper house); Portugal; Spain (lower and upper house); Sweden; France (lower house); European Parliament; Slovenia (lower house); Poland (lower house), Luxembourg.
Lowest performers	Romania (upper house); Netherlands (upper house); Estonia; Poland (upper house); Slovenia (upper house); Czechia (lower and upper house); Lithuania; Cyprus, Hungary; Malta.

Area 1: Women and men have equal opportunities to ENTER the parliament

The composition of the European Parliament and Member State parliaments has been historically dominated by men. This partly reflects the fact that political parties — the ‘gatekeepers’ of political representation — have traditionally used gendered candidate selection processes (European Parliament, 2019a). Such processes often require financial resources, flexibility in working hours and party networks, all of which are more complicated for women, given the unequal distribution of domestic responsibilities and the gender pay gap (Fawcett Society, 2018). Recent decades have seen the introduction of changes in the formal procedures and rules in candidate recruitment processes (e.g. gender quotas), bringing significant increases in women’s numerical representation (Inter-Parliamentary Union, 2019a; Inter-Parliamentary Union, 2019b; Krook and Zetterberg, 2014).

Area 1 assesses the ability of the parliament to ensure equal opportunities for women and men to enter the institution. More specifically, it examines whether constitutional laws directly refer to gender equality in political representa-

⁽²⁾ Zipping applies a strict alternation of women and men candidates throughout the party list (W-M-W-M and so forth, or M-W-M-W).

tion, whether and how gender quotas are applied and enforced across Member States' parliaments and the European Parliament, and the proportion of women and men among candidates and elected representatives. As shown in the next two sections, the assessment results show that the European Parliament has seen a positive improvement in its share of women members, placing it above the world average. At national level, however, the existence and application of gender quotas, as well as women's descriptive representation in parliament, varies substantially between Member States.

1.1. European Parliament

No EU-wide gender quota has been established for European Parliament elections, thus achieving gender balance in the composition of the assembly depends on measures introduced at Member State level. Eleven Member States applied statutory gender quotas in the composition of their candidate lists for the 2019 European elections, compared to eight in the 2014 elections. More specifically, for the 2019 European elections:

- Belgium, France, Italy and Luxembourg required full parity in lists (50/50);
- Spain, Croatia and Slovenia applied a gender-balanced proportion (40:60 for either sex);
- Greece and Portugal required 33 % candidates of each gender, while Poland required 35 %;
- Romania banned all-men lists (European Parliament, 2019a).

All but two (Luxembourg and Romania) of these 11 Member States also apply legislated gender quotas to their national electoral system. In Romania, while the electoral law mentions that candidate lists for parlamenta-

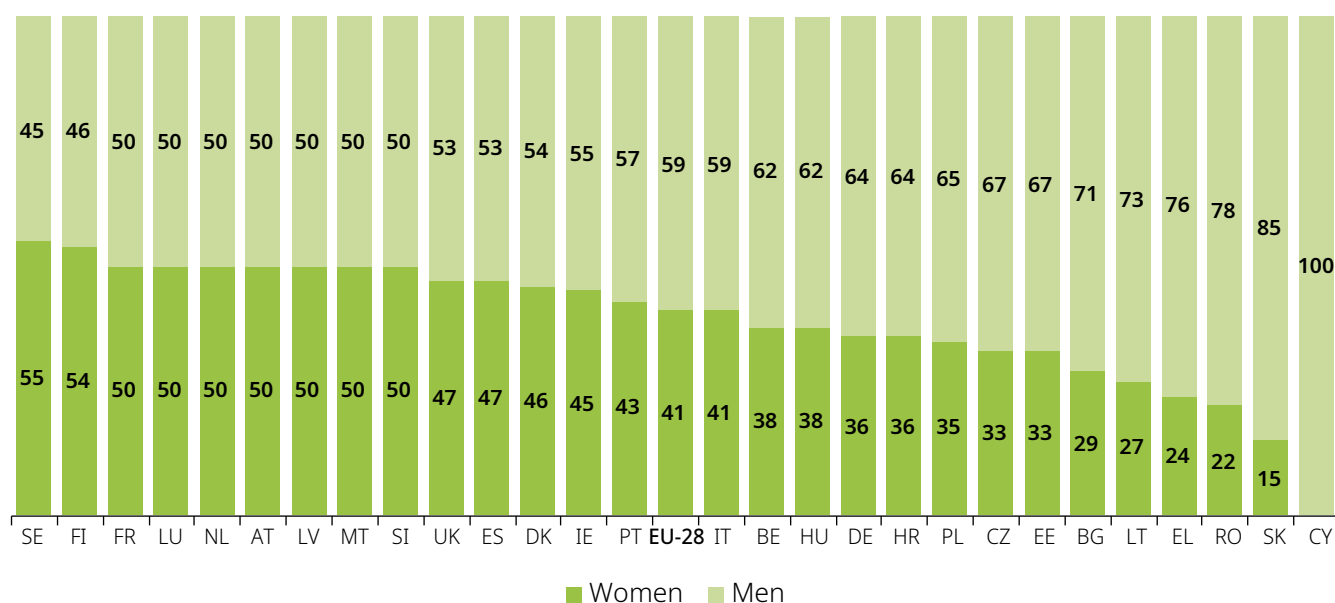
ry elections (including the European elections) must include both women and men, there is no specified quota. Political parties must regulate the composition of lists through their internal rules and voluntary quotas. As for Luxembourg, a new law was adopted in 2016 to ensure political parties meet a minimum 40 % quota for women in their candidate lists for national elections, and a 50 % quota for European elections. The law was not implemented in time for the last national parliamentary elections (2018) but was implemented and imposed for the first time in the 2019 European elections. Furthermore, whilst Ireland has legislated quotas for national elections, it does not apply this for the European elections (European Parliament, 2019b).

The share of women MEPs has increased from 36 % in 2014 to 41 % in 2019, with women holding 308 of 751 seats for the 2019-2024 period: an increase of 38 seats from the 2014-2019 term. During the previous European election in 2014, 41 % of the electoral candidates were women, a higher share than that ultimately elected ⁽³⁾. Following the 2019 elections, the representation of women in the European Parliament is higher than the world average for national parliaments (24.5 % in 2019) (Inter-Parliamentary Union, 2019c) and the EU average for national parliaments (29 % in 2019) (EIGE, 2019a; European Parliament, 2019a). If placed in the IPU's world ranking of the percentage of women parliamentarians, the European Parliament, as of June 2019, would occupy position 17. Yet men still comprise a larger proportion of MEPs than women (59 % in 2019).

For the 2019-2024 parliamentary term, 15 of the 28 Member States have obtained a gender-balanced group of MEPs (Sweden, Finland, France, Luxembourg, Netherlands, Austria, Latvia, Malta, Slovenia, United Kingdom, Spain, Denmark, Ireland, Portugal, Italy). Figure 1.1 below shows the share of women MEPs for each of the 28 Member States.

⁽³⁾ Information was not yet available on the share of women among MEP candidates in the 2019 elections at the time of writing.

Figure 1. Share of women and men MEPs following the 2019 European Parliament elections (EU-28, %)



Source: European Parliament (2019). '2019 European elections results: MEPs' gender balance by country'. Available at: <https://election-results.eu/mep-gender-balance/2019-2024/>

In five Member States, women constitute less than one third of the group of MEPs (Bulgaria, Lithuania, Romania, Slovakia, Cyprus). Cyprus is the only country with an all-men country delegation.

1.2. Member State trends

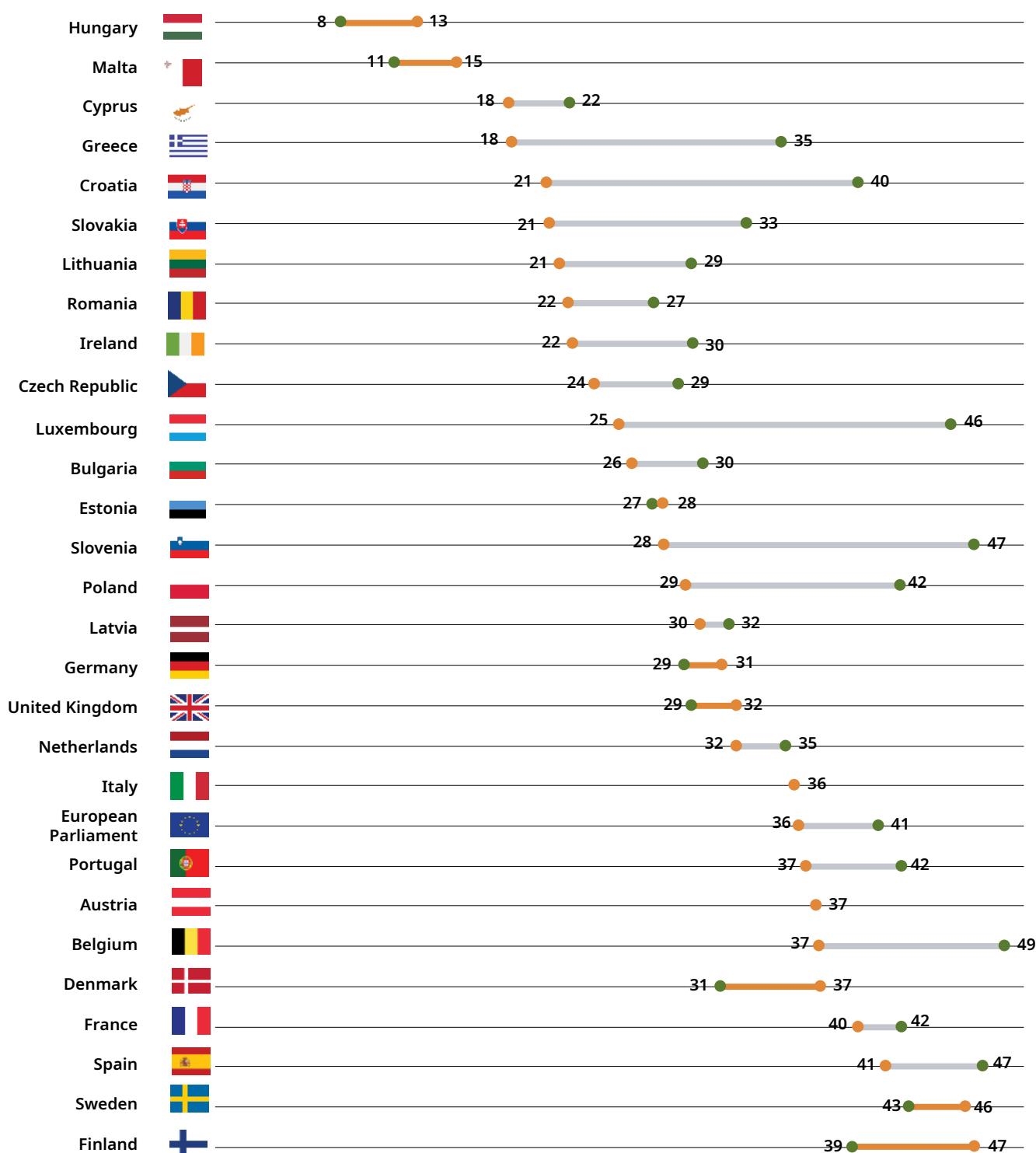
Men are over-represented in candidate lists, as political parties tend to recruit and encourage more men than women to stand in elections (European Parliament, 2019c), thereby limiting the chances of achieving gender-balanced representation in institutions. The average proportion of women candidates in the last national parliamentary elections across Member States was only 34 %. The average proportion across the EU was even lower for elected women MPs in national parliaments (29 %). The proportion of women MPs in lower houses varied considerably between national parliaments, from close to gender parity in Finland and Sweden (47 % and 46 %, respectively), to only 15 % in Malta and 13 % in Hungary.

