



Gender Mainstreaming

The pathway to progress: strengthening effective structures for gender equality and gender mainstreaming in the EU





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European Institute for Gender Equality

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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Executive summary

The European Institute for Gender Equality (EIGE) collected data from all European Union (EU) Member States ⁽¹⁾ to assess the situation of institutional mechanisms for the promotion of gender equality and gender mainstreaming in December 2021.

The data collection used a revised conceptual and measurement framework that develops the four officially adopted indicators by the Council of the European Union for monitoring Area H of the Beijing Platform for Action (BPfA) dealing with institutional mechanisms for the promotion of gender equality and gender mainstreaming.

The refinements to the measurement framework placed an increased focus on the effectiveness (rather than the existence) of governmental bodies and processes. It also expanded the scope of the indicators to consider the contribution of independent gender equality bodies.

Data is provided according to a revised measurement framework, as well as the officially agreed headline indicators:

- H1: Status of commitment to the promotion of gender equality
- H2: Human resources of the national gender equality bodies
- H3: Gender mainstreaming
- H4: Production and dissemination of statistics disaggregated by sex

Key findings and messages arising from the analysis of data for each of the four indicators are:

- **Indicator H1: Status of commitment to the promotion of gender equality.** Scores for this indicator are generally high (average 61 % of the maximum possible overall,

or 60 % for governmental commitment only) but a key area for improvement is in relation to governmental accountability (measured by sub-indicator H1e). Too often, the government's vision for gender equality is not translated into a concrete, well-costed and fully transparent action plan with clear and quantifiable targets for change.

- **Indicator H2: Human resources of the national gender equality bodies.** Effective national machineries demand adequate resources. Generally low scores for indicator H2 (average of 43 % of the maximum possible) suggest that many gender equality bodies are under-resourced. Governmental bodies are better resourced (50 % of maximum for sub-indicator H2a) than independent bodies (39 % of maximum for sub-indicator H2b). In both cases, but particularly for independent bodies, the evidence suggests that the tendency to include gender as part of a wider equalities remit may limit the resources and thus capacity to focus specifically on gender issues.
- **Indicator H3: Gender mainstreaming.** Despite some notable exceptions (ES, PT (to a lesser extent), SE), scores for indicator H3 are, on average, the lowest among the four indicators (39 % of the maximum possible). Structures to coordinate gender mainstreaming activities across governments could be strengthened and there is significant room for improvement in the use of gender mainstreaming tools such as *ex-ante* gender impact assessments and gender budgeting. There is some evidence that legislation can help in this respect. The new sub-indicator H3d also shows that there is room to increase the involvement of independent gender equality bodies in the process of integrating a gender perspective into all areas of policy, in line with the recommendations of

⁽¹⁾ Data was sought from all Member States. No response was received from IE and FR.

the Organisation for Economic Co-operation and Development (OECD).

- **Indicator H4: Production and dissemination of statistics disaggregated by sex.**

There is a mixed picture on the commitment of countries to the production and dissemination of gender statistics. Some have legislation in place to ensure the production of such data but then have poor dissemination systems, while others provide good access to gender statistics, but without any legislative driver. Overall, scores average 56 % of the maximum possible, leaving considerable room for improvement.

The average results for all four indicators show significant room for improvement in all areas, particularly in relation to the resourcing of gen-

der equality bodies (H2) and in the use of dedicated tools and methods to support the process of mainstreaming gender across all areas of policy (H3).

This report presents the results of the data collection and analysis of the status of gender equality and gender mainstreaming across the EU ⁽²⁾. It introduces the background to the study, followed by a description of the methods used in the data collection and an outline of the data gaps. It then analyses the results of the data collection, by indicator and sub-indicator, including an outline of the measurement framework. Where data is comparable, the study analyses any changes since EIGE's data collection in 2012. The report closes with conclusions and policy recommendations.

⁽²⁾ This briefing paper complements the methodological report for this study, which outlines the conceptual and measurement framework in more detail, justifies decisions, provides reference metadata, and makes recommendations for further improvements to data collection.

1. Introduction

Establishing institutional mechanisms to promote the status of women was first proposed during the World Conference on the International Women's Year in 1975. Later, in 1995, the Beijing Platform for Action (Bpfa) identified 'Area H: Institutional mechanisms for the advancement of women' as one of 12 critical areas for achieving gender equality.

Area H contains three strategic objectives:

- H.1 Create or strengthen national machineries and other governmental bodies
- H.2 Integrate gender perspectives in legislation, public policies, programmes and projects
- H.3 Generate and disseminate gender-disaggregated data and information for planning and evaluation.

The development of indicators to monitor progress against these strategic objectives started in June 2005 when the Council of the European Union invited the European Union (EU) Member States and the European Commission to strengthen institutional mechanisms for promoting gender equality and to create a framework to monitor the implementation of the BPfA. The Finnish Presidency prepared a report ⁽³⁾ on the issue and proposed three indicators that were subsequently adopted by the Council of the European Union in 2006 ⁽⁴⁾. A fourth indi-

cator, on the production and dissemination of statistics disaggregated by sex, was adopted in 2013. ⁽⁵⁾

The European Institute for Gender Equality (EIGE) has conducted two previous data collection exercises on the indicators under Area H of BPfA: the first in 2012, with data published in a report in 2014 ⁽⁶⁾; and the second in 2018. Data from both exercises are published on EIGE's Gender Statistics Database ⁽⁷⁾.

1.1. Method

This section outlines the steps taken to collect, analyse, score and quality assure the data.

Who collected the data?

Data was primarily collected by the National Focal Points appointed by the Member States.

National researchers in each Member State worked with the National Focal Points. The researchers were trained on the data collection tools and guidelines, enabling them to support the National Focal Points to collect more accurate data (e.g. carry out additional interviews) and reducing the administrative burden. The national researchers and National Focal Points worked together in different ways, under the direction of the National Focal Point.

⁽³⁾ Council of the European Union (2006), *Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action – indicators in respect of institutional mechanisms*, prepared by the Finnish Presidency, SOC 483, available at: <https://data.consilium.europa.eu/doc/document/ST-14376-2006-ADD-1/en/pdf>

⁽⁴⁾ Council of the European Union (2006), *Council Conclusions on Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action – indicators in respect of institutional mechanisms*, available at: https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lsa/91957.pdf

⁽⁵⁾ Council of the European Union (2013), *Council Conclusions on the effectiveness of institutional mechanisms for the advancement of women and gender equality*, available at: http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lsa/139978.pdf

⁽⁶⁾ EIGE (2014), *Effectiveness of institutional mechanisms for the advancement of gender equality: review of the implementation of the Beijing Platform for Action in the EU Member States*, available at: <https://eige.europa.eu/publications/effectiveness-institutional-mechanisms-advancement-gender-equality-report>

⁽⁷⁾ EIGE (n.d.), Gender Statistics Database: Institutional Mechanisms for the Advancement of Women (H), available at: https://eige.europa.eu/gender-statistics/dgs/browse/bpfa/bpfa_h

How was data collected and stored?

Data was stored through an online questionnaire. The online questionnaire allowed automatic filtering of questions according to the mandate of the relevant bodies, as well as ‘pull-through’ of the names of bodies across the questionnaire. This reduced the risk of human error. The online questionnaire could only be accessed by the National Focal Point and national researcher.

All data collected from individuals outside the organisation of the national researcher was recorded in an editable pdf. That information was added to the online questionnaire by the national researcher. This allowed all data inputs to be easily traceable.

How was data scored?

The central study team scored the data using the measurement framework for the study (see Section 3). The scoring model was finalised following the completion of data collection and adapted to best differentiate between Member States.

How was data quality assured?

A thorough data quality process was implemented following data collection. All quality assurance (QA) decisions referred strictly to the

questionnaire, which defined key terms and guidelines on how questions should be interpreted. All QA issues were raised with the National Focal Points for their input. In most cases, National Focal Points made amendments to the questionnaire. In some cases, where non-compliance with the questionnaire persisted, the data was excluded by the central study team. QA focused on:

- 1) Completeness – ensuring that all questions in the questionnaire were completed for each Member State
- 2) Data accuracy – sub-questions were used to check the accuracy of the main question (e.g. if a relevant legal citation was provided for a legal measure indicated in the question). Where the question required a judgement by the National Focal Point, the reasoning was checked for logic and relevance to the question
- 3) Comparability – data was compared and sense-checked across the Member States to identify issues of non-comparability or inconsistency

1.2. Challenges in data collection

Certain data collected from questions in the questionnaire is not included in the reported data. Table 1 outlines those questions and the reasons for their exclusion, which are rooted in quality and comparability challenges.

Box 1: Key terms

Indicators H1 and H2 collect data on two national bodies that are central to the promotion of gender equality and gender mainstreaming.

Governmental gender equality body (governmental body) is defined as a body within the government whose purpose is to ‘design, coordinate and implement government policies for gender equality. It is normally located in the government hierarchy’. A governmental gender equality body can be a separate ministry, paired with other portfolios within a single ministry, or located within the office of the head of government or State. It also includes government agencies.

Independent gender equality bodies (independent body) are defined as national bodies for the 'promotion, analysis, monitoring and support of equal treatment of all persons, without discrimination on the grounds of sex'. Their competences include: 'providing independent assistance to victims of alleged sex- and gender-based discrimination, conducting independent surveys concerning discrimination, publishing independent reports and making recommendations on any issue relating to such discrimination'.

The authorities in Ireland and France provided no responses and thus no data is included for these two Member States. In addition, no response was received from the independent

body in Slovakia, while data quality issues created gaps in the data collected for Hungary and (to a lesser extent) Poland.

Table 1. Questions excluded from reported data

Indicator	Questions excluded from reported data	Reasons
H1	Some functions of the governmental body and independent body under sub-indicators H1d and H1f	Only core functions aligned with the definition of each body were scored. Data on additional functions was collected but not scored. Further work is recommended to develop the methods of measuring the delivery of different functions, particularly when one function may be carried out by both the governmental body and independent body
	Sectoral action plans and strategies	Comparability issues due to the lack of clear definition of a sectoral action plan and strategy. For example, some countries reported action plans on violence against women, while others did not
H2	Financial resources of governmental and independent bodies	Lack of sufficiently reliable and comparable data
H3	Personnel resources to support a gender mainstreaming structure	Uncertainty about the comparability of data
	Extent to which policy evaluations integrate gender equality concerns into the questions asked and assessed	Responses showed the wording of the question was not sufficiently clear
	Existence of central initiatives to raise awareness of gender mainstreaming issues across government	Responses indicated a misinterpretation of the question

2. Findings

This section presents the results of the data collection, by indicator and sub-indicator, including an outline of the measurement framework. The indicators and sub-indicators are presented in Figure 1.

Sub-indicators H1b and H4b are not used in the current measurement framework (see explanation in Sections 3.2 and 3.3.1). The shaded boxes (sub-indicators H1f and H3d) are extensions to the measurement framework compared to the formally adopted indicators.

2.1. Indicator H1: Status of commitment to the promotion of gender equality

2.1.1. Description of indicator

Indicator H1 on the status of commitment to the promotion of gender equality monitors progress towards the first strategic objective under Area H of the BPfA: to create or strengthen national machineries and other governmental bodies (see Box 1).