Most Member States do not apply a system-wide quota to their national electoral system. Parliaments are therefore under no obligation to ensure balanced representation of women and men in elections. Only 10 Member States apply such quotas to their national electoral system (Belgium, Ireland, Greece, Spain, France, Croatia, Italy, Poland, Portugal, Slovenia). These are applied in various ways, including zipping, ensuring 50 % women candidates, or having a 40:60 ratio of men and women candidates. Failure to comply with the quota provisions entails sanctions, such as invalidation of electoral lists (Belgium, Greece, Spain, Poland, Slovenia), fines (Croatia) or cuts in electoral campaign subsidies (Ireland, France, Portugal).

Only four Member States have at least 40 % women among their MPs in the national parliament (Finland, Sweden, France, Spain), while in 19 Member States, women do not even account for one in three (33 %) of those holding parliamentary seats (see Figure 1.3). The fact that, on average, there tend to be more women candidates ⁽⁴⁾ (34 %) than elected women MPs

⁽⁴⁾ Data are not available on the numbers of women candidates in the last parliamentary election in Italy and Austria.

Figure 2. Proportion of women candidates in the last national parliamentary election (●) and proportion of women members of parliament (●), (EU-28, %)



NB: Data not available on the number of women candidates in the last parliamentary election in Italy and Austria. Data relate to the single/lower houses of parliament only.

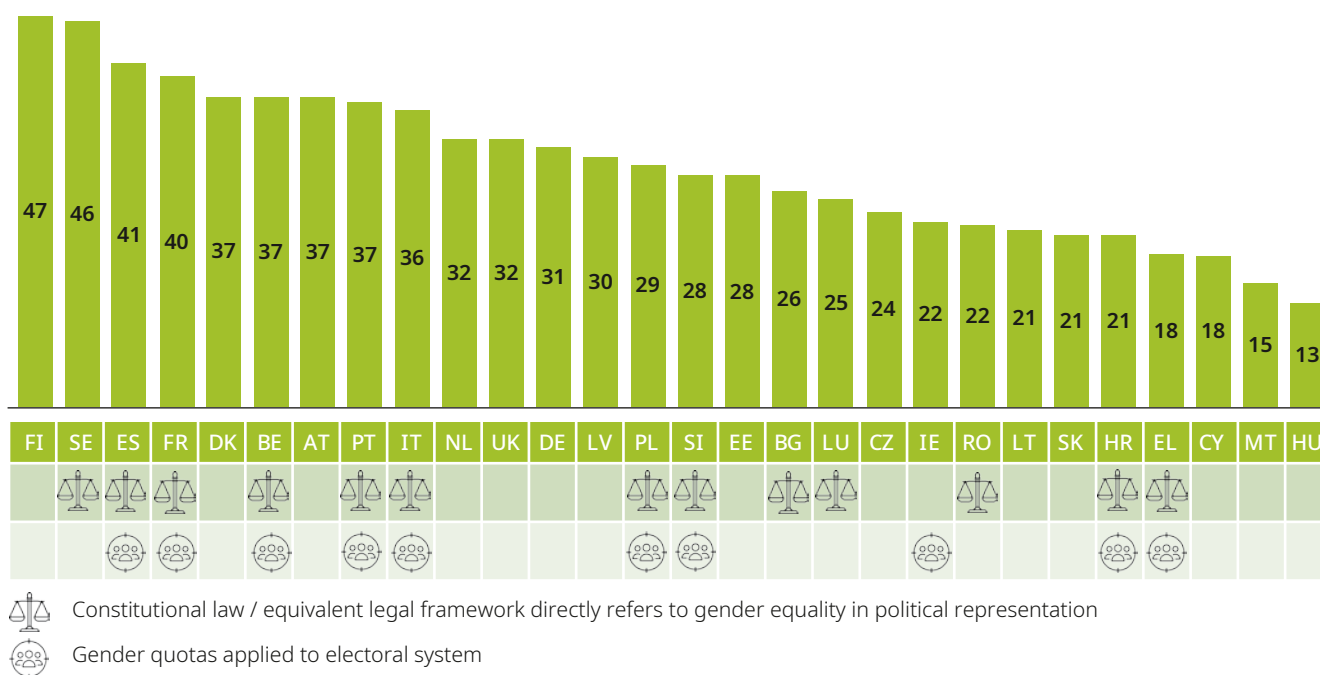
Source: 2019 data collection for this study for the proportion of women candidates and EIGE's Gender Statistics Database (Women and men in decision-making) — National parliaments: presidents and members for the proportion of women members of parliament.

(29 %) (see Figure 1.2) may indicate that men are over-represented in the top positions of party lists, as well as in ‘safe’ or ‘winnable’ seats. Finland, Sweden, Spain and France have the largest proportions of women MPs in their national parliaments (5). The reasons for their success are not straightforward. In Finland, 47 % of MPs are women, despite there being no legislated gender quotas applied to the electoral system. There is also no mention of gender equality in political representation within Finland’s constitutional law (Spain, France and Sweden do make such direct references in their constitutional laws). Legislated gender quotas are applied in the electoral systems of Spain and France, while

some major political parties in Finland (National Institute for Health and Welfare, 2018) and Sweden (International Institute for Democracy and Electoral Assistance, 2019) apply voluntary quotas.

A slight contrast is evident in the upper houses of bicameral (two-chamber) parliaments in the EU, where, on average, women represent 27 % of the candidates (6) but make up 29 % of MPs (see Figure 8 and Figure 9 in Annex 1 for country breakdowns) (7). Notably, only four Member States’ upper houses have a system where members are directly elected (Czechia, Spain, Poland, Romania).

Figure 3. Women members of national parliaments in 2019 (EU-28, %)



NB: Data relate to the single/lower houses of parliament only.

Source: 2019 data collection for this study.

(5) As of February 2019, only these four Member States are among the top 20 parliaments of the world with the highest proportion of women MPs (out of 193 countries) (IPU, 2019c).

(6) Data are not available on the numbers of women candidates in the last parliamentary election in Belgium, Germany, Ireland, France, Italy, the Netherlands, Austria, Slovenia and the United Kingdom.

(7) 13 EU Member States have bicameral parliaments: Belgium, Czechia, Germany, Spain, Ireland, France, Italy, the Netherlands, Austria, Poland, Romania, Slovenia and the United Kingdom.

2. Area 2: Women and men have equal opportunities to INFLUENCE the parliament's working procedures

Key messages

European Parliament

- Vertical segregation in the European Parliament has diminished over time. Eight of the current 14 vice-presidents (57 %) have been women since the 2019 European election. The share of women chairing the 22 committees and sub-committees of the European Parliament has remained gender balanced across the two terms.
- Horizontal segregation persists in the participation of women and men in parliamentary committees. Following the 2019 European elections, the chairs of all four sociocultural functions committees (100 %) are women, and women chair three of the six basic functions committees. However, women head only two of the six infrastructure functions committees and two of the six economy-related committees.
- Since February 2019, the European Parliament's Rules of Procedure have referred to a standard of conduct requiring members to refrain from any type of psychological or sexual harassment. Similarly, the MeTooEP group (created by European Parliament staff) called on all candidates for the European elections to actively protect workers and fight for the creation of reporting structures for sexual harassment and sexism.

Member State parliaments

- Vertical and horizontal segregation in national parliamentary committees in the EU continues to hinder gender equality. In March 2019, 82 % of national parliaments in the EU had a man president and only 28 % of committees were led by women parliamentarians. Similarly, women parliamentarians are significantly under-represented in economy (22 %) and basic functions (21 %) committees, while sociocultural functions and infrastructure functions committees are closer to gender balance (39 % and 38 %, respectively).
- Members of Parliament can face discrimination in the workplace based on their gender. Only nine Member States (Denmark, Ireland, Greece, Croatia, Latvia, Malta, Finland, Sweden, United Kingdom) have publicly available information on the existence of mechanisms to prevent gender-based discrimination for MPs. Even where these mechanisms exist, the lack of public information about the policies makes it less likely that individuals will be aware of them and benefit from their protection.
- Sexual harassment can be a problem in all workplaces and — in a parliamentary context — may affect both MPs and a range of employees, such as parliamentary advisers, clerks, facilities staff and others. Despite this, only a handful of Member States have publicly available information to suggest that they have policies against sexual harassment in the national parliament.

Overall scoring of parliaments for this area

Highest performers	European Parliament; Sweden; United Kingdom (lower and upper house); Croatia; Finland; Greece; Ireland (lower and upper house); France (lower house).
Lowest performers	Czechia (lower and upper house); Lithuania; Poland (upper house); Slovenia (lower and upper house); Slovakia; Estonia; Italy (lower and upper house); Cyprus.