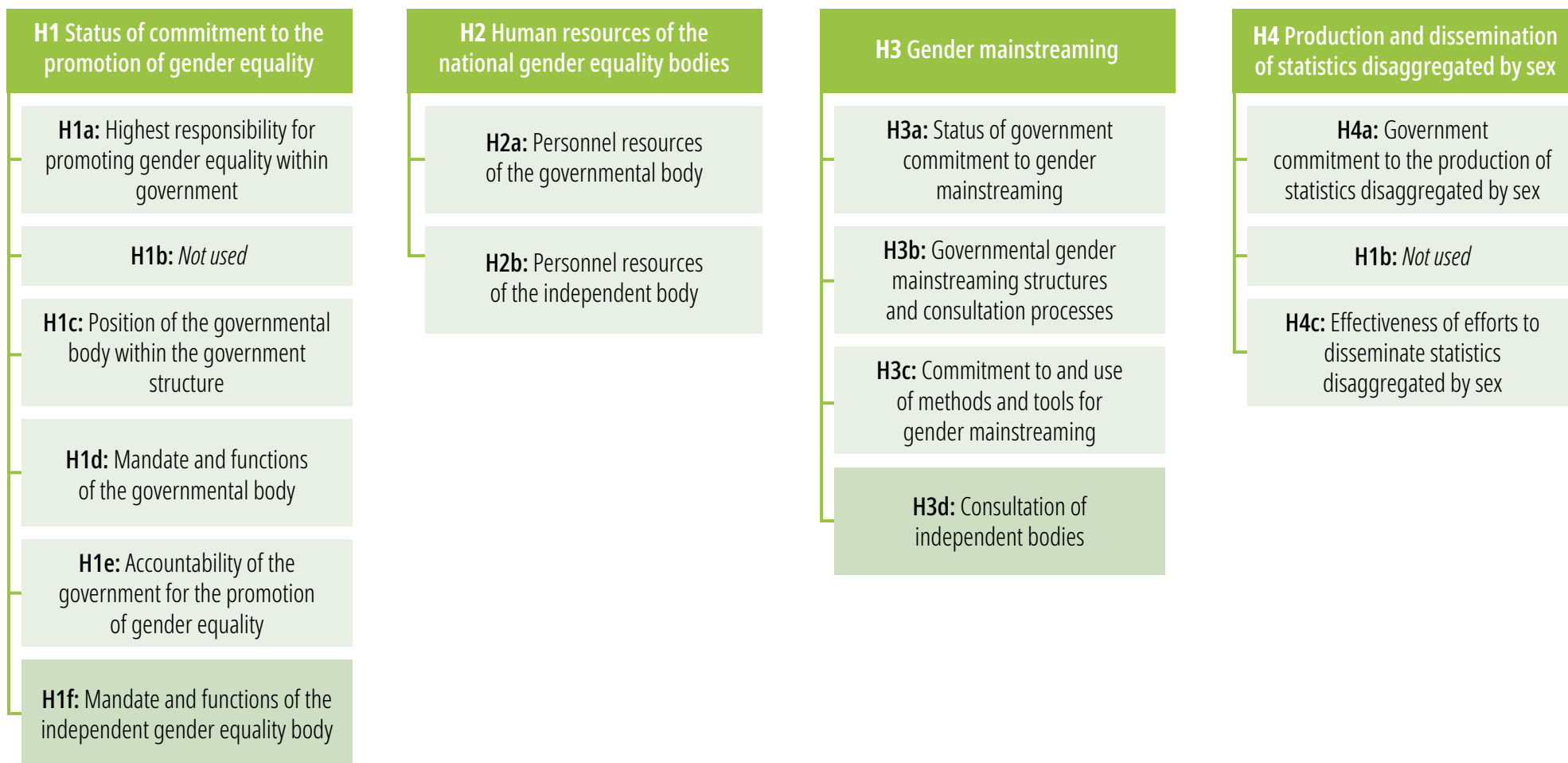
The strategic objective includes a range of sub-objectives that are considered crucial for

a governmental body to be effective, influential and powerful:

- Responsibility for promoting gender equality policies should be vested at the highest possible level of government, such as the level of a cabinet minister. This is captured under **sub-indicator H1a**, on the highest responsibility for promoting gender equality within government
- The national machinery should be located at the highest possible level of government. This is captured under **sub-indicator H1c**, on the position of the governmental body within the government structure
- The Council of the European Union notes that the governmental body should have a clearly defined mandate and the ability to influence policy and formulate and review legislation ⁽⁸⁾. This is captured under **sub-indicator H1d**, on the mandate and functions of the governmental body
- The government should regularly report to legislative bodies on the progress of undertakings. This is assessed through a question in **sub-indicator H1e** about the regularity and type of such reporting.

⁽⁸⁾ Council of the European Union (2006), *Review of the implementation by the Member States and the EU institutions of the Beijing Platform for Action – indicators in respect of institutional mechanisms*, prepared by the Finnish Presidency, SOC 483, available at: <https://data.consilium.europa.eu/doc/document/ST-14376-2006-ADD-1/en/pdf>

Figure 1. Indicators for monitoring institutional mechanisms for the promotion of gender equality and gender mainstreaming, 2021



Revisions also included dropping sub-indicator H1b, on the permanence of the governmental body. Nearly all Member States indicated that the body was permanent and scored the maximum possible two points in all years when the information was collected ⁽⁹⁾. The sub-indicator therefore had limited value in showing differences between countries or changes over time. There is also a degree of ambiguity about the meaning of ‘permanence’, as ministries, their remits and internal structures, tend to change with new governments.

The conceptual framework has been extended, in line with the Directives on Equal Treatment between Women and Men ⁽¹⁰⁾, the Commission’s recent legislative initiative on Binding standards for Equality Bodies, and the 2015 OECD Recommendation to strengthen the role of independent bodies in relation to gender-sensitive policy-making (see Box 1). Accordingly, questions were added on the mandate and functions of the independent body, which is captured under the new **sub-indicator H1f**, allowing governmental and independent efforts to be scored separately.

The BPfA recognises the importance of ‘cooperative relationships’ between civil society organisations and government bodies in the promotion of gender equality ⁽¹¹⁾. The Council of the European Union conclusions indicate that a requirement for effective institutional mech-

anisms is ‘formal and informal links of cooperation with a wide range of civil society organisations, namely women’s rights and human rights [non-governmental organisations] NGOs, the media, the research and academic community, social partners and other relevant social actors, as well as with international and European organisations pursuing gender equality objectives’ ⁽¹²⁾. The 2021 questionnaire included a free text question on formalised arrangements to ensure the involvement of civil society actors. That data is not included in the reported data and will instead be used to develop proposals for future improvements to the measurement framework.

2.1.2. Overall analysis and results

Responsibility for promoting gender equality is largely vested at the highest levels of government across the Member States. As captured under sub-indicator H1a, on the highest responsibility for gender equality, all but four Member States (BE, EL, PL, RO) have a senior minister with responsibility for promoting gender equality. This position should increase the power of the minister to promote gender equality across the government. The strength of institutional mechanisms is reflected in the high average score of 92 % for this sub-indicator (see Figure 2).

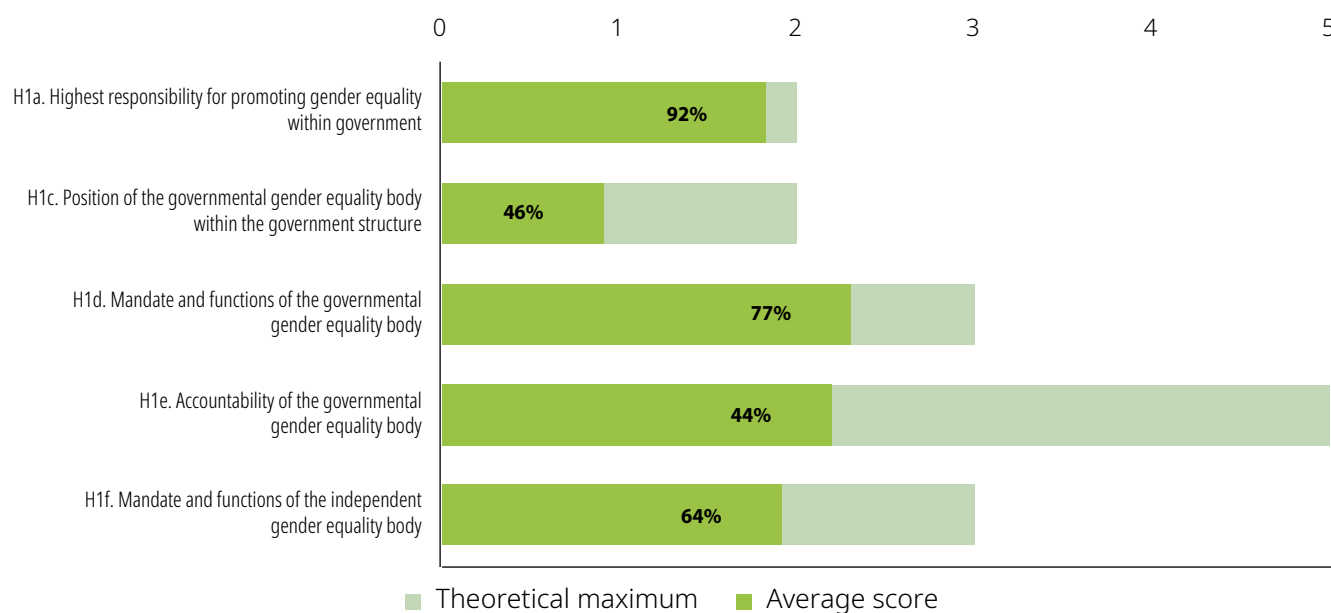
⁽⁹⁾ The governmental body was reported as temporary in PL in 2005 and DK in 2018 (no data for BG, HR, RO in 2005).

⁽¹⁰⁾ Directive 2010/41/EU, Directive 2006/54/EC (recast) and Directive 2004/113/EC.

⁽¹¹⁾ Beijing Declaration and Platform for Action, Para 205(b), available at: <https://www.icsspe.org/system/files/Beijing%20Declaration%20and%20Platform%20for%20Action.pdf>

⁽¹²⁾ Council of the European Union (2007), Recommendation CM/Rec(2007)17 of the Committee of Ministers to Member States on gender equality standards and mechanisms, adopted by the Committee of Ministers on 21 November 2007 at the 1011th meeting of the Ministers’ Deputies, available at: https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=09000016805d4aa3

Figure 2. Average score for each sub-indicator of indicator H1 in relation to its theoretical maximum, EU25, 2021 (score, %)



Note: No data for IE, FR; incomplete data for HU (missing H1d) and AT (partial data for H1e).

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Sub-indicator H1c captures the location of the governmental body within the government structure. The data shows that **most Member States locate the governmental body within a department of a ministry, with lower visibility and power than a ministry**. That lower status of governmental bodies is reflected in the average score for this sub-indicator, which at 46 % was the second-lowest among the sub-indicators (see Figure 3.2). Luxembourg and Spain are exceptions, as their governmental bodies are located at the highest possible position – an entire ministry. Four Member States (PT, EE, HR, BE) scored zero because the governmental body is an agency and thus outside the government structure, likely giving it less power to influence policy.

Results for sub-indicator H1d, on the mandate and function of the governmental body, were mixed. While only just over half of the reporting Member States have a governmental body with a mandate combined with another non-discrimination area, nearly all governmental bodies are empowered to carry out all relevant functions related to gender equality. As a result, this

sub-indicator had the second highest average score, at 77 %.

Sub-indicator H1e, on the accountability of the governmental gender equality body, had the biggest impact on the overall results for Indicator H1. Firstly, it contributed five points to the total, compared to two/three points for the other sub-indicators. The scoring reflects its importance, as it analyses the existence and effectiveness of national strategies and action plans for gender equality, which are crucial to holding the governmental body accountable for practical measures to promote gender equality. The sub-indicator also assesses the existence of mechanisms for the governmental body to report to parliament, as another key accountability mechanism.

Secondly, this sub-indicator significantly impacted the overall results for Indicator H1. Scores varied significantly, as seven Member States (BE, BG, ES, CY, MT, PL, SI) do not have a national gender equality strategy in place and 11 Member States (BE, CZ, DE, ES, HR, IT, MT, NL, AT, SI, SE) do not have an action plan in place,

and consequently lost up to four points⁽¹³⁾. **Accountability is strong in a handful of Member States (EE, LV, LU, PT, RO, FI) but otherwise weak across the EU.** As such, H1e was the lowest-scoring indicator, at 44 % of the maximum (see Figure 3.2). The impact of this sub-indicator on overall scores is shown by the fact that the highest-scoring Member States (EE, LU, PT, FI) all had a strategy in place, as well as a national action plan with targets and regular monitoring.

Overall, no Member State achieved the maximum possible score of 12 for Indicator H1, and

the EU average was only 7.2 (see Figure 3). This indicates that **all Member States can do more to increase their commitment to the promotion of gender equality.** Luxembourg scored the highest, at 10.5, followed by Finland (10) and Portugal (9.5). The majority of countries (17) scored between 6 and 8 (between 50 % and 75 % of the maximum). Scores of less than half the maximum (<6) were found only in Belgium, Italy, Hungary and Poland, although Hungary's low score related in part to a lack of verified information for sub-indicator H1d.

Figure 3. Scores for indicator H1: Status of commitment to the promotion of gender equality (governmental commitment only), 2021



Note: No data for IE, FR; incomplete data for HU (missing H1d) and AT (partial data for H1e).

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Sub-indicator H1f, on the mandate and function of the independent body, was added to the measurement framework, in line with OECD recommendations (see Section 3.2)⁽¹⁴⁾. The sub-indicator applies the same measurement framework as sub-indicator H1d, on the mandate and functions of the governmental body. The results for both sub-indicators follow a similar pattern: most independent bodies have a mandate for

gender equality combined with other non-discrimination areas, and the majority carry out all functions relevant to promoting gender equality. Given the lower number of independent bodies exclusively focused on gender equality, **the mandate and functions of the independent body are slightly weaker than the governmental body**, as reflected in the lower average

⁽¹³⁾ Questionnaire guidelines indicated that the action plan must be in place in December 2021, excluding action plans under development.