Area 2: Women and men have equal opportunities to INFLUENCE the parliament’s working procedures

The procedures and organisational aspects of gender-sensitive parliaments should guarantee that, once elected, women and men parliamentarians have an equal opportunity to influence parliamentary work. However, the distribution of political responsibilities is still gendered: leading roles are predominantly occupied by men (vertical segregation) and some policy areas present skewed distributions of women and men parliamentarians (horizontal segregation). Having an equal opportunity to influence parliamentary work also implies that women and men have equal access to a safe working environment. However, gender-based discrimination, sexism and sexual harassment can be a problem in all workplaces and may affect both MPs and parliamentary employees.

Area 2 focuses on women and men’s equal participation in parliamentary decision-making, as well as mechanisms to protect employees from discrimination and harassment in parliament. Results show that only three of 10 European political parties are led by women, while, at national level, 83 % (on average) of the parties have a male leader (see Figure 10 in Annex 1). Few measures have been taken to address sexual harassment in parliaments, despite widespread acknowledgement of the issue.

2.1. European Parliament

With the exception of the position of the president, which has not been held by a woman since January 2002, the number of women in high-level posts in the European Parliament has trended upwards (European Parliament, 2019d). In the current parliamentary term (2019-2024), eight of the 14 vice-presidents (57 %) are women, which represents an increase from the five vice-presidents (35.7 %) in the previous term (2014-2019). The proportion of women chairing the 22 committee and sub-committees of the European Parliament has remained gender balanced across the two terms — 11 of the 22 committee and sub-committee chairs were women (50 %) in the previous term, while 12 committees are chaired by women in the current term ⁽⁸⁾.

Quaestors (who oversee administrative and financial matters directly affecting MEPs) also show similar proportion in the 2014 and 2019 terms: two women and three men. It is worth remembering that, in the resolution of 15 January 2019 on gender mainstreaming in the European Parliament (2018/2162(INI)), political parties were called upon to ensure that women and men were each put forward for the bodies governing the institution in the new parliamentary term.

Although vertical segregation has largely been overcome for parliamentary committees, horizontal segregation persists. In the previous parliamentary term (2014-2019), women chaired three out of the four sociocultural functions committees (75 %) — this increased to four out of four in the current term (100 %). The share of women chairing basic functions committees also increased, from two out of six committees in the previous term (33 %), to three out of six committees in the current term (50 %). However, the share of the six infrastructure functions committees chaired by women fell from half in the previous term, to two committees in the current term (33 %). There has

⁽⁸⁾ <https://www.europarl.europa.eu/news/en/headlines/society/20190226STO28804/women-in-the-european-parliament-infographics>

also been a fall in the share of women chairing economy-related committees, from three out of six committees (50 %) in the previous term, to two out of six (33 %) in the current term ⁽⁹⁾.

In the last couple of years, and in the context of the rise of the Me Too movement, the European Parliament has introduced some measures to create a safer working environment for women and men, and to prompt Member States to follow suit. Whilst this is encouraging, initial results show that further efforts are needed. The European Parliament resolution (2017/2897(RSP)) of 26 October 2017 on combating sexual harassment and abuse in the EU called on Member States to examine sexual harassment and abuse in their national parliaments, take active measures to combat it and implement and adequately enforce a policy of respect and dignity at work for elected members and staff. Following this, in September 2018, the European Parliament published a resolution (2018/2055(INI)) focusing on measures to prevent and combat mobbing and sexual harassment in the workplaces, public spaces and political life of the EU. It called on all political parties to introduce a zero-tolerance policy, together with sanctions for perpetrators.

Since February 2019, the European Parliament's Rules of Procedure have included as a standard of conduct that members should refrain from any type of psychological or sexual harassment. The revised code of appropriate behaviour for MEPs establishes that, where necessary, Members must cooperate promptly and fully with the procedures to manage situations of conflict or harassment (psychological or sexual). Members should take part in specialised training on preventing conflict and harassment in the workplace and on good office management (European Parliament, 2019e). However, a pilot voluntary training programme in November 2018 attracted only 19 MEPs, reflecting the need to promote uptake of such training.

Similarly, the MeTooEP group, created by staff of the European Parliament, called on all European election candidates to actively protect workers and fight for the creation of reporting structures for sexual harassment and sexism. The group has published 30 anonymous testimonies of sexual harassment in the European Parliament (European Commission, 2019). However, a 2018 study found no sanctions imposed against MEPs for sexual harassment in the European Parliament (Council of Europe, 2018).

2.2. Member State trends

In March 2019, 23 of the 28 national parliaments in the EU had a man president. The five parliaments with a woman president were Bulgaria, Denmark, Spain, Latvia and the Netherlands (EIGE, 2019). Men also dominate committee chairs, with women parliamentarians leading only 31 % of committees. Horizontal segregation is also found in Member State parliaments: the proportion of women MPs chairing committees with socio-cultural and infrastructure functions is closer to gender balanced (42 % and 36 %, respectively) but women parliamentarians are significantly under-represented in chairing economy-related (24 %) and basic functions (28 %) committees.

The proportion of women MPs chairing committees of similar functions in the upper house of bicameral parliaments is much lower, at 21 % (see Figure 11 in Annex 1). The proportion of women MPs chairing committees with sociocultural or infrastructure functions (29 % for both) is only slightly higher than the proportion of women chairing economy-related committees (22 %). Significantly, only 11 % of basic functions committees are chaired by women.

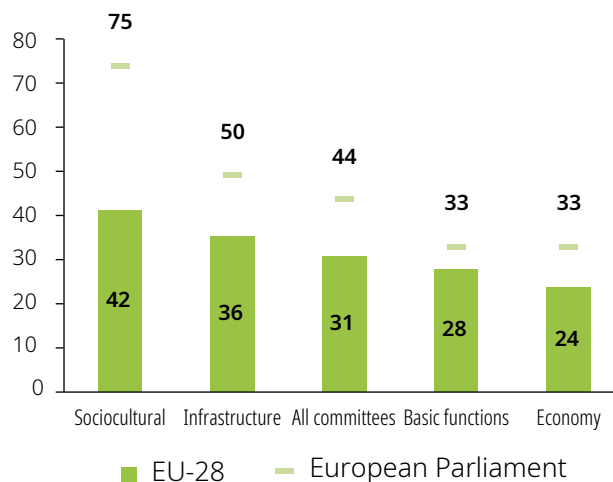
A 2018 study indicated the presence of psychological and sexual harassment in European national parliaments. Women across Europe who are members of parliament and parliamentary staff were consulted; results showed that such

⁽⁹⁾ Following the BEIS (basic, economy, infrastructure and sociocultural) classification of government functions used by EIGE in its Women and Men in Decision-Making Database, committees can be clustered into four categories: sociocultural functions (health, education, social affairs, employment, family, culture, sports); basic functions (foreign and internal affairs, defence, justice); infrastructure (transport, communications, environment); and economy (finance, trade, industry, agriculture).

harassment is widely experienced by women MPs and staff and that the level of reporting is rather low (Council of Europe, 2018). Only nine national parliaments (Denmark, Ireland, Greece, Croatia, Latvia, Malta, Finland, Sweden, United Kingdom) have publicly available information on mechanisms to prevent discrimination based on gender, such as codes of conduct or anti-harassment policies, but these do not always include sanctions for non-compliance. In most national parliaments of the EU, therefore, MPs and employees may be inadequately protected against such conduct.

Even where these mechanisms exist, the lack of public information makes it less likely that individuals will be aware of them and benefit from their protection. There is little information on the level of implementation of such protection, or staff perceptions of their usefulness.

Figure 4. Parliamentary committees chaired by women, EU average and European Parliament (%)



NB: Ireland does not have data for sociocultural and infrastructure functions committees. Data relate to the single/lower houses of parliament only.

Source: 2019 data collection for this study.

3. Area 3: Women's interests and concerns have adequate SPACE on parliamentary agendas

Key messages

European Parliament

- A number of dedicated bodies within the European Parliament, namely the Committee on Women's Rights and Gender Equality (FEMM) and the High-Level Group on Gender Equality and Diversity, aim to promote and protect women's rights, as well as to implement gender mainstreaming in the European Parliament's activities, structures and bodies.
- Although the multiannual financial framework for 2014-2020 explicitly mentions the EU's commitment to achieving gender equality and ensuring gender mainstreaming in all budgetary procedures, gender budgeting is not yet systematically applied or implemented by any of the EU institutions.

Member State parliaments

- Most Member States (71 %) have a dedicated gender equality body in their parliamentary structure. Only in 12, however, is it a parliamentary committee with full legislative capacity (Greece, France, Croatia, Cyprus, Luxembourg, Austria, Romania, Spain, Sweden, United Kingdom) or a subcommittee (Ireland, Portugal). In the remainder, the gender equality body adopts the form of an advisory committee (Belgium), women's caucus or cross-party network (Bulgaria, Germany, Estonia, Lithuania, Poland, Slovenia, Finland).
- Gender is not consistently mainstreamed into parliamentary work. Where parliaments have a strategic plan, gender equality is not frequently mentioned.

Overall scoring of parliaments for this area

Highest performers	Finland; Sweden; European Parliament; Austria (lower and upper house); Poland (lower and upper house); Portugal; Romania (lower house); United Kingdom (lower house).
Lowest performers	Bulgaria; Czechia (lower and upper house); Denmark; Spain (lower and upper house); Italy (lower house); Latvia; Malta; Slovenia (upper house); Slovakia.

Area 3: Women's interests and concerns have adequate SPACE on parliamentary agendas

Gender mainstreaming structures, such as gender equality bodies or cross-party networks, are crucial for gender-sensitive parliaments, as they facilitate and increase the level of attention paid to the promotion of gender equality in the regular work of parliament. The existence of such structures also sends a strong message that gender equality is politically and socially relevant.

Area 3 of the questionnaire identifies the gender mainstreaming structures in place to ensure that women's interests and concerns are adequately reflected in parliamentary agendas, such as dedicated gender equality bodies and gender budgeting. The results show that despite the existence of some gender mainstreaming structures within the European Parliament, their competences are limited. Similarly, while most national parliaments have a dedicated gender equality body, only some of these have full legislative capacity. Even fewer Member States have implemented some form of gender budgeting in their national budgets.