⁽¹⁴⁾ OECD (2015), *2015 OECD Recommendation of the Council on Gender Equality in Public Life*, available at: <https://www.oecd.org/gov/2015-oecd-recommendation-of-the-council-on-gender-equality-in-public-life-9789264252820-en.htm>

score for sub-indicator H1f, at 64 %, compared to 77 % for sub-indicator H1d (see Figure 3).

With the addition of sub-indicator H1f, which scored an additional three points, the average score for Indicator H1 increased from 7.2 to 9.1. Expressed as a percentage of the maximum possible score, however, it increased by only 1 %, to 61 % (see Figure 4). On average, therefore, the results changed little from those considering governmental commitment only. At country level, Luxembourg, Portugal and Finland remained the three highest-scoring coun-

tries, at 12.5 points each, as Portugal, in particular, and Finland both have stronger independent bodies than Luxembourg. Fourteen Member States scored between 8.5 and 10.5. Notably, Belgium and Italy are no longer among the lowest-scoring countries, because of their strong independent bodies. However, Hungary and Poland maintained their low scores (<50 % of the maximum), with low governmental commitment and relatively weak independent bodies. Slovakia had the lowest overall score for Indicator H1 because the lack of data on the independent body saw it score zero for sub-indicator H1f.

Figure 4. Scores for expanded indicator H1: Status of commitment to the promotion of gender equality, 2021



Note: No data for IE, FR; incomplete data for HU (missing H1d), AT (partial data for H1e), and SK (missing H1f).
 Source: EIGE, Data collection on institutional mechanisms, available [here](#)

2.1.3. Sub-indicator H1a: Highest responsibility for promoting gender equality within government

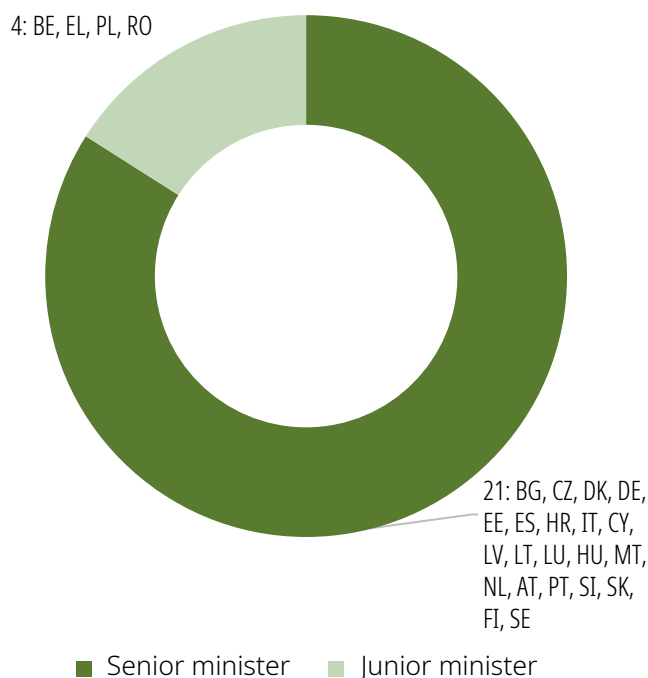
Sub-indicator H1a identifies the highest responsibility for promoting gender equality within government. A high level of responsibility for gender equality is part of the necessary conditions for the effective functioning of national machineries and the effective promotion of gender equality within the government.

Overall, **responsibility for promoting gender equality within most Member States' governments is within the mandate of senior ministers and thus at a high level.** Twenty-one Member States (BG, CZ, DK, DE, EE, ES, HR, IT, CY, LV, LT, LU, HU, MT, NL, AT, PT, SI, SK, FI, SE) have a senior minister with a mandate for gender equality (see Figure 5). A senior minister is defined as a member of the government with a seat on the cabinet or council of ministers.

Only four Member States (BE, EL, PL, RO) have a junior minister with this responsibility. No Member State indicated that gender equality is not an explicit responsibility of the government.

Table 2 presents the titles of the responsible ministers and groups the ministers by mandate. In six Member States (BE, DE, IT, AT, PL, RO), the relevant minister has a mandate for family policy and other groups likely to face discrimination or exclusion, such as young people, old people and migrants. In 10 Member States (BG, DK, EE, EL, HR, LV, LT, SI, SK, SE), the mandate for gender equality is combined with labour, employment and/or social protection/security, although three Member States (HR, SK, SI) include this alongside family policy. Four Member States (CY, MT, NL, FI) have a minister responsible for the promotion of gender equality as part of a mandate for other policy areas, including education, research and justice. Finally, three Member States (CZ, HU, PT) have a minister for gender equality within the office of the prime minister.

Figure 5. Highest level of ministerial responsibility for gender equality within the national government, 2021



Note: No data for IE, FR.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Table 2. Ministers responsible for gender equality, by focus of their mandate

Member State	Minister responsible for gender equality
Exclusively gender equality	
ES	Minister of Equality
LU	Minister of Equality between Women and Men
Family and other groups	
BE	Secretary of State for Gender Equality, Equal Opportunities and Diversity
DE	Federal Minister for Family Affairs, Senior Citizens, Women and Youth
IT	Minister for Family and Equal Opportunities
AT	Federal Minister for Women, Family, Integration and Media
PL	Ministry of Family and Social Policy
RO	Ministry of Family, Youth and Equal Opportunities
Labour, employment and social security/protection	
BG	Minister of Labour and Social Policy
DK	Minister of Employment and Equal Opportunities
EE	Minister of Social Protection
EL	Deputy Minister of Labor and Social Affairs, responsible for Demography and Family Policy and Gender Equality
HR	Minister of Labour, Pension System, Family and Social Policy
LV	Ministry of Welfare
LT	Minister of Social Security and Labor
SI	Minister of Labour, Family, Social Affairs and Equal Opportunities
SK	Minister of Labour, Social Affairs and Family
SE	Minister of Employment and Gender Equality and Housing
Prime Minister's Office	
CZ	Prime Minister
HU	Minister of the Prime Minister's Office
PT	Ministry of State for the Presidency (gender equality competences delegated to the Secretary of State for Citizenship and Equality)
Other	
CY	Minister of Justice and Public Order
MT	Minister for Equality, Research and Innovation
NL	Minister for Education, Culture and Science
FI	Minister for Nordic Cooperation and Equality

Table 3 presents the measurement framework for sub-indicator H1a, which asks a single question. Two points were awarded where a senior minister

has the highest level of responsibility for gender equality within the national government, and one point was awarded for a junior minister.

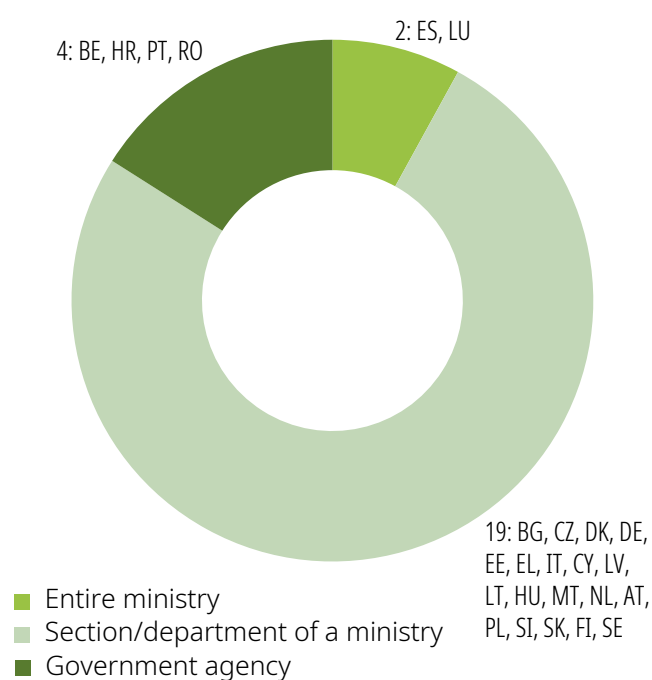
Table 3. Question and scoring of sub-indicator H1a

Question and options	Score
Highest level of responsibility for gender equality within the national government	
Senior minister	2
Junior minister	1
None: gender equality is not an explicit responsibility of the government	0
Maximum score	2

Results are similar to 2012, where 20 Member States (BE, BG, CZ, DK, DE, EE, ES, FR, IT, CY, LV, LT, LU, HU, MT, NL, AT, SI, FI, SE) had a senior minister responsible for the promotion of gender, and five Member States (IE, EL, PT, RO, SK) had a junior minister⁽¹⁵⁾ with that responsibility. Slovakia and Portugal have increased the level of responsibility for gender equality within the national government, but it has decreased in Belgium⁽¹⁶⁾.

CZ, DK, DE, EE, EL, IT, CY, LV, LT, HU, MT, NL, AT, PL, SI, SK, FI, SE) locate the governmental body in a section or department within a ministry. Four Member States (PT, EE, HR, BE) designate the governmental body as an agency.

Figure 6. Level of location of the governmental body, 2021



Note: No data for IE, FR.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

2.1.4. Sub-indicator H1c: Position of the governmental gender equality body within the government structure

Sub-indicator H1c captures the position of the governmental body within the government structure. The position of the governmental body affects the strength of national machinery through its visibility and power to promote gender equality across the government. All Member States indicate the existence of a governmental body (see Annex II for a list of the bodies).

The position of governmental bodies in the EU is weakened, as only two Member States (ES, LU) locate the body at the level of a ministry (see Figure 6). Nineteen Member States (BG,

⁽¹⁵⁾ The 2012 data collection used the option 'Assistant minister/deputy minister/vice minister', which is considered comparable to 'junior minister'.

⁽¹⁶⁾ Data collection in 2012 had an option 'other', which was selected by HR and scored zero, meaning that its score has increased by two points. No further information is provided on this classification. PL also selected 'other', which scored two points because the Government Plenipotentiary for Equal Treatment was considered equivalent to the responsibility at the level of a cabinet minister. This minister is considered a junior minister in this data collection, thus PL's score has decreased by one point.

Table 4 presents the measurement framework for sub-indicator H1c, which is comprised of a single question on the level of location of each governmental body. The scoring reflected the level of visibility and power of the location: an entire ministry scored two points, while a section/department of a ministry scored one point. An agency scored zero because, notwithstanding the legislation giving agencies a clear and strong mandate, being outside the ministerial structure means they are less likely to have the

power to influence policy across all of government.

Six Member States (EL, CY, PT, AT, FI, SE) have two governmental bodies and only the highest option was scored. Of those, Austria has two departments, while the other five Member States (EL, CY, PT, FI, SE) have both a department and an agency. Four Member States (BE, HR, PT, RO) have only a government agency and thus scored zero.

Table 4. Question and scoring of sub-indicator H1c

Question and options	Score
Level of location of each governmental body for the promotion of gender equality	
Entire ministry	2
Section/department of a ministry	1
Government agency	0
No governmental body/no answer [implicit not explicit option]	0
Maximum score	2

Since 2012, the location of governmental bodies has improved somewhat. The number of Member States with a governmental body located as a ministry has increased from one Member State (LU) to two (ES, LU) in 2021. Similarly, the number of bodies located outside the ministerial structure has decreased by one, with three bodies designated as agencies in 2012 (BE, HR, MT), compared to four in 2021 (BE, HR, PT, RO) ⁽¹⁷⁾.

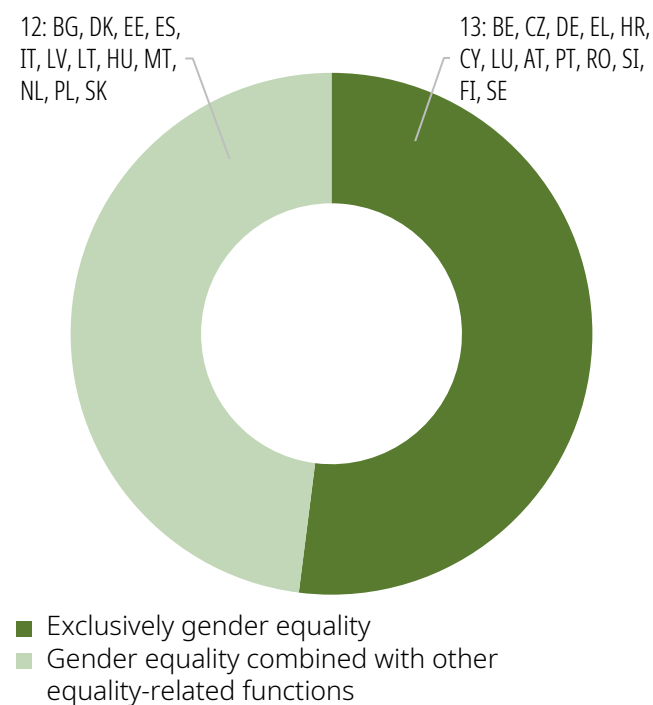
2.1.5. Sub-indicator H1d: Mandate and function of the governmental gender equality body

Sub-indicator H1d analyses both the mandate and function of the governmental gender equality body.