3.1. European Parliament

Within the European Parliament (as established by its Rules of Procedure), the FEMM Committee is responsible for promoting, monitoring and protecting women's rights in the EU and in non-member countries. FEMM ensures equal opportunities, tackling of gender-based violence and discrimination, and implementation of gender mainstreaming, including international agreements and conventions. In addition, the High-Level Group on Gender Equality and Diversity (a horizontal body that cooperates closely with FEMM and other bodies within the institution) is responsible for promotion and implementation of gender mainstreaming in the European Parliament's activities, structures and bodies. The European Parliament also contains a gender mainstreaming network, chaired and coordinated by FEMM, which seeks to bring together MEPs and staff to incorporate a gender perspective into the daily work of committees and delegations (European Parliament, 2019f). However, compared to similar bodies at national level, FEMM lacks legislative power, as Member States hold significant authority over gender equality concerns (Ahrens, 2016). Additionally, the voluntary nature of membership of FEMM (unlike most committees of the European Parliament which are compulsory ⁽¹⁰⁾) arguably indicates its limited power and status within the Parliament (Ahrens, 2016).

The MFF for 2014-2020 — which essentially serves as the European Parliament's strategic plan — explicitly mentions gender equality. More specifically, the MFF mentions EU institutions' commitment to achieving gender equality and ensuring gender mainstreaming in all budg-

etary procedures (European Parliament, 2019g). Despite this strong commitment and the resolution of 15 January 2019 on gender mainstreaming in the European Parliament (2018/2162(INI)), gender budgeting is not systematically applied by any of the institutions, nor are there any specific mechanisms for its effective implementation (European Parliament, 2019g).

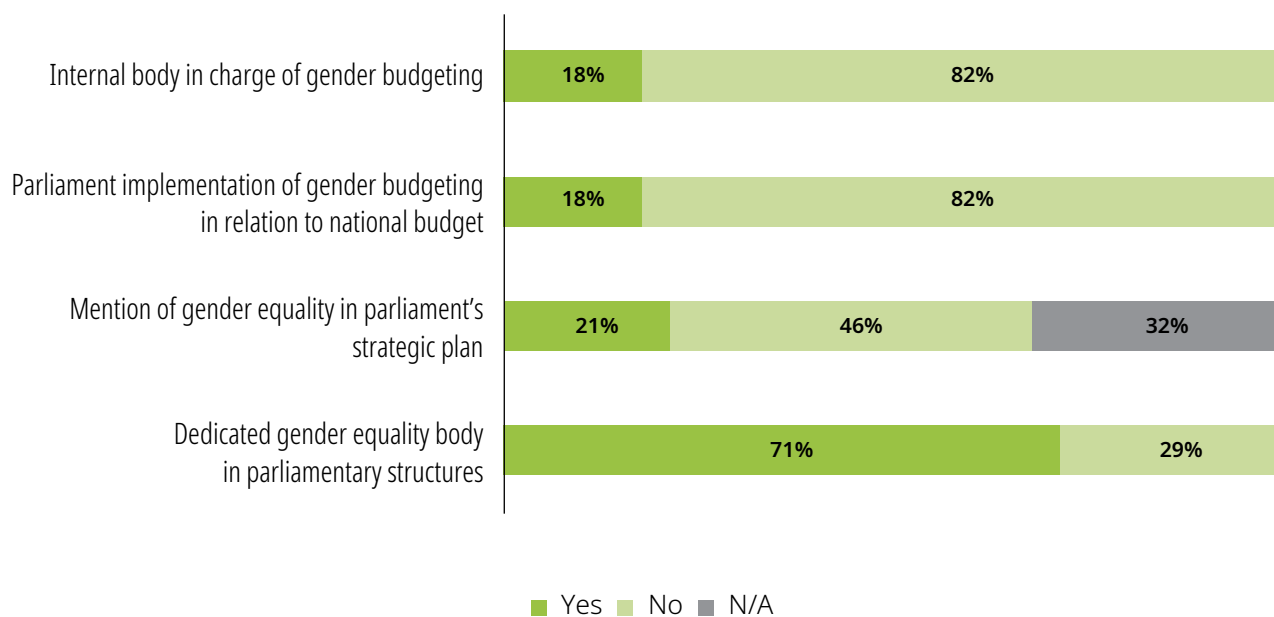
3.2. Member State trends

Most Member States (71 %) have a dedicated gender equality body in their parliamentary structures but in only 12 cases is this a parliamentary committee with full legislative capacity (Greece, France, Croatia, Cyprus, Luxembourg, Austria, Romania, Spain, Sweden, United Kingdom) or a sub-committee (Ireland, Portugal). In the remainder, the gender equality body takes the form of an advisory committee (Belgium), women's caucus or cross-party network (Bulgaria, Germany, Estonia, Lithuania, Poland, Slovenia, Finland). Regardless of the type of gender equality structure in place, gender does not appear to be effectively mainstreamed in parliamentary work. Where parliaments have a strategic plan, gender equality is mentioned only infrequently, with few internal bodies with responsibility for gender budgeting.

Of those Member States with a bicameral parliament, 62 % of upper houses have a dedicated gender equality body — a slightly smaller proportion than single/lower houses of parliament. The prevalence of other gender equality structures in upper houses is broadly similar to single/lower houses (see Figure 12 in Annex 1).

⁽¹⁰⁾ The Budgetary Control and FEMM committees are the only committees of the European Parliament where voluntary membership is allowed.

Figure 5. Gender equality structures in Member States' national parliaments



NB: Data relate to the single/lower houses of parliament only. N/A indicates parliaments without a strategic plan.

Source: 2019 data collection for this study.

4. Area 4: The parliament produces gender-sensitive LEGISLATION

Key messages

European Parliament

- The gender mainstreaming amendments (GMAs) introduced by the European Parliament empower FEMM to include a gender perspective in the reports of other parliamentary committees.
- The European Parliament is taking steps to ratify the Istanbul Convention in order to strengthen the legal framework for addressing gender-based violence in all its forms.

Member State parliaments

- Most Member States (with the exception of Latvia, Hungary and Slovakia) have adopted specific laws or legislative quotas to enhance gender equality. 22 Member States have a dedicated gender equality body to oversee implementation of gender action plans and national programmes for enhancing gender equality and implementing the Beijing Platform for Action (BPfA).
- Most national action plans on gender focus on work–life balance (100 %), women in decision-making positions (100 %), gender-based violence (90 %), gender mainstreaming (90 %), women and the economy (80 %), gender and education, research, technology and education (80 %) and, to a lesser extent, gender and media (50 %).

Overall scoring of countries for this area

Highest performers	Finland; Sweden; Ireland (lower and upper house); Slovenia (lower and upper house); France (lower and upper house); Spain (lower and upper house); Romania (lower and upper house).
Lowest performers	Slovakia; Italy (lower and upper house); Estonia; Malta; Denmark; United Kingdom (lower and upper house); Hungary; Lithuania; Latvia.

Area 4: The parliament produces gender-sensitive LEGISLATION

Gender-sensitive parliaments should produce legislation that considers and integrates women’s and men’s concerns into the political process and across all policy sectors. Legislation, policies and action plans that seek to further gender equality in all domains of public intervention remain a necessity.

Area 4 of the questionnaire identifies the existence of such legislation, policies and action plans, and the policy areas they most commonly address, as well as the relevant international documents in the field of gender equality that have been most commonly ratified by both the EU and Member States. It also looks at the existence of a dedicated body and budget to oversee gender equality in government actions. The results show that the majority of Member States have a dedicated body to oversee gender equality in government action, and/or have adopted a gender action plan or national programme for

enhancing gender equality and/or implementing the BPfA. This is promising for ensuring that gender equality receives sufficient government focus. Nevertheless, further efforts are needed from some Member States to ensure ratification of international conventions.

4.1. European Parliament

For legislative work, in addition to the adoption of gender mainstreaming action plans by most committees, the introduction of the so-called gender mainstreaming amendments (GMAs) enables FEMM to include a gender perspective in the reports of other committees. The FEMM report on EU funds for gender equality highlights the need for gender mainstreaming within budget allocations (FEMM, 2017). However, despite the intended gender mainstreaming, no budget is dedicated to oversight of gender equality at EU level.

The EU has adopted several legislative actions to advance gender equality objectives in gender mainstreaming, gender-based violence, work-life balance, women and the economy, as well as gender and media. The European Commission's Directorate-General for Justice and Consumers houses the Gender Equality Unit, dedicated to gender equality and gender mainstreaming activities in the European Commission. The unit works on the areas of equal economic independence, gender pay gap, decision-making and gender-based violence, among others (European Commission, n.d.). This body was the driving force behind the European Commission's 'Strategic engagement for gender equality' (2016-2019), which outlines key priority areas to promote gender equality, and emphasises the need to integrate a gender equality perspective across all EU policies and funding (European Commission, 2015). However, this is

an internal working document and does not have the formal status of an official strategy. The European Parliament has similarly adopted a range of legislation and policies to achieve the objectives of the wider international framework for gender equality, the BPfA (EIGE, 2015). The EU is also currently taking steps to ratify the Council of Europe Convention on preventing and combating violence against women and domestic violence (the Istanbul Convention), which (if achieved) would significantly strengthen the legal framework for tackling gender-based violence.

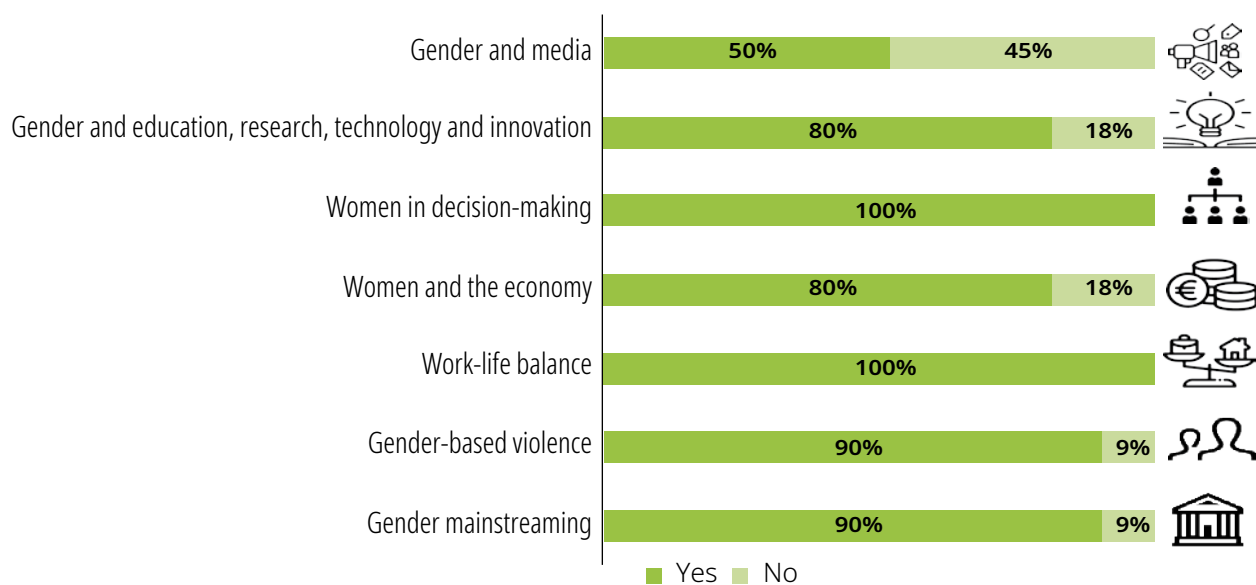
4.2. Member State trends

All Member States except Latvia, Hungary and Slovakia have adopted specific laws or have legislative quotas in force to enhance gender equality ⁽¹¹⁾. Twenty-two Member States (78 %) have a dedicated body to oversee gender equality in government action, while all but seven (75 %) have also adopted a gender action plan or a national programme for enhancing gender equality and/or for implementing the BPfA. These action plans tend to take a comprehensive approach to women's rights and explicitly include work-life balance (100 % of the national gender action plans), women in decision-making positions (100 %), gender-based violence (90 %), gender mainstreaming (90 %), women and the economy (80 %), gender and education, research, technology and education (80 %) and, to a lesser extent, gender and media (50 %).

All Member States have ratified the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) and signed the BPfA. In contrast, the Istanbul Convention has also been signed by all Member States but seven have yet to ratify it (Bulgaria, Czechia, Latvia, Lithuania, Hungary, Slovakia, United Kingdom).

⁽¹¹⁾ This assessment examined whether there are laws/quotas at national level that make **explicit** reference to these topics. However, it is worth remembering that all Member States are bound by EU treaties and directives on gender equality and non-discrimination. Some general legislation at national level (e.g. criminalising rape) may be directly relevant to these topics, even if it does not specifically mention gendered dimensions.

Figure 6. Policy areas addressed by national gender actions plans/national programmes promoted by national parliaments



NB: Data reported for Bulgaria, Czechia, Germany, Ireland, Greece, France, Slovenia, Slovakia, Finland and Sweden — only these Member States' parliaments have officially promoted a gender action plan/national programme for enhancing gender equality in the current legislature.

Source: 2019 data collection for this study.

5. Area 5: The parliament complies with its SYMBOLIC function

Key messages

European Parliament

- The European Parliament offers adequate childcare facilities on its premises for staff and visitors, and enhances the gender sensitivity of the physical spaces of the Parliament. However, further efforts are required to emphasise women's contribution to politics and democracy in the Parliament buildings, given that, for example, most spaces are still named after men.
- The European Parliament shares important information on gender equality policies and initiatives via its official website. It also publicises events organised by FEMM through its official social media channels.

Member State parliaments

- Less than half of the Member States (Denmark, Germany, Estonia, Ireland, Greece, Spain, Italy, Lithuania, Netherlands, Austria, Portugal, Sweden, United Kingdom) have dedicated childcare facilities in their lower-house premises of the parliament, including those countries that have gender parity among their MPs (France).
- Of the Member States with a bicameral parliament, most organised planned initiatives dedicated to gender equality in the last calendar year, on the premises of their lower (Bulgaria, Czechia, Estonia, Ireland, Greece, Spain, France, Italy, Lithuania, Luxembourg, Hungary, Malta, Austria, Netherlands, Portugal, Romania, Finland, Sweden, United Kingdom) and upper (Belgium, Ireland, Spain, Italy, Netherlands, Austria, Romania, Romania, United Kingdom) houses.

- Information continues to be absent on gender equality policies and initiatives on the majority of national parliament websites (of both lower and upper houses). More positively, over half of the lower houses of national parliaments disseminate parliamentary initiatives related to gender equality (Denmark, Germany, Ireland, Greece, Spain, France, Lithuania, Malta, Austria, Netherlands, Portugal, Romania, Finland, Sweden, United Kingdom), with less effort in this area from the official communication channels of upper houses.

Overall scoring of parliaments for this area

Highest performers	Ireland (lower and upper house); Sweden; European Parliament; Italy (lower house); Lithuania; Austria (lower and upper house); Finland; United Kingdom (lower and upper house).
Lowest performers	Belgium (lower house); Cyprus; Czechia (upper house); Croatia; Latvia; France (upper house); Croatia; Latvia; Poland (lower and upper house); Slovenia (lower and upper house); Slovakia.

Area 5: The parliament complies with its SYMBOLIC function

As places of employment and sources of gender equality legislation and policy, parliaments play a key role in enhancing gender sensitivity, not only within their walls but among citizens and civil society. The presence of childcare facilities on parliament premises, together with other gender equality initiatives, is key to removing underlying barriers for the equal participation of women and men in democratic and political processes. More broadly, disseminating important information to the public on gender equality legislation, events and initiatives informs their knowledge and encourages active participation

in eradicating gender inequality in the workplace and in society generally.

Area 5 of the questionnaire measures the extent to which the EU and national parliaments comply with this symbolic function. It emphasises that a gender-sensitive parliament is aware of, and pays attention to, the symbolic meanings conveyed within and by the institution. More specifically, this area focuses on the extent to which parliaments provide gender-sensitive physical spaces in the Parliament building and publicly disseminate information on gender equality. Results show that the European Parliament has taken some steps to improve the gender sensitivity of its premises, initiatives and communication. Similar national-level efforts vary between Member States' national parliaments.

5.1. European Parliament

The European Parliament has taken positive steps to foster gender sensitivity within its physical space and through its official communication channels. Firstly, Parliament buildings house childcare for all staff and visitors. Further efforts to enhance gender sensitivity within its premises include recognising the contributions made by Simone Veil (the first woman President of the European Parliament (European Parliament, 2011)) by naming the visitor centre after her. The main parliament building in Strasbourg is named after the renowned feminist, author and politician, Louise Weiss (European Parliament, n.d.). However, the majority of the physical spaces are still named after male figures.

The European Parliament holds events (organised by a dedicated committee) and disseminates important information on gender equality via its official channels. FEMM regularly holds events dedicated to gender equality issues, such as gender-equal work practices, equal pay and gender budgeting. These events, together with documents addressing gender equality published by FEMM, are included in a dedicated section of the European Parliament website. Important updates on FEMM activities, gender

equality legislation addressed by the European Parliament and key gender equality events are also publicised on the Parliament's various social media channels. Many of these events are broadcast live to reach a wider audience and often involve individual experts or civil society organisations active in the field of gender equality.

5.2. Member State trends

Data suggest inconsistency in the Member States' commitment to enhancing gender sensitivity in the symbolic function of both their lower and upper houses of parliaments. With regard to the premises themselves, over half of the lower houses of national parliaments do not have gender-sensitive physical spaces (such as crèches), nor do they adequately display the historical and current contributions of women in politics.

Gaps in care services are a major obstacle to women's engagement in paid work (EIGE, 2019b). Less than half of the Member States have dedicated childcare facilities in their lower-house premises. Lithuania, for example, provides government-approved childcare rooms in the lower-house chamber. On the other hand, despite reaching gender parity among parliament members, some Member States, such as France, lack appropriate on-site childcare facilities. The lack of on-site childcare facilities in the lower houses may make parliaments less attractive workspaces for women (as the predominant carers) and tacitly reinforce the 'male-dominated political culture' (European Parliament, 2019a). Inadequate childcare facilities coupled with unequal family responsibilities may increase the barriers to women's entry and full participation in politics.

Only five Member States (Ireland, Italy, Lithuania, Finland, Sweden) have dedicated policies or practices to enhance the gender sensitivity of physical spaces. Sweden's *Kvinnorummet*, for example, is a room dedicated to women in the Swedish parliament building. It displays portraits of female historical figures, including the first women elected to parliament.

On a positive note, the past year has seen Member States plan gender equality initiatives in their lower-house chambers. For example, the National Assembly in Bulgaria held a public discussion in 2018 on the bill ratifying the Council of Europe Convention on the Prevention and Combating of Violence against Women and Domestic Violence. In addition, national events on the topic of gender equality are regularly organised in Romania by the Parliamentary Committee, alongside annual events for International Women's Day (Romania Chamber of Deputies, 2016).

Member States are also notably inconsistent in their systematic communication of gender equality issues to the general public, with many failing to adequately publicise information on gender equality policies, initiatives and events through official parliament communication channels, such as their website or social media platforms.

While only 10 Member States (Denmark, Ireland, Greece, Italy, Luxembourg, Austria, Romania, Finland, Sweden, United Kingdom) have a publicly available gender equality section on the websites of their lower houses, over half systematically disseminate gender equality information to the general public. For example, the Danish parliament website contains a 'Women in politics' section, providing information on the current and historical involvement of women in government and in politics (The Folketing, n.d.). Similarly, the UK Parliament website (2019) has a dedicated section on women's political rights

and representation, including the history of women's suffrage and tips for girls and women on getting involved in politics. The House of Representatives in Greece (2019) issues regular press releases informing citizens and civil society of developments in gender equality.

The data indicate a lack of commitment to improving symbolic gestures and initiatives dedicated to gender equality in the upper houses of bicameral parliaments. Of the 13 Member States with bicameral parliaments⁽¹²⁾, only 35 % of the upper houses have gender-sensitive spaces, initiatives dedicated to gender equality issues and/or systematic provision of information on gender equality⁽¹³⁾. Fewer than 40 % of the upper houses have childcare facilities on their premises⁽¹⁴⁾.