Across the EU, the mandate of governmental bodies is almost evenly split between an exclusive focus on gender equality and gender equality combined with other equality-related functions. Thirteen Member States (BE, CZ, DE, EL, HR, CY, LU, AT, PT, RO, SI, FI, SE) have a body that is exclusively focused on gender equality and thus have a clear and focused mandate to promote gender equality (see Figure 7). The bodies in the 12 remaining Member States (BG, DK, EE, ES, IT, LV, LT, HU, MT, NL, PL, SK) combine gender equality with other equality-related functions, affecting the focus on promotion of gender equality through policies, awareness-raising and information.

⁽¹⁷⁾ The scoring in 2012 is not fully comparable with 2021. The 2012 data collection distinguished bodies at the 'highest' or 'intermediate' level, which has been merged in the current data collection as 'a department/section within a ministry'. Another option was 'lower level', but no body was located at this level.

Figure 7. Mandate of the governmental body, 2021



Note: No data for IE, FR.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Table 5 presents the measurement framework for sub-indicator H1d. If the mandate is exclusively gender equality, Member States were awarded one point, and if the mandate was combined with other functions it scored zero points.

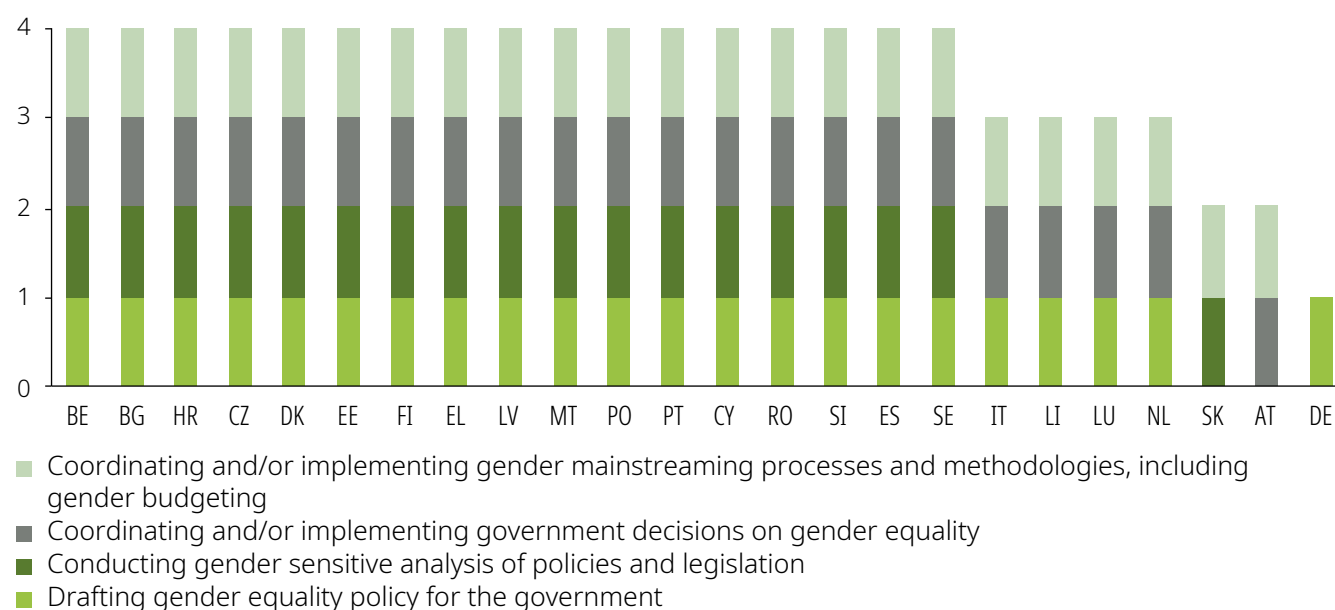
Six Member States (EL, CY, PT, AT, FI, SE) have two governmental bodies but were scored according to the mandate of the highest body. Of those, two Member States (EL, CY) have two bodies exclusively focused on gender equality, while four (AT, PT, FI, SE) have one body focused on gender equality and another where gender equality is combined with other equality-related functions.

Table 5. Question and scoring of sub-indicator H1d

Question and options	Score
Scope of the mandate of each governmental body for the promotion of gender equality	
Exclusively gender equality	1
Gender equality combined with other equality-related functions, e.g. promotion of equal treatment of all people without discrimination on other grounds	0

Sub-indicator H1d also examined the functions falling within the mandate of the governmental body. Overall, **nearly all governmental bodies have a mandate to act in all relevant areas**. Seventeen of the Member States carry out all four functions and thus received the maximum two points (see Figure 8). The main exceptions are: Germany, where the governmental body only drafts gender equality legislation for the government; Austria, where the governmen-

tal body only coordinates and/or implements government decisions on gender equality, and coordinates and/or implements gender mainstreaming processes and methodologies, including gender budgeting; and Slovakia, where the governmental body only coordinates and/or implements gender mainstreaming processes and methodologies, and conducts gender-sensitive analysis of policy and legislation.

Figure 8. Functions of the governmental body, 2021

Note: No data for IE, FR, HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Each function was scored 0.5 points, as shown in Table 6.

Table 6. Question and scoring of sub-indicator H1d

Question and options	Score
Functions of each governmental body for the promotion of gender equality	
Drafting gender equality policy for the government	0.5
Conducting gender-sensitive analysis of policies and legislation	0.5
Coordinating and/or implementing government decisions on gender equality	0.5
Coordinating and/or implementing gender mainstreaming processes and methodologies, including gender budgeting	0.5

For Member States with two governmental bodies, they received 0.5 points for each function covered by either body (i.e. it was not counted twice if it fell within the mandate of both bodies). Despite Austria having two governmental bodies, it was still the second-lowest-scoring Member State for this question, as neither body drafts gender equality policy for the govern-

ment. Table 7 shows how the functions of the two bodies compare and indicates a **high level of duplication of functions where two governmental bodies exist**. The most duplicated function was 'Coordinating and/or implementing government decisions on gender equality', which was reported in five Member States (EL, CY, PT, FI, SE).

Table 7. Comparison of functions where two governmental bodies exist

	Function	Member State X = function carried out by one body XX = function carried out by two bodies					
		EL	CY	AT	PT	FI	SE
	Coordinating and/or implementing gender mainstreaming processes and methodologies, including gender budgeting	X	XX	X	X	X	XX
	Coordinating and/or implementing government decisions on gender equality	XX	XX	X	XX	XX	XX
	Conducting gender-sensitive analysis of policies and legislation	XX	X	X	XX	XX	XX
	Drafting gender equality policy for the government	X	XX		XX	X	X

Since 2012, eight Member States (DK, DE, IT, LT, LU, NL, AT, SI) have dropped one function (see Table 8).

Table 8. Changes in the functions of governmental bodies since 2012

	Function	Changes between 2012 and 2021
	Coordinating and/or implementing gender mainstreaming processes and methodologies, including gender budgeting	Function dropped in DE
	Coordinating and/or implementing government decisions on gender equality	Function dropped in DK, SI
	Conducting gender-sensitive analysis of policies and legislation	Function dropped in DK, IT, LT, LU, NL, AT
	Drafting gender equality policy for the government	Function dropped in AT

2.1.6. Sub-indicator H1e: Accountability of the governmental gender equality body

Sub-indicator H1e, on the accountability of the governmental gender equality body, is captured through analysis of the existence and effectiveness of national gender equality action plans and strategies, as well as mechanisms by which the governmental body reports to the parliament.

Fourteen Member States (BG, CZ, DE, EE, EL, HR, IT, LT, LU, HU, RO, SK, FI, SE) have a national strategy entirely dedicated to gender equality, which scored one point (see Figure 9). Four Member States (DK, LV, NL, PT) have a strategy for equality covering gender equality together with other non-discrimination issues, which scored 0.5 points. **Seven Member States (BE, ES, CY, MT, AT, PL, SI) have no strategy in place, significantly weakening the accountability of the governmental body.** All national strategies are listed in Annex II.

Figure 9. Existence of a national strategy for gender equality, 2021

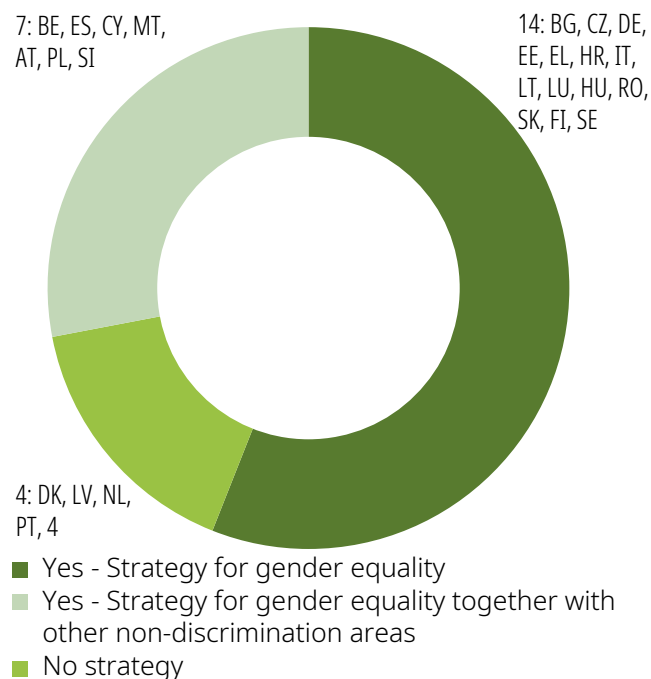
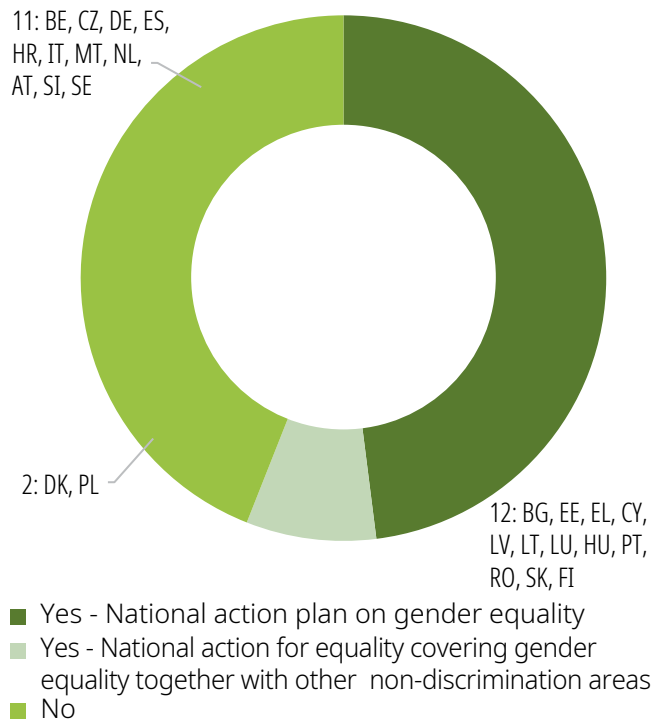


Figure 10. Existence of a national action plan for gender equality, 2021



Sub-indicator H1e also captures the existence of a national action plan for gender equality to provide a concrete basis for the implementation of the national strategy. Twelve Member States (BG, EE, EL, CY, LV, LT, LU, HU, PT, RO, SK, FI) have an overall national action plan, and two (DK, PL) have an action plan covering gender equality combined with other non-discrimination areas (see Figure 10). **Eleven Member States (BE, CZ, DE, ES, HR, IT, MT, NL, AT, SI, SE) have no action plan, reducing the accountability of the governmental body** ⁽¹⁸⁾. All national action plans are listed in Annex II.

A strategy is defined here as a document that sets out overarching aims and vision, while an action plan outlines concrete measures to implement that strategy. These are typically two separate documents, but both Denmark and Greece had a single document covering

both aspects. **Most Member States implement both policy documents consistently:** 12 Member States (BG, DK, EE, EL, LV, LT, LU, HU, PT, RO, SK, FI) have both a national strategy and an action plan, and five Member States (BE, ES, MT, AT, SI) have neither. Of the remainder, six Member States (CZ, DE, HR, IT, NL, SE) have a strategy but no action plan, and two Member States (CY, PL) have an action plan but no strategy.