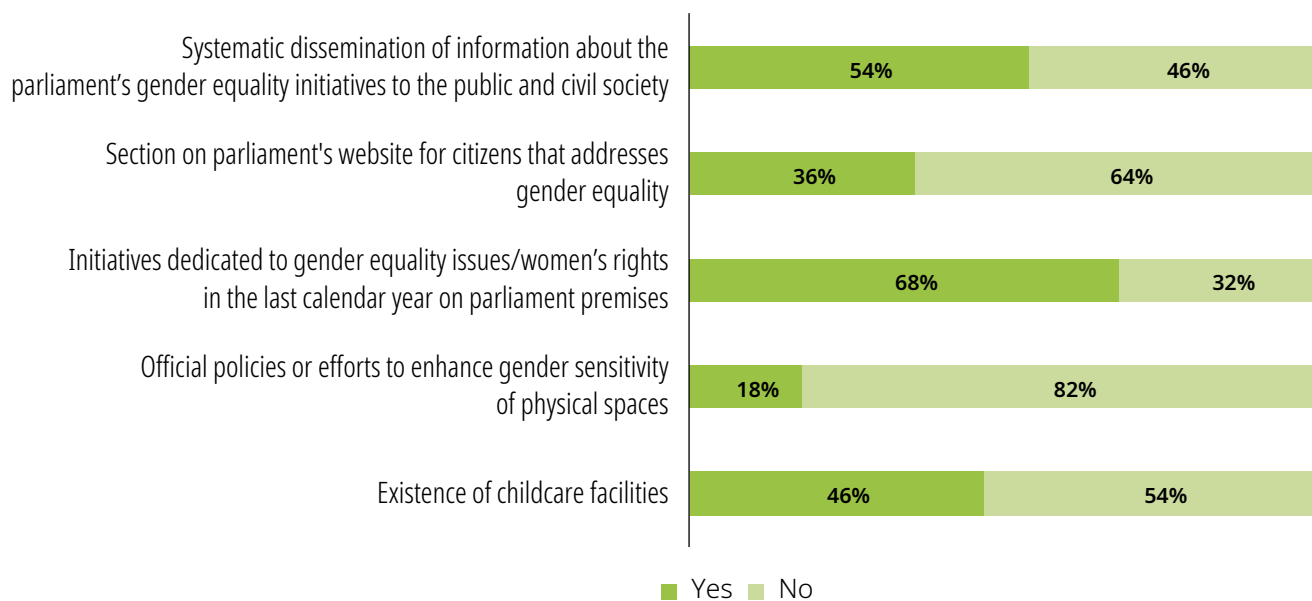
Official policies or practices to enhance the gender sensitivity of upper-house premises are absent in most of the Member States with a bicameral parliament. Only Ireland has dedicated policies in place to foster gender sensitivity within its upper chamber premises (Houses of the Oireachtas Commission, 2019). On a positive note, the last year saw over 60 % of upper chambers in national parliaments hold events or organise initiatives on their premises to highlight gender equality issues. However, only 31 % of the 13 bicameral parliaments in the EU have a section dedicated to gender equality on their upper-house website. Similarly, fewer than 40 % of the upper houses formally communicate parliamentary initiatives on gender equality to the public and civil society.

⁽¹²⁾ Belgium, Czechia, Germany, Ireland, Spain, France, Italy, the Netherlands, Austria, Poland, Romania, Slovenia and the United Kingdom) (see Figure 13 in Annex 1).

⁽¹³⁾ This includes upper houses with one or more of the following: childcare facilities on their premises (information not available for Belgium and Italy); official policies or efforts to enhance the gender sensitivity of physical spaces (information not available for Belgium, France and Italy); initiatives dedicated to gender equality issues/women's rights in the last calendar year on parliament premises (information not available for France); section on parliament website for citizens that addresses gender equality; systematic dissemination of information on parliament gender equality initiatives to the public and civil society (information not available for Belgium, France and Italy).

⁽¹⁴⁾ This information is not available for Belgium and Italy.

Figure 7. Percentage of national parliaments with gender-sensitive spaces and initiatives



NB: Data refer to the single/lower houses of parliament.

Source: 2019 data collection for this study.

Conclusions

Women continue to be numerically under-represented in parliaments across the EU. However, an upward trend is evident, chiefly due to the rise of electoral gender quotas in an increasing number of countries — 11 Member States applied gender quotas for the 2019 European Parliament elections and 10 did so for their recent national elections. For the first time, the European Parliament has a gender-balanced composition (defined as at least 40 % of seats for either sex) for the 2019-2024 parliamentary term. More specifically, women obtained 36 % of the seats in the 2014 elections and 41 % of the seats in the 2019 elections. However, the gender distribution of Member States' groups of MEPs remains uneven. For the 2019-2024 European Parliament term, seven countries have returned a full parity delegation (50 % women and 50 % men) or even a slightly more feminised delegation (Finland, Sweden) but four Member States still have less than one third women MEPs (Bulgaria, Lithuania, Romania, Slovakia), while Cyprus did not elect any women to the European Parliament. At national level, men continue to be substantially over-represented, with women constituting 29 % of elected MPs. In the last national parliamentary elections, only four Member States reached at least 40 % women members (Spain, France, Finland, Sweden,).

The European Parliament has made greater strides than national parliaments in ensuring that women and men have equal opportunities to influence the parliaments' working procedures. In the current parliamentary term (2019-2024), gender balance prevails in the distribution of vice-presidencies (57 % women) and committee chairs (50 %) at European level, compared to 72 % of committees chaired by men at national level. However, in both parliamentary settings, strong horizontal segregation of policy areas is noted in the composition of committees. Economy-related and basic functions committees are predominantly composed of male members, while infrastructures committees are more gender balanced and sociocultural functions committees have the greatest numbers of women.

Balancing influence in parliaments also requires the establishment of adequate mechanisms to prevent and punish gender discrimination, sexism and sexual harassment, yet only nine national parliaments and the European Parliament have public information that suggests they have adopted such measures. Among these, there is little evidence of their implementation or of MPs' and staff perceptions of their efficacy. Moreover, even if these mechanisms do exist in the remaining 19 national parliaments, the lack of public information about the policies makes it less likely that individuals will be aware of them and benefit from their protection. National parliaments therefore have some way to go in ensuring both the provision and effective implementation of anti-harassment measures to protect their MPs and staff.

In examining the space given to women's interests on parliamentary agendas, equality structures appear well-established in most Member States' lower houses (71 %), as well as in the European Parliament, in the form of a parliamentary committee, women's caucus or cross-party network. More specifically, gender mainstreaming seems poorly implemented in Member States' parliamentary work, despite the presence of official equality structures. For instance, very few Member States' parliaments mention gender equality in their strategic plan (21 %) or implement gender budgeting (18 %). As for the production of gender-sensitive legislation, 78.6 % of Member States have a dedicated body responsible for overseeing gender equality in government action and 75 % have adopted a gender action plan or national programme for implementing the BPfA (which has been signed by all EU countries). By contrast, ratification of the Istanbul Convention is still pending in seven Member States.

Finally, in respect of symbolic function, very few parliaments — including the European Parliament — have official policies to enhance the gender sensitivity of physical spaces and fewer than half provide on-site childcare facilities. This

may point to an important gap in the support available for parliamentarians and staff with young children to help them balance work and caring responsibilities. Moreover, whilst initiatives dedicated to gender equality issues and women's rights are regularly scheduled by most national parliaments (68 %), only about half of the lower houses (54 %) systematically disseminate information on gender equality and just over one-third (36 %) have website sections dedicated to gender equality. It is important for parliaments to recognise the symbolic meanings which their actions convey and therefore make greater systematic efforts to communicate about gender equality issues and initiatives to the wider public.

Overall, [measurement of Member States' and the European Parliament's performance](#) using the Gender-Sensitive Parliaments tool found Sweden to have the most gender-sensitive parliament. The European Parliament (2014-2019 term) is among

the highest-ranking parliaments, demonstrating some of the positive steps it has taken to become more gender sensitive and thus lead the way for Member States.

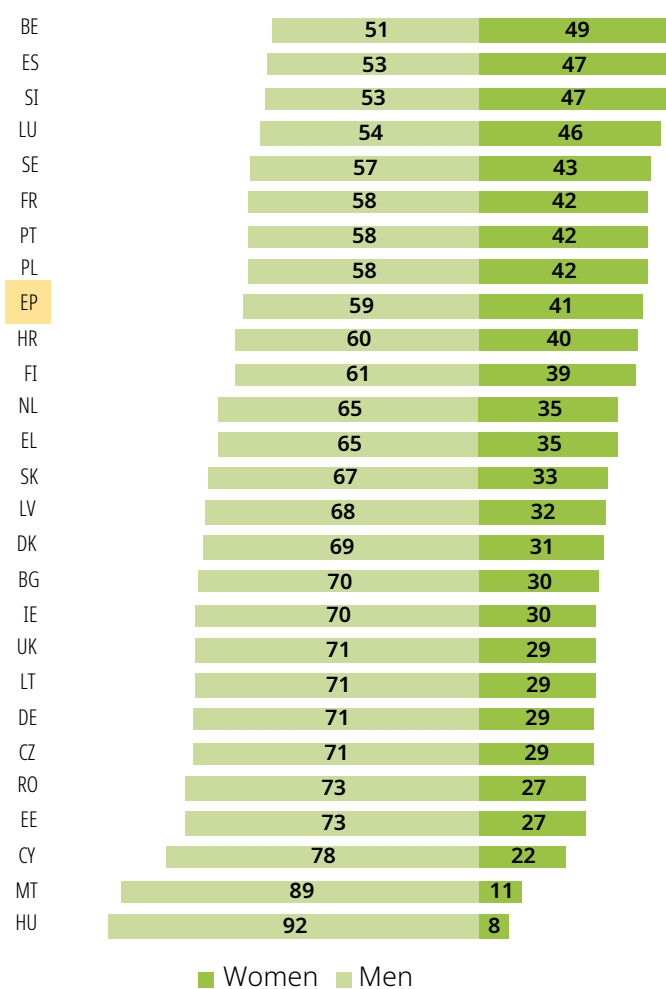
The trends described here suggest that parliaments have significant room for improvement in achieving descriptive and substantive representation of both women and men, as well as ensuring gender sensitivity in their symbolic function. Whilst some parliaments have already demonstrated gender sensitivity across certain areas, it is important for them to show progress across all five areas of this tool in order to be considered as gender sensitive. This assessment should provide an initial indication of where further progress needs to be made, and can serve as a benchmark for parliaments to monitor progress. It is important for collection of data on these areas to continue in order to track parliaments' progress and to enable their effective transformation to become gender-sensitive institutions.

Annexes

Annex 1. Graphs

Area 1

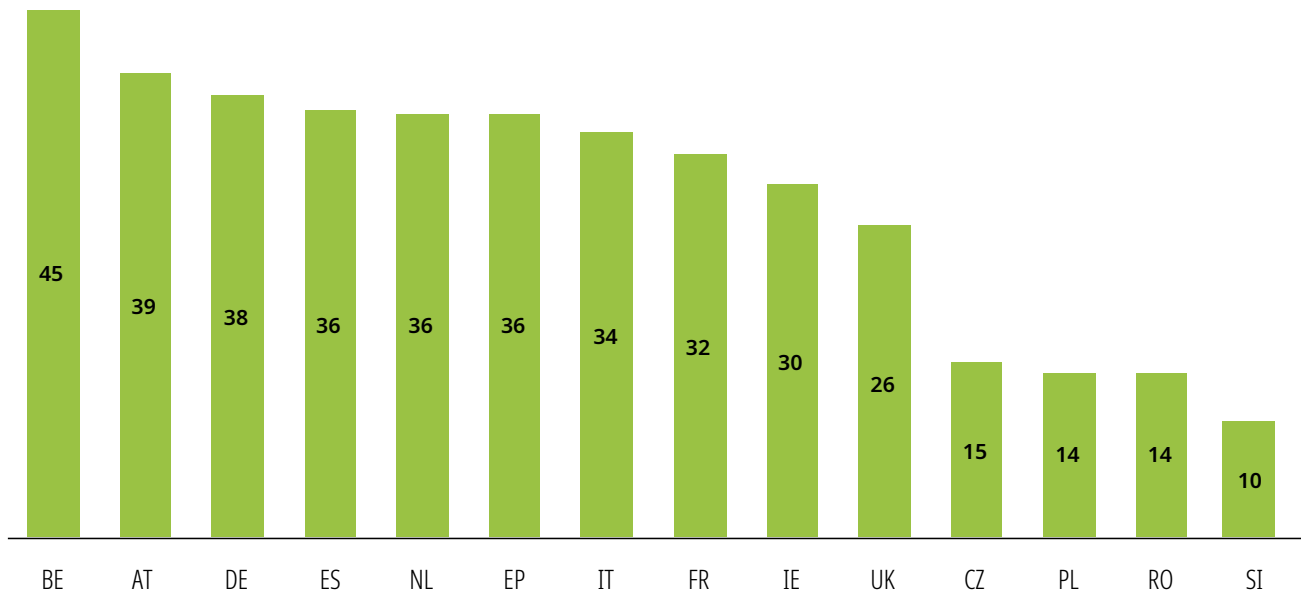
Figure 8. Women and men candidates in the last parliamentary election (EU-28, %)



NB: Data are not available for Italy and Austria. Data apply to the single/lower houses of parliament only. For the European Parliament, data apply to the 2014 elections.

Source: 2019 data collection for this study.

Figure 9. Women members of EU bicameral parliaments (upper house, %)

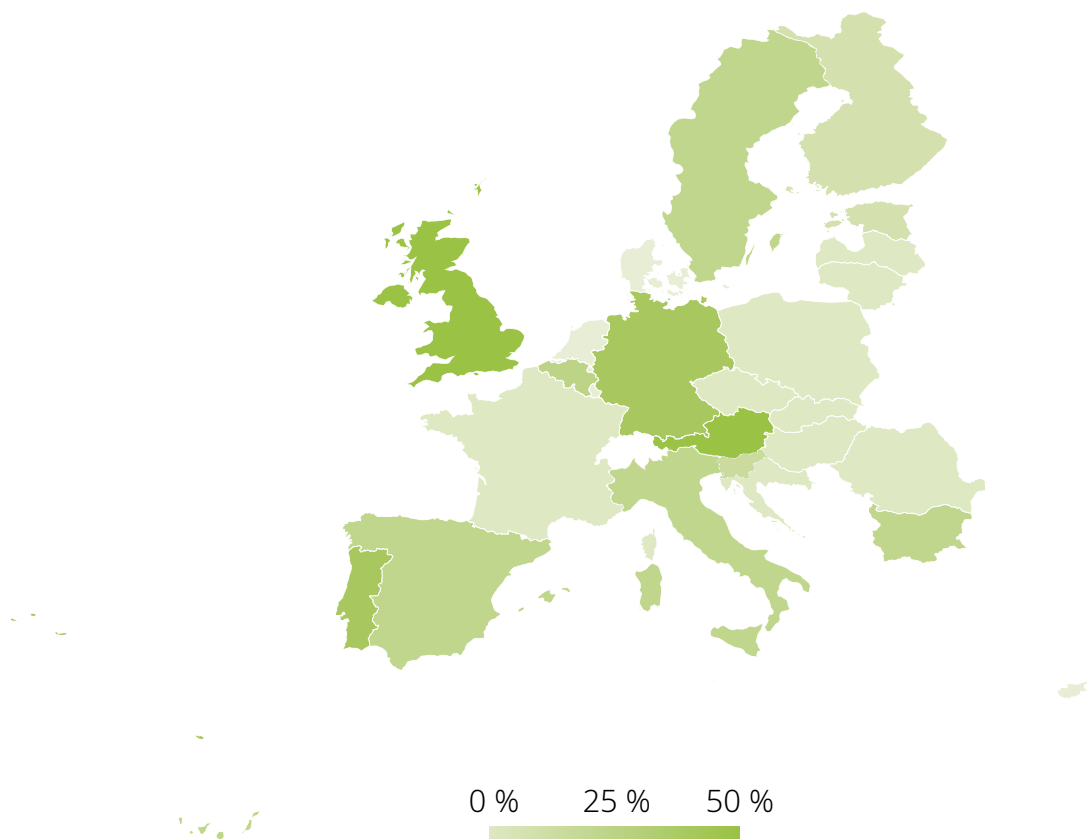


NB: Data refer to upper houses of bicameral parliaments in the EU (Belgium, Czechia, Germany, Ireland, Spain, France, Italy, Netherlands, Austria, Poland, Romania, Slovenia, United Kingdom).

Source: 2019 data collection for this study.

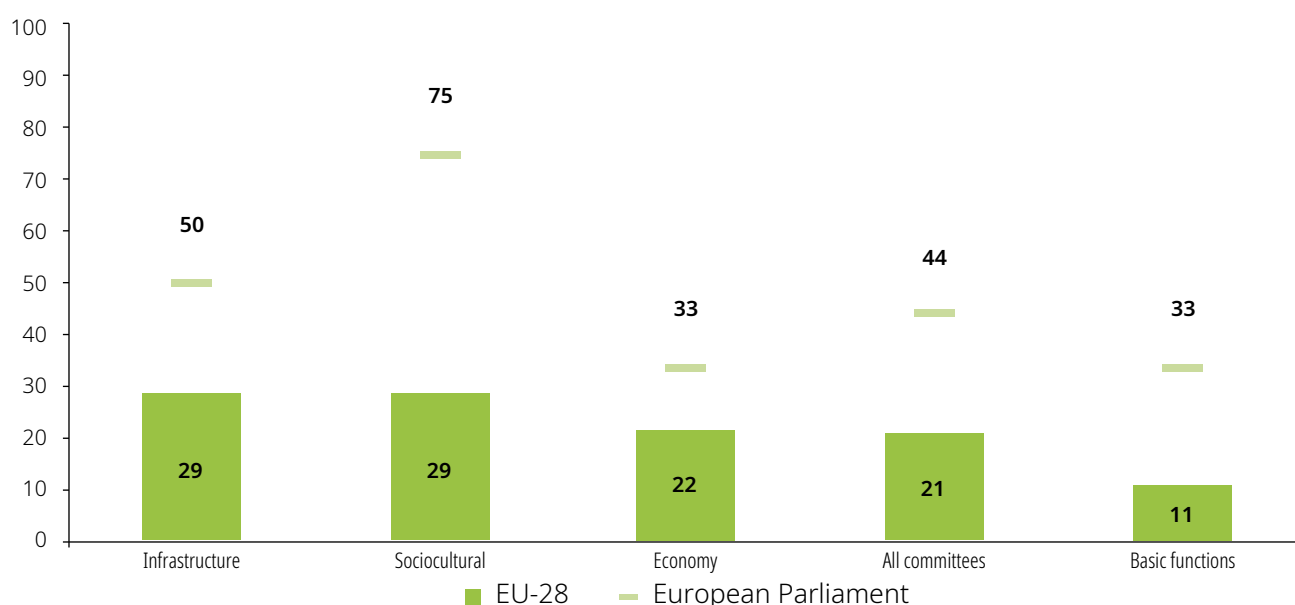
Area 2

Figure 10. Political parties led by women (2019, EU-28, %)



Source: 2019 data collection for this study.