The accountability offered by an action plan was assessed by identifying whether it was costed fully, partially or not at all. Overall, **most action plans have some level of costing.** Of the 12 Member States with an action plan, four (DK, LT, PL, PT) were fully costed and received one point, seven (BG, EE, EL, CY, LV, HU, FI) were partially costed and scored 0.5 points, and three (LU, RO, SK) were not costed at all ⁽¹⁹⁾.

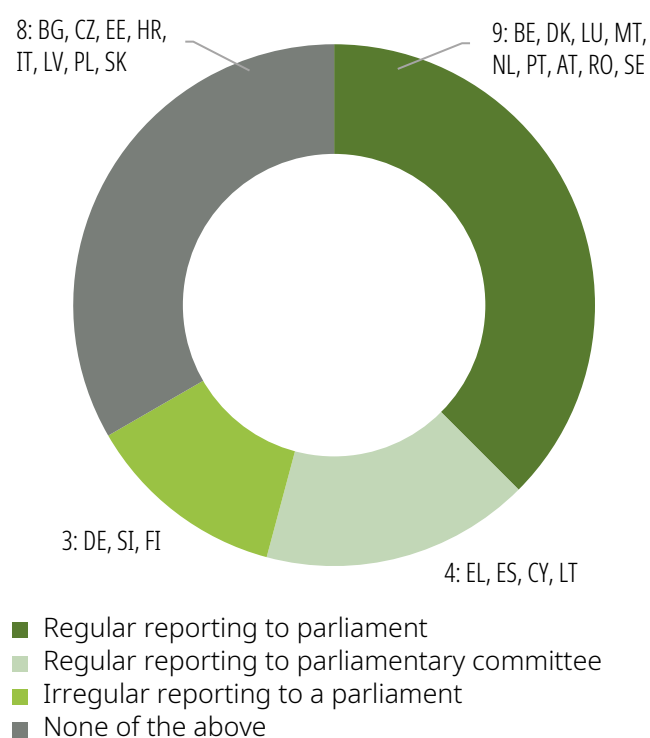
⁽¹⁸⁾ Questionnaire guidelines indicated that the action plan must be in place in December 2021. Action plans under development were excluded.

⁽¹⁹⁾ It was not possible to analyse the changes in the existence of action plans since 2012. Although the questionnaire was the same, analysis of the data showed that a different definition was used for action plans.

Only six of the 14 action plans set specific targets (EE, LV, LU, PT, RO, FI). Failing to do so hinders the tracking of implementation over time and the accountability of the government for achieving the stated goals. Targets were defined as ‘measurable and associated with specific indicators’, excluding more general goals and objectives. All six action plans that set targets are regularly monitored, gaining an extra point.

Sub-indicator H1e also captures types of reporting to the parliament by the governmental body, as a key mechanism for ensuring accountability. **Sixteen Member States** (BE, DK, DE, EL, ES, CY, LT, LU, MT, NL, AT, PT, RO, SI, FI, SE) **have some form of reporting to the parliament, although the regularity and form of reporting varied in accountability** (see Figure 11). In nine Member States (BE, DK, LU, MT, NL, PT, AT, RO, SE), the governmental body reports directly to parliament. This was the most common form of reporting and received one point. This was followed by regular reporting to a parliamentary committee in four Member States (EL, ES, CY, LT), which scored 0.5 points, and irregular reporting to parliament in three Member States (DE, SI, FI), which also scored 0.5 points. Eight Member States (BG, CZ, EE, HR, IT, LV, PL, SK) have no form of reporting. Data from 2012 is not fully comparable ⁽²⁰⁾, but the number of Member States indicating no reporting increased from two in 2012 ⁽²¹⁾.

Figure 11. Reporting by governmental body to the parliament on progress on gender equality and gender mainstreaming, 2021



Note: No data for IE, FR, HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Table 9 presents the measurement framework for sub-indicator H1e.

Table 9. Question and scoring of sub-indicator H1e

Questions and options	Score
Existence of a national strategy for gender equality	
There is an overall strategy on gender equality	1
There is a national strategy for equality covering gender equality together with other equality and non-discrimination issues	0.5
There is no strategy on gender equality	0
Existence of a national action plan for gender equality	
There is an overall national action plan on gender equality	1

⁽²⁰⁾ Data collection in 2012 asked a yes/no question on reporting, without specifying its regularity.

⁽²¹⁾ CZ, HU.

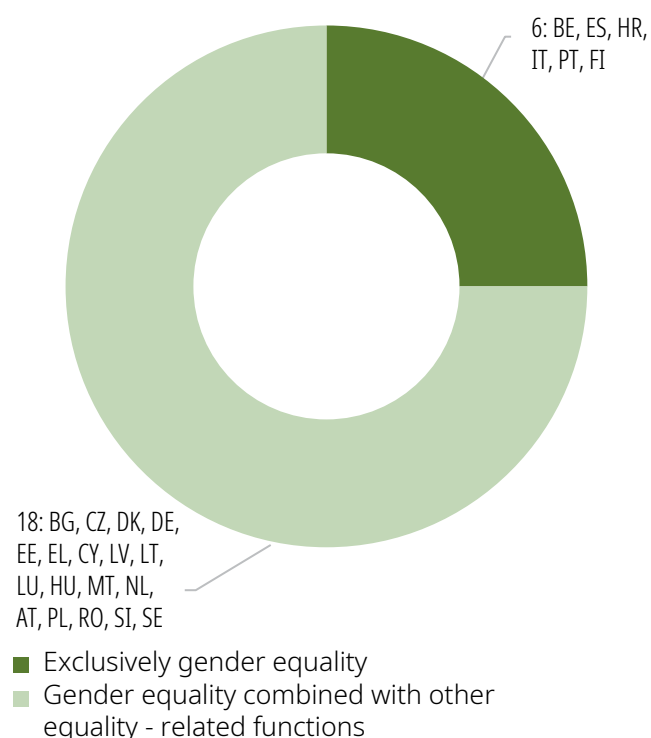
Questions and options	Score
There is a national action plan for equality covering gender equality together with other equality and non-discrimination issues	0.5
There is no action plan on gender equality	0
Has the national action plan for gender equality been costed or budgeted for the period covered by the action plan?	
Yes	1
Partly	0.5
No	0
Does the national action plan set specific targets to be achieved?	
Yes	0.5
No	0
Is the national action plan regularly monitored, to assess whether the targets set out in the plan are being achieved?	
Yes	0.5
No	0
Does the governmental body for the promotion of gender equality regularly report to the parliament on the progress made on gender equality and gender mainstreaming initiatives?	
There is a system of regular reporting of the governmental body for the promotion of gender equality to the parliament i.e. at least once a year	1
There is a system of reporting of the governmental body for the promotion of gender equality to the parliament, but it is not regular	0.5
There is a separate parliamentary committee which includes gender equality as a specific and named part of its brief that regularly (i.e. at least once a year) monitors the work of the governmental body for the promotion of gender equality	0.5
None of the above	0
Maximum score	5

2.1.7. Sub-indicator H1f: Mandate and functions of the independent gender equality body

Sub-indicator H1f analyses the mandate and function of the independent gender equality body, expanding the original measurement framework. All Member States indicated the existence of an independent body with a mandate for gender equality (see Annex II for list of bodies).

Only six Member States (BE, ES, HR, IT, PT, FI) have an independent body exclusively focused on gender equality, increasing its capacity to focus its efforts on gender equality, including its promotion within government (see Figure 12), which scored one point. Eighteen Member States (BG, CZ, DK, DE, EE, EL, CY, LV, LT, LU, HU, MT, NL, AT, PL, RO, SI, SE) have an independent body with a combined mandate and scored zero points, given the limited mandate to promote gender equality.

Figure 12. Mandate of the independent body, 2021



Note: No data for IE, FR, SK. Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Table 10 compares the mandates of the independent and governmental bodies across the Member States. **Only four Member States (BE, HR, PT, FI) have both a governmental and independent body exclusively focused on gender equality**, while in 10 Member States (BG, DK, EE, LV, LT, HU, MT, NL, PL, SK, FI), neither body is exclusively focused on gender equality. Where the mandates vary, nine Member States (CZ, DE, EL, CY, LU, AT, RO, SI, SE) have a governmental body exclusively focused on gender equality and an independent body with a mixed mandate, and two Member States (ES, IT) have an independent body exclusively focused on gender equality and a governmental body with a mixed mandate.

Table 10. Comparison of the mandates of governmental and independent bodies

	Independent body – mandate exclusively for gender equality	Independent body – mandate for gender equality combined with other non-discrimination area(s)
Governmental body – mandate exclusively for gender equality	BE, HR, PT, FI (4)	CZ, DE, EL, CY, LU, AT, RO, SI, SE (9)
Governmental body – mandate for gender equality combined with other non-discrimination area(s)	ES, IT (2)	BG, DK, EE, LV, LT, HU, MT, NL, PL, SK (10)

Note: No data for IE, FR.

Finland is the only Member State to report having two independent bodies, both of which are exclusively focused on gender equality. The bodies were scored according to the mandate of the highest body.

Sub-indicator H1f also captures the functions of the independent body, with each function re-

ceiving 0.5 points ⁽²²⁾. **Independent bodies are empowered to carry out most relevant functions:** 12 independent bodies carry out all four functions and 12 carry out three functions (see Figure 13). This is similar to the governmental bodies (as captured by sub-indicator H1d). However, independent bodies are slightly less empowered, with only 12 carrying out all relevant

⁽²²⁾ The functions are in line with Article 20 of Directive 2006/54/EC (recast), which repealed Directive 2002/73/EC, as well as Article 12 of Directive 2004/113/EC.

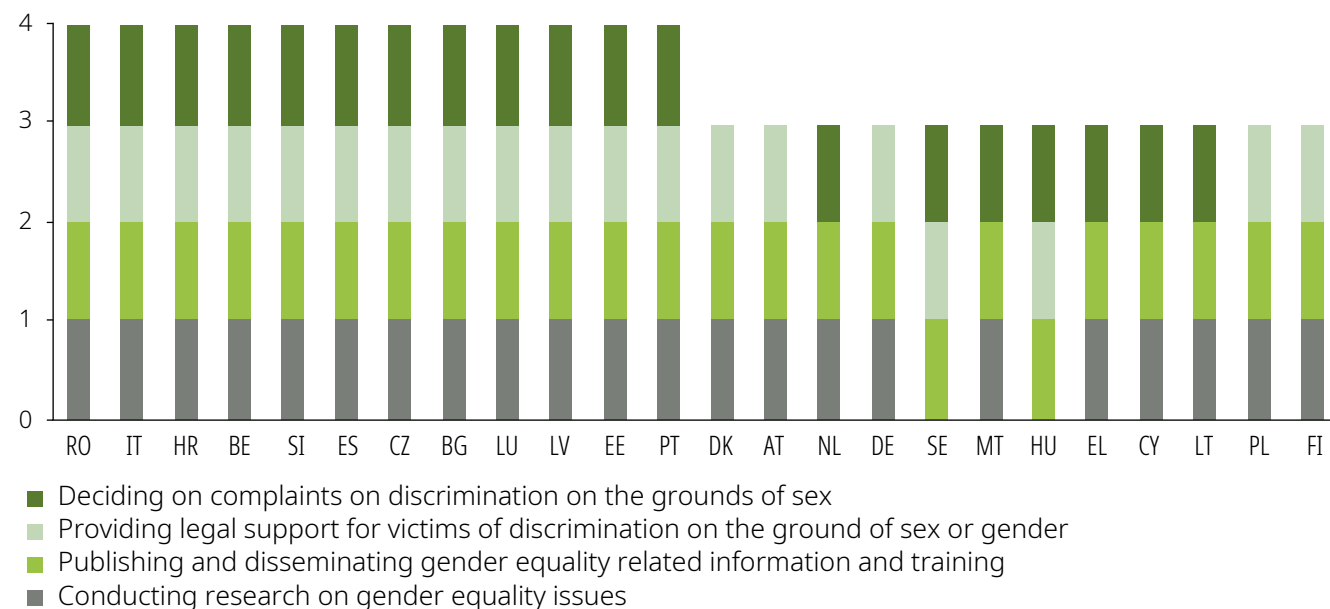
functions, compared to 17 governmental bodies. The Member States not carrying out certain functions were not consistent.

The most commonly carried out function was 'Publishing and disseminating gender equality-related information and training' (24 independent bodies), followed by 'Conducting research on gender equality issues' (22 independent bodies), then 'Providing legal support for victims of discrimination on the ground of sex or gender' (19 independent bodies) and 'Deciding on complaints on discrimination on the

grounds of sex' (19 independent bodies). The fact that some independent bodies do not report carrying out all functions is noteworthy, given that they are legally mandated to carry out these functions under EU law ⁽²³⁾.