Figure 11. Upper house parliamentary committees chaired by women (%)

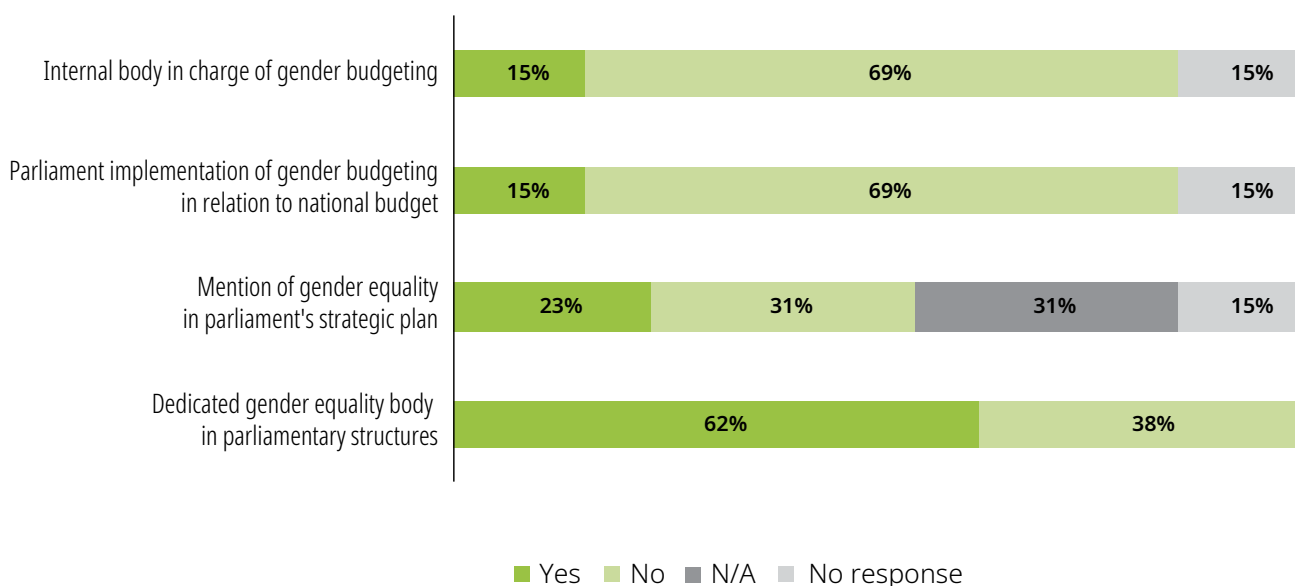


NB: Belgium and Ireland do not have data for infrastructure and economy functions committees. Czechia and Slovenia do not have data for infrastructure functions committees. Data relate to the upper house of bicameral parliaments only.

Source: 2019 data collection for this study.

Area 3

Figure 12. Gender equality structures in upper houses of bicameral parliaments in the EU



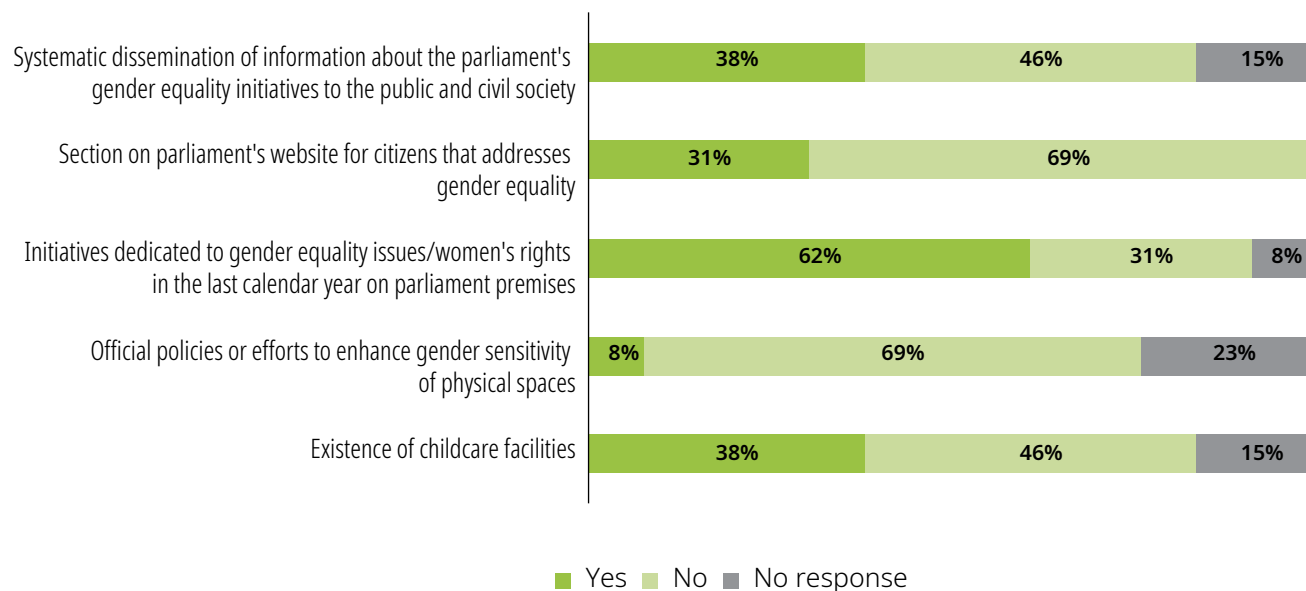
NB: Data refer to upper houses of bicameral parliaments in the EU (Belgium, Czechia, Germany, Ireland, Spain, France, Italy, Netherlands, Austria, Poland, Romania, Slovenia, United Kingdom).

N/A denotes those parliaments that do not have a strategic plan.

Source: 2019 data collection for this study.

Area 5

Figure 13. Percentage of bicameral parliaments' upper houses that have gender-sensitive spaces and initiatives



NB: Data refer to upper houses of bicameral parliaments in the EU (Belgium, Czechia, Germany, Ireland, Spain, France, Italy, Netherlands, Austria, Poland, Romania, Slovenia, United Kingdom).

Source: 2019 data collection for this study.

Annex 2. Key terms and concepts

Code of conduct. This refers to the principles, values, standards or rules of behaviour that guide the decisions, procedures and systems of an organisation in a way that contributes to the welfare of its members and respects the rights of all constituents affected by its operations.

Descriptive representation. Since women and men each make up roughly half of society, equal representation in descriptive terms is achieved when women and men each hold generally the same number of positions in a decision-making body.

Gender-balanced participation. Representation of either women or men in any decision-making body in public and political life not falling below 40 % as a parity threshold.

Gender budgeting. A gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures so as to promote gender equality.

Gender parity. Equal representation of women and men in numbers (i.e. 50/50).

Gender quotas. Generally, a gender quota is an instrument aimed at accelerating the achievement of gender-balanced participation and representation by establishing a defined proportion (percentage) or number of places or seats to be filled by or allocated to women and/or men, generally according to certain rules or criteria. Such quotas can be legislative or voluntary. Legislative candidate quotas regulate the gender composition of electoral candidate lists and are binding by law for all political parties in the election; they are mandated either through national constitutions or by electoral legislation. Sanctions for non-conformity, such as financial penalty or rejection of candidate lists, can be put in place to deter political parties from violating a legislated gender quota. Voluntary party quotas are adopted by individual parties for their own candidate lists and are usually enshrined in party statutes and rules.

Horizontal segregation. Concentration of women and men in different sectors and occupations.

Major political parties. Major political parties are those with at least 5 % of seats in the national parliament (either the upper or lower house in bicameral systems). A list of the major political parties in each Member State is available here: https://eige.europa.eu/sites/default/files/wmid_mapping_polpart.pdf

National gender equality bodies. Equality bodies are independent organisations that work to promote equality and combat discrimination in relation to one, some or all of the grounds of discrimination covered by EU law, i.e. gender, race and ethnicity, age, sexual orientation, religion or belief and disability. EU equal treatment legislation requires Member States to set up an equality body. Most EU Member States have implemented the gender equal treatment directives.

Oversight function. The parliamentary oversight function is a means of holding the executive accountable for its actions and ensuring that it implements policies in accordance with the laws and budget passed by the parliament. Next to legislative function, it is through oversight that a parliament can ensure a balance of power and assert its role as the defender of people's interests.

Substantive representation. Genuine representation of women's and men's interests, beyond representation in numbers. This is not necessarily guaranteed if descriptive representation has been achieved, although descriptive representation would help to achieve this.

Symbolic representation. Gender sensitivity of the social meanings, perceptions, messages and physical spaces conveyed by parliaments.

Vertical segregation. Concentration of women and men in different grades, levels of responsibility or positions.

Women's caucus. Women's caucuses or working/reference groups are mecha-

nisms created within national parliaments to strengthen cooperation among women engaged in political life. Such caucuses

can bring women parliamentarians together across party lines in effective alliances around a common goal.

Sources:

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Annex 3. Methodological note

In an effort to foster greater gender sensitivity in parliaments across the EU, EIGE launched the **Gender-sensitive Parliament (GSP) tool** in June 2018, as part of its Gender Mainstreaming Platform. The tool monitors and assesses gender sensitivity in the organisation and working procedures of parliaments at various levels by analysing the presence, role and positions of women and men across the organisation. It also provides an assessment of how parliamentary practices, legislative decisions and actions respect and promote gender equality (EIGE, n.d.a).

Between **April and June 2019**, ICF, on behalf of EIGE, collected data on the gender sensitivity of Member States' national parliaments, as well as the European Parliament. The purpose of this data collection was to assess gender-sensitive practices and gender equality within political decision-making at parliamentary level. National researchers for each of the 28 Member States and the European Parliament collected data to populate the general version of EIGE's gender-sensitive parliaments questionnaire, which focuses on political functions. This data collection comprised desk research and consultation with national contacts where information was not publicly available. In several cases, information could not be obtained from national contacts and these data gaps are mentioned where applicable.

For the EU-28, data were collected at **national** level only (not regional or local level). For Member States with bicameral parliaments, national researchers collected data **for both the upper and single/lower house**. Only the data for the single/lower house will be uploaded online on the Gender-sensitive Parliaments toolkit. While this report primarily presents the situation for the single/lower houses of parliaments, some of the key findings for the upper houses of bi-

cameral parliaments are presented, where relevant.

The questionnaire in the toolkit is composed of five areas, each dedicated to measuring a specific aspect of gender sensitivity in parliaments:

- **Area 1** — Women and men have equal opportunities to enter parliament.
- **Area 2** — Women and men have equal opportunities to influence the parliament's working procedures.
- **Area 3** — Women's interests and concerns have adequate space on parliamentary agendas.
- **Area 4** — The parliament produces gender-sensitive legislation.
- **Area 5** — The parliament complies with its symbolic function.

For some Member States, as well as the European Parliament itself, **elections took place during the data collection period**. In order to ensure a common benchmark, data are correct as of April 2019, unless otherwise stated. Therefore, some data may not reflect the latest situation in all cases. The report does, however, briefly acknowledge the results of the 2019 European Parliament election. EIGE will continue to monitor the gender sensitivity of parliaments, and this round of data collection will serve as an important source of comparison for future data collection.

EIGE is testing a scoring system to rank Member States on their performance in each area of the Gender-sensitive Parliaments toolkit, and these results are presented at the end of each section of the report.

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