As with sub-indicator H1d, Member States with two relevant bodies were only scored once if two bodies carried out the same function. For Finland, both bodies conducted research and published related information and training, but only one provided legal support, and neither decided on complaints.

Figure 13. Functions of independent bodies, 2021



Note: No data for IE, FR, SK. Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Table 11 presents the measurement framework for sub-indicator H1f, which comprises two questions, with a maximum score of three

(mirroring sub-indicator H1d, on governmental bodies).

Table 11. Question and scoring of sub-indicator H1f

Question and options	Score
Scope of the mandate of each independent body for the promotion of gender equality	
Exclusively gender equality	1
Gender equality combined with other equality-related functions e.g. promotion of equal treatment of all people without discrimination on other grounds	0
Functions of each independent body for the promotion of gender equality	

⁽²³⁾ See Article 20 of Directive 2006/54/EC (recast), which repealed Directive 2002/73/EC, as well as Article 12 of Directive 2002/113/EC.

Question and options	Score
Conducting research on gender equality issues	0.5
Publishing and disseminating gender equality-related information and training	0.5
Providing legal support for victims of discrimination on the ground of sex or gender	0.5
Deciding on complaints on discrimination on the grounds of sex	0.5
Maximum score	3

2.2. Indicator H2: Human resources of the national gender equality bodies

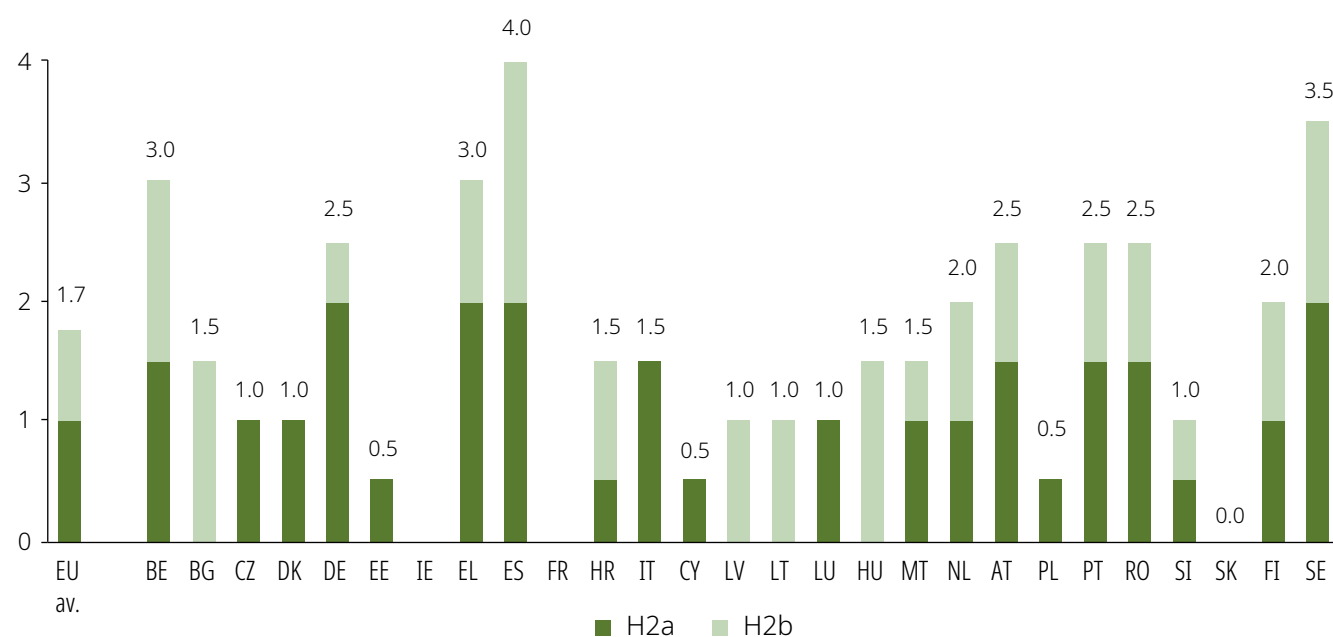
2.2.1. Description of indicator

Indicator H2 assesses the personnel resources of the national gender equality bodies under two sub-indicators for the governmental and independent body, respectively. Adequate personnel resources are a precondition for effective institutional mechanisms and progress in gender equality, and are a clear measure of commitment to promoting gender equality as part of BPfA strategic objective H1, to strengthen institutional mechanisms.

2.2.2. Overall results and analysis

Both governmental bodies and independent bodies, in particular, appear to be under-resourced in many Member States. While it is not possible to specify the minimum level of resources needed, it is likely that bodies with fewer than 10 staff members working on gender equality issues will struggle to fulfil all of the tasks and functions necessary for an effective machinery. Ten Member States (CZ, DK, EE, CY, LV, LT, LU, PL, SI, SK) scored 25 % or less of the maximum possible score, although there is only partial data for Slovakia (see Figure 14). Four Member States (BE, EL, ES, SE) have a higher level of resourcing, with Spain scoring highest, at 100 %, for having over 100 staff in both bodies, and the other three scoring at least 75 % of the maximum possible score.

Figure 14. Scores for indicator H2: Human resources of the national gender equality bodies, 2021

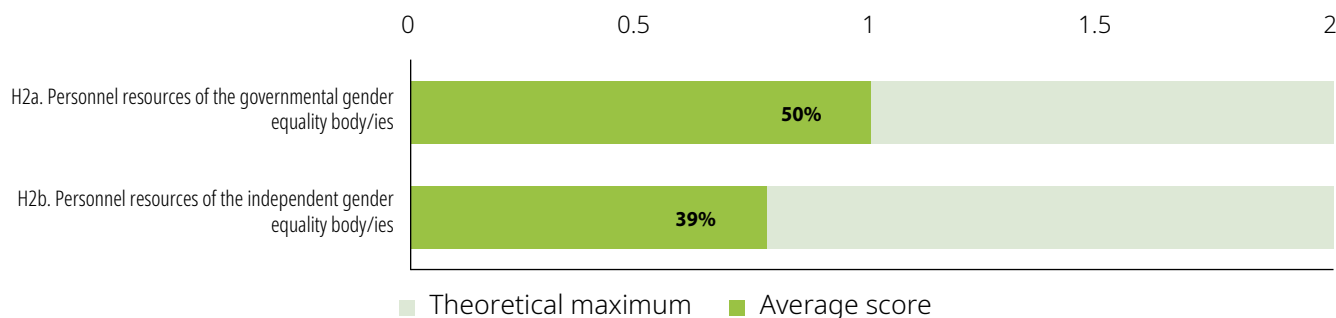


Note: No data for IE, FR; incomplete data for HU (missing H2a) and SK (missing H2b). Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Governmental bodies are better resourced than independent bodies, with an average of 50 % under sub-indicator H2a, compared to 39 % for

independent bodies under sub-indicator H2b (see Figure 15).

Figure 15. Average score for each sub-indicator of indicator H2 in relation to its theoretical maximum, EU25, 2021 (score, %)



Note: No data for IE, FR; incomplete data for HU (missing H2a) and SK (missing H2b)
 Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Personnel resources committed to gender equality are noticeably lower in bodies with a mandate for gender equality combined with other non-discrimination areas. Table 12 shows that the average number of staff in a body that is focused exclusively on gender equality is higher for both governmental and independent bodies compared to bodies with a wider equality mandate. Independent bodies working exclusively on gender equality have an

average of 29.9 staff, compared to 13.7 for those with a wider equality remit. The difference is less pronounced, but still apparent, for governmental bodies (at 38 and 33, respectively) fewer of which have a wide remit. This supports the evidence that the promotion of gender equality is strengthened by bodies with an exclusive focus on gender equality, which underpins both sub-indicators H1d and H1f, on the mandate of national bodies.

Table 12. Average number of personnel working on gender equality issues, by type of body and mandate

Scope of mandate	Gender equality only		Gender equality combined with other non-discrimination area(s)	
	No. countries	Average no. of personnel	No. countries	Average no. of personnel
Governmental	9	38.0	15	33.0
Independent	6	29.9	18	13.7

Note: For countries with two bodies, a combined personnel figure was included in the wider equality remit category, except where both bodies are exclusively focused on gender equality.

Measurement framework

Indicator H2 was scored in relation to the absolute numbers of people employed by the gender equality bodies. For bodies with a mandate that includes other equality-related functions, this total was adjusted by the estimated percentage of time spent solely on

gender equality, i.e. 0-25 %, 25-50 %, 50-75 % and 75%-100 %, always using the upper limit of the range. The data takes multiple bodies into account, where relevant (two governmental bodies: EL, CY, AT, PT, FI, SE; two independent bodies: FI).

For data collected in 2012, this result was normalised by expressing resources per million population or per million persons employed. In practice, this tends to give higher results for smaller countries and lower results for larger countries. This study used absolute numbers which, despite some inherent risks to comparability, was justified on the basis that a minimum number of people is required to deliver effective services, regardless of the size of the country. As a result of the changes in the measurement framework, the data is not comparable with previous data collections.

Table 13 presents the measurement framework for Indicator H2 and the score allocated to each categorisation of personnel resources. A single asterisk notes where the total number of staff of the body was adjusted because of its mandate. A double asterisk indicates that the body has a mandate for gender equality combined with other non-discrimination areas but the number was not adjusted because personnel spend 75-100 % of their time on gender equality-related projects.

Table 13. Personnel resources working on gender equality, by type of body

Personnel	< 5	5-10	10-25	25-100	100+
Score	0	0.5	1	1.5	2
Governmental bodies (H2a)	BG*, LV*, LT*, SK*	EE*, HR, CY, PL*, SI	CZ, DK**, LU, MT*, NL*, FI	BE, IT*, AT, PT**, RO	DE, EL, ES**, SE**
Independent bodies (H2b)	CZ*, DK*, EE*, IT, CY*, LU*, PL*	DE*, MT*, SI*	EL**, HR, LV*, LT*, NL*, AT*, PT, RO*, FI	BE, BG*, HU*, SE*	ES

Note: no data for IE, FR; incomplete data for HU (H2a) and SK (H2b).

* Data covers at least one body with a mandate for gender equality combined with other non-discrimination areas for which the total number of staff was adjusted for the estimated proportion of time dedicated to gender issues.

** Data covers at least one body with a wider equality remit where staff work 75-100 % of the time on gender issues, thus the total number of staff was not adjusted (upper limit of the range always used as the adjustment factor).

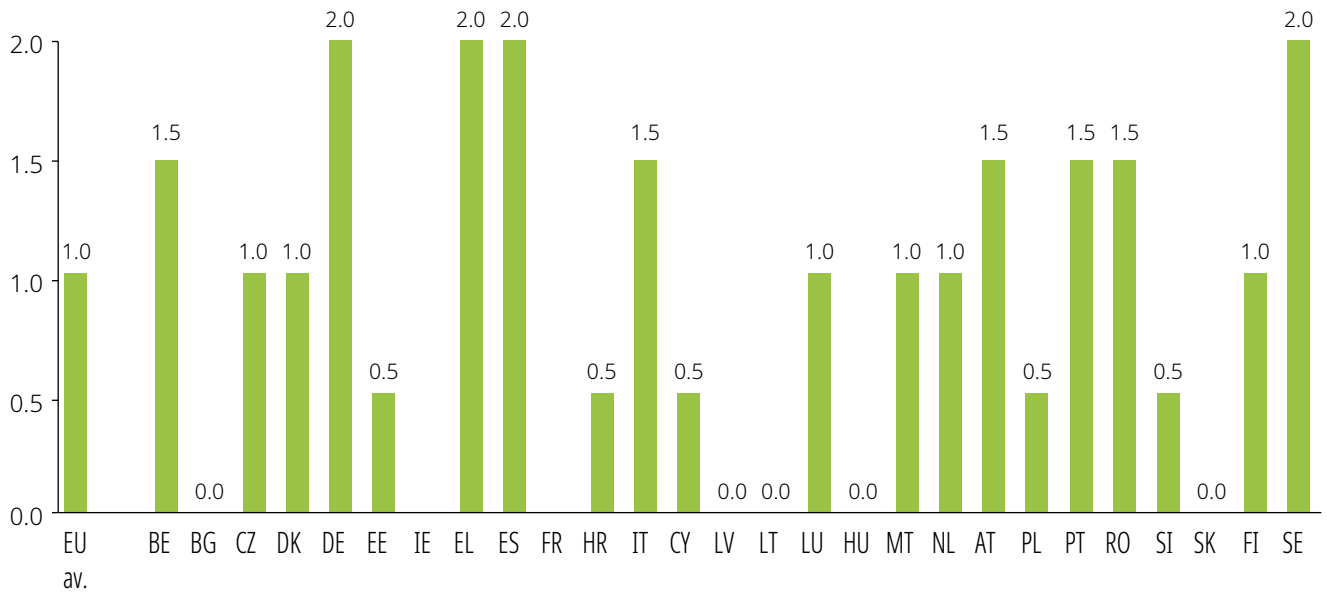
2.2.3. Sub-indicator H2a: Personnel resources of governmental bodies

Sub-indicator H2a monitors the personnel resources of governmental bodies. Results were low, with an average score of just under one out of two (50 % of the maximum) (see Figure 16). Four Member States (BG, LV, LT, SK) have particularly low levels of resources, with fewer than five people working on gender equality issues in the governmental body, which scored zero points. Notably, all of these Member States have a governmental body with a mandate that extends beyond gender equality, reducing the resources dedicated to gender equality. Hungary also falls into the lowest-scoring category (with a reported total of three staff), but the data

lacked information on the proportion of time spent on gender equality and was not scored.

Four Member States (DE, EL, ES, SE) have more than 100 governmental staff dedicated to gender equality and scored the maximum two points available. Of these, Greece and Sweden have a unit within a ministry, as well as an agency. Without the agency, Greece would fall into the 25-100 category and Sweden in the 10-25 category. Data for Finland and Cyprus also includes staff in an agency and in a ministry, but the numbers of agency staff working on gender equality issues are low and do not affect the categorisation. The resources reported in Portugal, Belgium, Romania and Croatia are all from agencies outside ministerial structures.

Figure 16. Scores for sub-indicator H2a: Personnel resources of governmental bodies, 2021



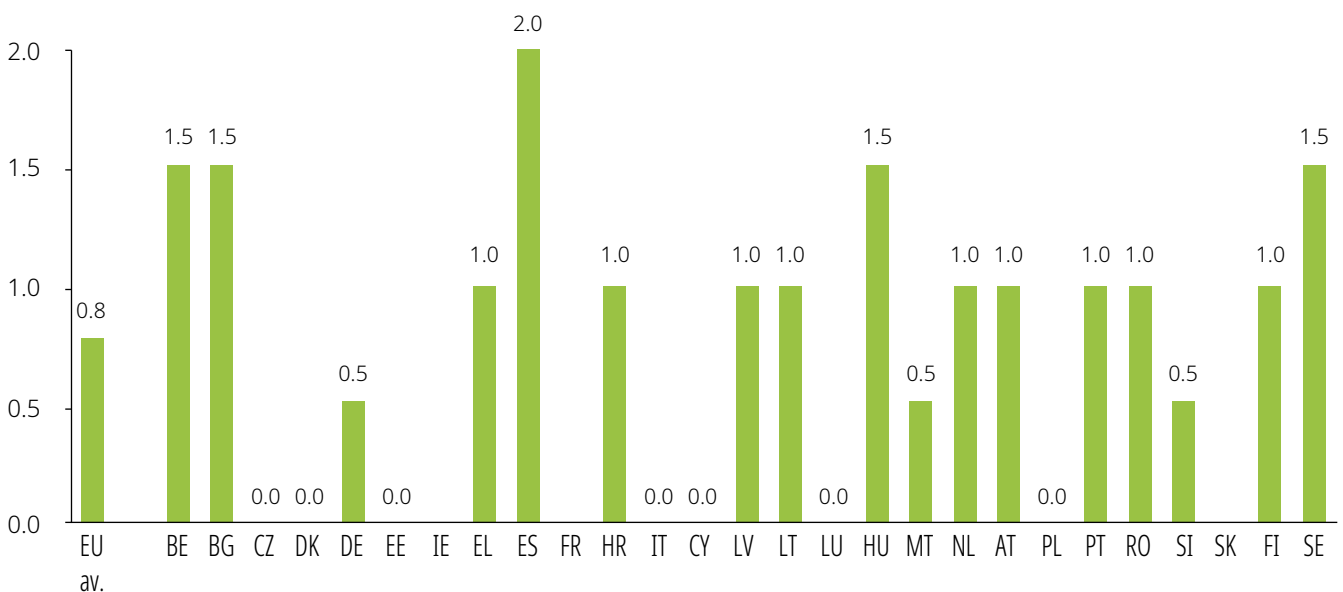
Note: No data for IE, FR; incomplete data for HU. Source: EIGE, Data collection on institutional mechanisms, available [here](#)

2.2.4. Sub-indicator H2b: Personnel resources of independent bodies

Sub-indicator H2b captures the personnel resources of independent bodies, using the same measurement framework as H1b (personnel resources of governmental bodies). Seven Member States (CZ, DK, EE, IT, CY, LU, PL) scored zero because they have fewer than five staff mem-

bers dedicated to gender equality issues (see Figure 17). Only Spain has an independent body with more than 100 staff, scoring the maximum two points, while four other Member States (BE, BG, HU, SE) have between 25 and 100, scoring 1.5 points. The low scores reflect the fact that only six independent bodies (BE, ES, HR, IT, PT, FI) have a mandate exclusively focused on gender equality, which seems to affect the overall level of resourcing for both the independent and governmental bodies (see Section 3.3.2).

Figure 17. Scores for sub-indicator H2b: Personnel resources of independent bodies, 2021



Note: No data for IE, FR; incomplete data for SK (H2b). Source: EIGE, Data collection on institutional mechanisms, available [here](#)

2.3. Indicator H3: Gender mainstreaming

2.3.1. Description of indicator

Indicator H3 is based on the second strategic objective of Area H of the BPfA – to integrate gender perspectives into all areas of policy, legislation, public programmes and projects. Indicator H3 is made up of four sub-indicators. **Sub-indicator H3a**, on the status of governmental commitment to gender mainstreaming, captures overall commitment in law or policy.

The second strategic objective of Area H of the BPfA includes two sub-objectives:

- Seek to ensure that an analysis of the impact on women and men, respectively, is carried out before policy decisions are taken. This is captured by **sub-indicator H3c**, on the commitment to and use of methods and tools for gender mainstreaming, through questions on the existence and use of *ex-ante* impact evaluations, gender budgeting, training and awareness-raising
- Establish and/or strengthen an inter-ministerial coordination structure to carry out this mandate, monitor progress, and network with relevant machineries. This is captured by **sub-indicator H3b**, on governmental gender mainstreaming structures and consultation processes, which examines the existence of

such a structure and the regularity and effectiveness of consultation with the governmental body

The conceptual framework has been extended in line with the Directives on Equal Treatment between Women and Men ⁽²⁴⁾, the Commission's recent legislative initiative on Binding Standards for Equality Bodies, and the 2015 OECD recommendation to strengthen the role of independent bodies in relation to the promotion and support of equal treatment and gender-sensitive policy-making. ⁽²⁵⁾ Accordingly, **sub-indicator H3d**, on consultation of independent bodies, was added, with corresponding questions to sub-indicator H3b, on consultation of governmental bodies.

2.3.2. Overall results and analysis

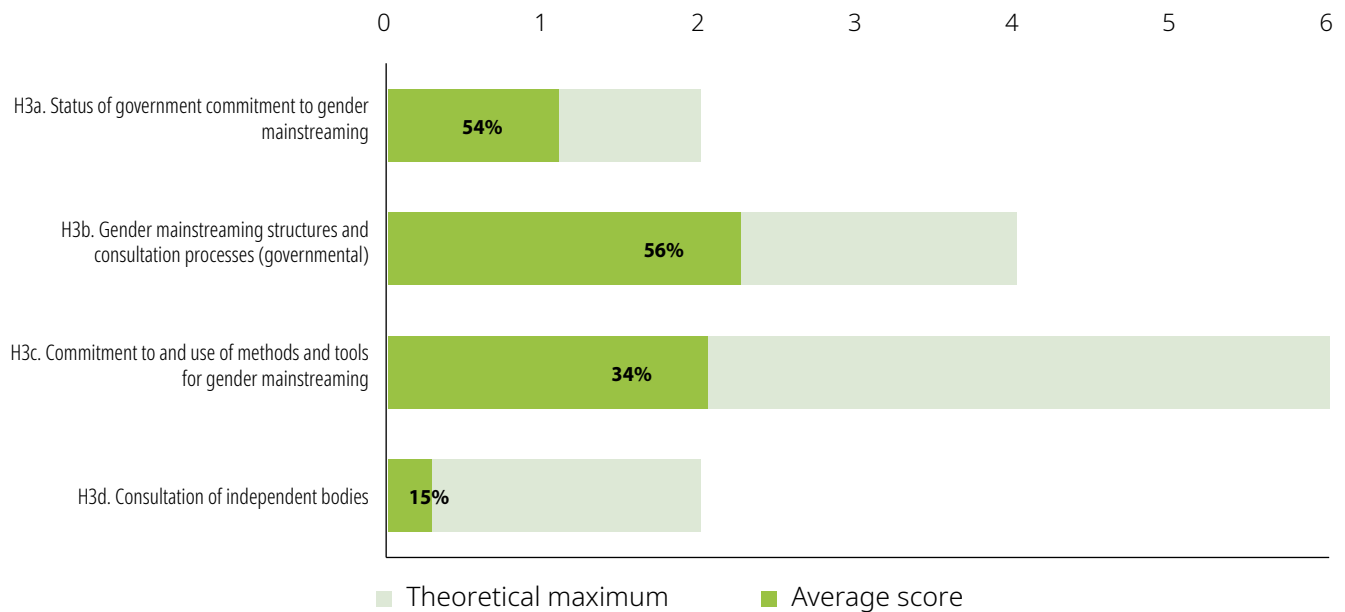
No Member State achieved the maximum number of 12 points for Indicator H3, as the **implementation of gender mainstreaming remain uneven across the EU**.

Commitments to gender mainstreaming are consistently in place across Member States, as assessed under sub-indicator H3a. All but two Member States (PL, SK) have some form of commitment. However, these commitments are not always legally binding, but, rather, are weaker policy commitments, explaining why the average score for this sub-indicator was only 54 % (see Figure 18).

⁽²⁴⁾ See Article 20 of Directive 2006/54/EC (recast), which repealed Directive 2002/73/EC, as well as Article 12 of Directive 2004/113/EC.

⁽²⁵⁾ OECD (2015), *2015 OECD Recommendation of the Council on Gender Equality in Public Life*, available at: <https://www.oecd.org/gov/2015-oecd-recommendation-of-the-council-on-gender-equality-in-public-life-9789264252820-en.htm>

Figure 18. Average score for each sub-indicator of indicator H3 in relation to its theoretical maximum, EU25, 2021 (score, %)



Note: No data for IE, FR; incomplete data for HU (partial data for H3c only), PL (no data for H3b and only partial data for H3c) and SK (no data for H3d)

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Sub-indicator H3c is the most significant, contributing six points out of a total of 12 and capturing the use of a wide range of gender mainstreaming methods and tools. **Commitment to the use of *ex-ante* gender impact assessments and awareness raising of governmental staff about gender-sensitive language are the most frequently used methods and tools for gender mainstreaming. The use of all methods and tools remains low overall, especially gender budgeting and gender equality training.** As such, overall scores were second lowest, at 34 % of the maximum (see Figure 18).

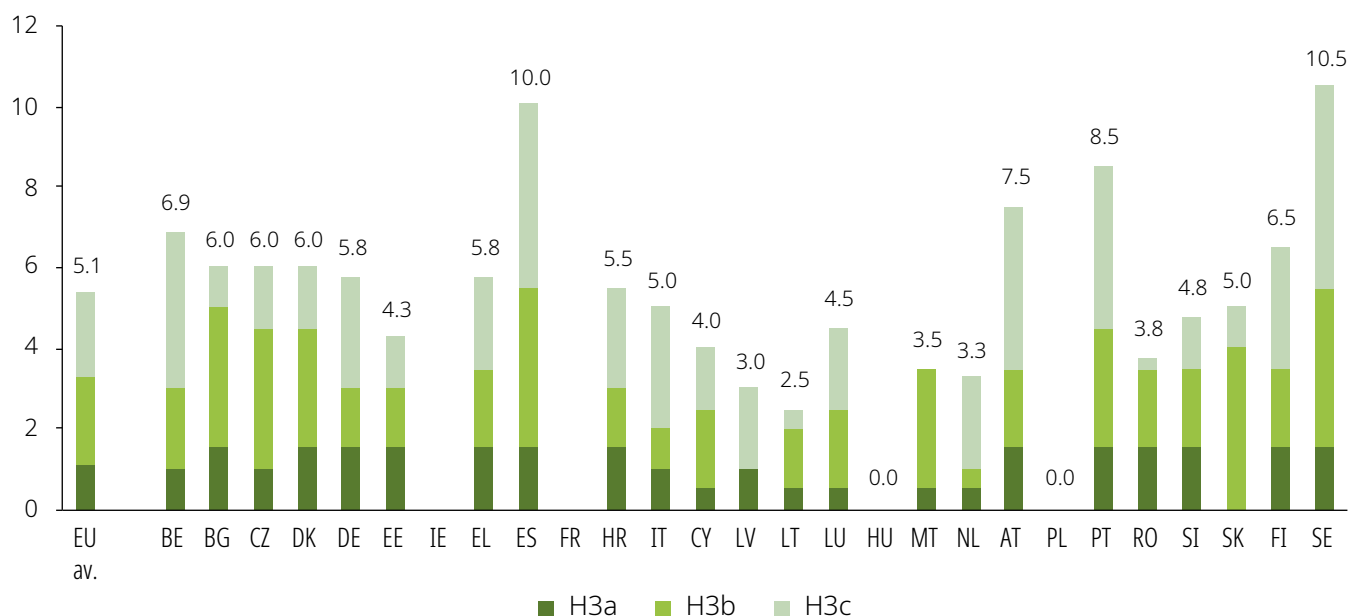
Sub-indicator H3b examines the regularity and effectiveness of consultation with the governmental body, as well as the use of gender mainstreaming structures. **Use of gender mainstreaming structures was high over-**

all, relative to the other measures assessed.

Twenty-one Member States have some form of structure in place, while 15 have an interdepartmental structure with focal points helping to integrate gender equality concerns into laws and policies across all areas of government. This contributes to H3b being the highest-scoring sub-indicator, with an average score of 56 %.

The highest scores were achieved by Sweden (10.5) and Spain (10), with Portugal (8.5) the only other country to score more than 75 % of the maximum (see Figure 19). A further six Member States (BE, BG, CZ, DK, AT, FI) scored at least 50 % of the maximum, but all others scored less. Particularly low scores – three points or less – were seen in Latvia, Lithuania, Hungary and Poland, though the zero scores in the two latter cases largely reflected incomplete data.

Figure 19. Scores for indicator H3: Gender mainstreaming (governmental commitment only), 2021



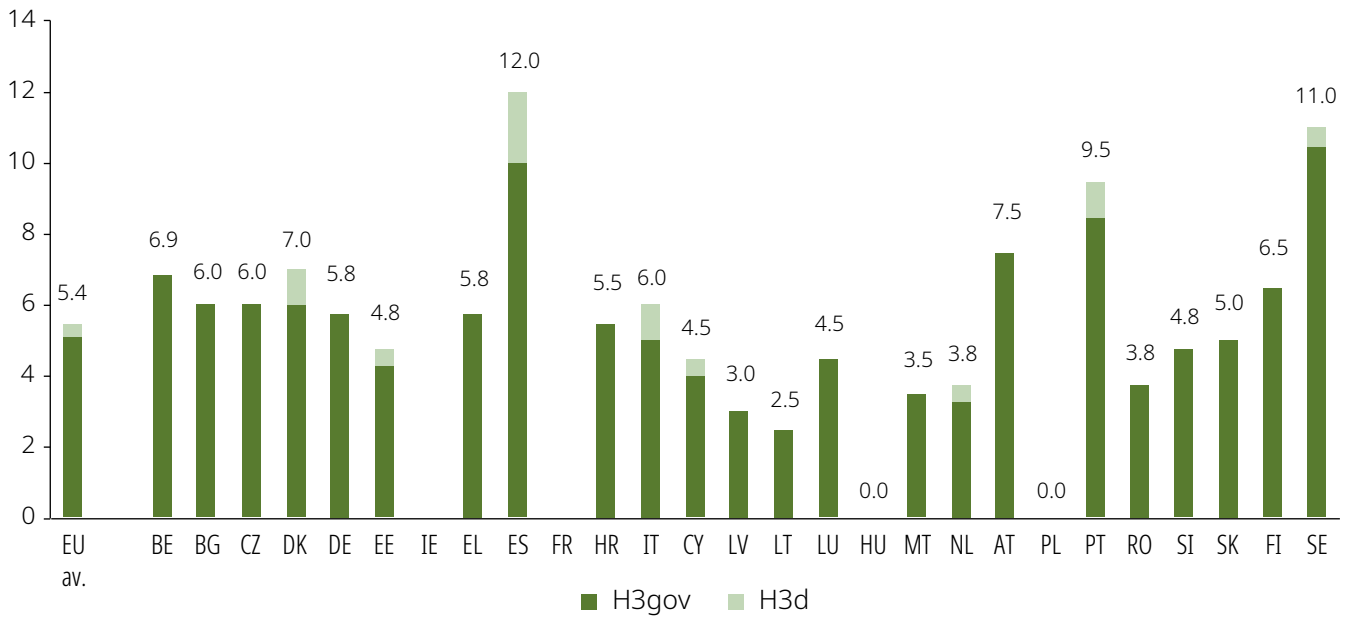
Note: No data for IE, FR; incomplete data for HU (partial data for H3c only) and PL (no data for H3b, only partial data for H3c).
 Source: EIGE, Data collection on institutional mechanisms, available [here](#)

The measurement framework was expanded to include sub-indicator H3d to assess the extent of consultation of the independent bodies (see Section 3.4.1), with a maximum of two points available. Scores were low overall, with only eight Member States scoring any points (see Figure 20). This reduced the average score for Indicator H3 from 5.1 to 5.4.

Overall scores for the expanded H3 indicator were highest for Spain (12.0), Sweden (11.0) and Portugal (9.5), which remained the highest-scoring countries here.

Notably, the combined scores across sub-indicators H3b to H3d – all dealing with practical implementation of gender mainstreaming – were highest for countries with legislation mandating the use of gender mainstreaming. There was an average score of 5.4 for those with legislation, 4.5 for those with a binding agreement, and 3.25 for some other form of policy commitment. Slovakia was the exception, reporting no commitment to gender mainstreaming but nevertheless scoring a total of 5 across H3b, H3c and H3d (it scored zero for H3d because of missing data on the independent body).

Figure 20. Scores for indicator H3: Gender mainstreaming, 2021



Note: No data for IE, FR; incomplete data for HU (partial data for H3c only), PL (no data for H3b and only partial data for H3c), and SK (no data for H3d).

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

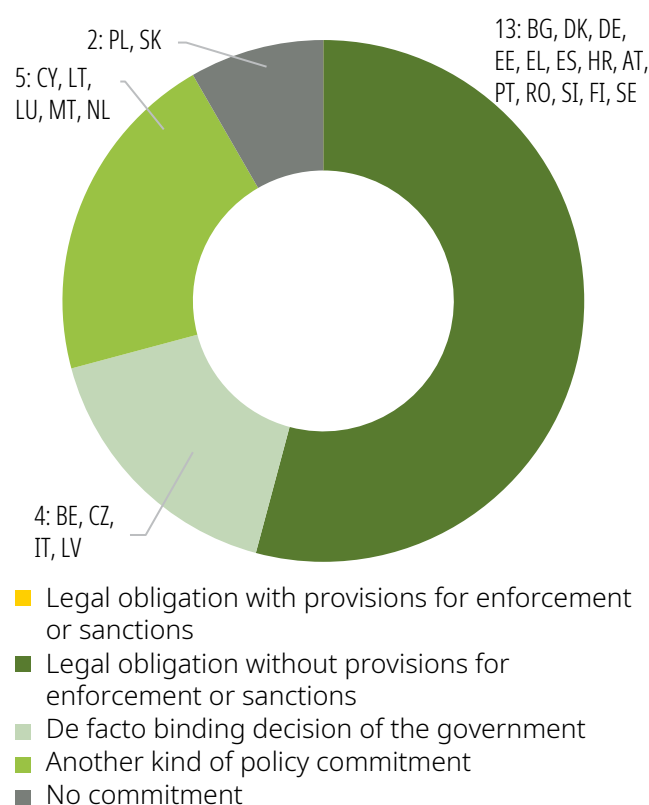
2.3.3. Sub-indicator H3a: Status of government commitment to gender mainstreaming

Sub-indicator H3a, on the status of government commitment to gender mainstreaming, assesses the overarching commitment to gender mainstreaming in law and policy as a key display of governments’ formal commitment.

Overall, **there is a consistent level of commitment to gender mainstreaming across the Member States.** Thirteen Member States (BG, DK, DE, EE, EL, ES, HR, AT, PT, RO, SI, FI, SE) have a legal obligation without enforcement or sanctions (see Figure 21). This commitment scored 1.5 points (out of a possible two) because of the strength and enforceability of a legal commitment compared to a policy commitment, although no Member State has a legal obligation with provisions for enforcement and sanctions

(two points). Nine Member States (BE, CZ, IT, CY, LV, LT, LU, MT, NL) have a less enforceable – and thus weaker – commitment to gender mainstreaming: four (BE, CZ, IT, LV) have a *de facto* binding commitment, scoring one point, while five (CY, LT, LU, MT, NL) have another kind of policy commitment in place, scoring 0.5 points. For example, in Cyprus, in accordance with the decision of the Council of Ministers no. 61.649, dated 24 February 2005, the National Machinery for Women’s Rights has been involved in ensuring that gender mainstreaming is incorporated into all stages of the utilisation of EU Structural Funds, and the promotion of gender mainstreaming is one of the main activities of the National Action Plan for Gender Equality.

Of the Member States who provided data, only Poland and Slovakia do not have a commitment to gender mainstreaming.

Figure 21. Governments' commitment to gender mainstreaming, 2021

Note: No data for IE, FR, HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Table 14 presents the measurement framework for sub-indicator H3a, on governments' commitment to gender mainstreaming. It comprises a single question, with a maximum score of two.

Table 14. Question and scoring of sub-indicator H3a

Question and options	Score
What is the status of the government's commitment to gender mainstreaming in the national public administration in your country?	
There is an enforceable legal obligation regarding the implementation of gender mainstreaming	2
There is a legal obligation regarding the implementation of gender mainstreaming without provisions for enforcement or sanctions	1.5
There is a de facto binding decision of the government regarding gender mainstreaming	1
There is some other kind of policy commitment from the government regarding gender mainstreaming	0.5
There is no commitment from the government regarding gender mainstreaming	0
Maximum score	2

Overall, commitment to gender mainstreaming has decreased since 2012. An increase in the strength of commitment was reported in five Member States (BG, EL, LV, PT, SE), with a decrease noted in eight Member States (BE, CY, CZ, LT, LU, MT, PL, SK). Table 15 presents those changes, with an increase in the strength

of commitment shown in green and a decrease shown in grey. Data quality is potentially comprised due to ambiguity in the difference between a *de facto* binding decision and a policy commitment. Comparability is also weakened because the 2012 data collection included the option 'recommendation', which was ranked

higher than a policy commitment but was not included in the current data collection.

Table 15. Changes in the status of government commitment to gender mainstreaming, 2012-2021

Member State	Obligation in 2012	Obligation in 2021
BE	Legal obligation	<i>De facto</i> binding decision
BG	Policy commitment	Legal obligation
CY	Recommendation	Policy commitment
CZ	Legal obligation	<i>De facto</i> binding decision
EL	Policy commitment	Legal obligation
LT	Legal obligation	Policy commitment
LU	<i>De facto</i> binding decision	Policy commitment
LV	Policy commitment	<i>De facto</i> binding decision
MT	<i>De facto</i> binding decision	Policy commitment
PL	Policy commitment/recommendation	No commitment
PT	Recommendation	Legal obligation
SE	<i>De facto</i> binding decision	Legal obligation
SK	Policy commitment/recommendation	No commitment

2.3.4. Sub-indicator H3b: Governmental gender mainstreaming structures and consultation processes

Sub-indicator H3b, on governmental gender mainstreaming structures and consultation processes, captures whether there is a structure to coordinate gender mainstreaming across ministries and the extent to which the governmental body is consulted on new policies.

A gender mainstreaming structure is important for ensuring effective coordination of gender mainstreaming across government. Overall, the majority of Member States have a structure in place to facilitate coordination, although this takes different forms. **Only 15 Member States** (BE, CZ, DK, EL, ES, CY, LT, LU, AT, PT, RO, SI, SK, FI, SE) **have a gender mainstreaming structure that is likely to successfully implement gender mainstreaming by bringing together**

departments with a focal point specifically mandated to carry out this role.

Of the 15 Member States with an interdepartmental structure, some focus on federal level planning and guidance, while others adopt a multi-level approach that allows them to deliver work nationally, regionally, and locally (e.g. PT), or to focus on specific areas of gender equality (e.g. SK). The structure is typically led by either a ministry (e.g. the Federal Ministry for Arts, Culture, Civil Service and Sport houses the governmental body in AT) or the governmental body (e.g. BE). The governments in Belgium, Luxembourg and Romania chose to have a representative (or two, at most) across ministries, while Spain, Portugal and Finland have a working group in each ministry.

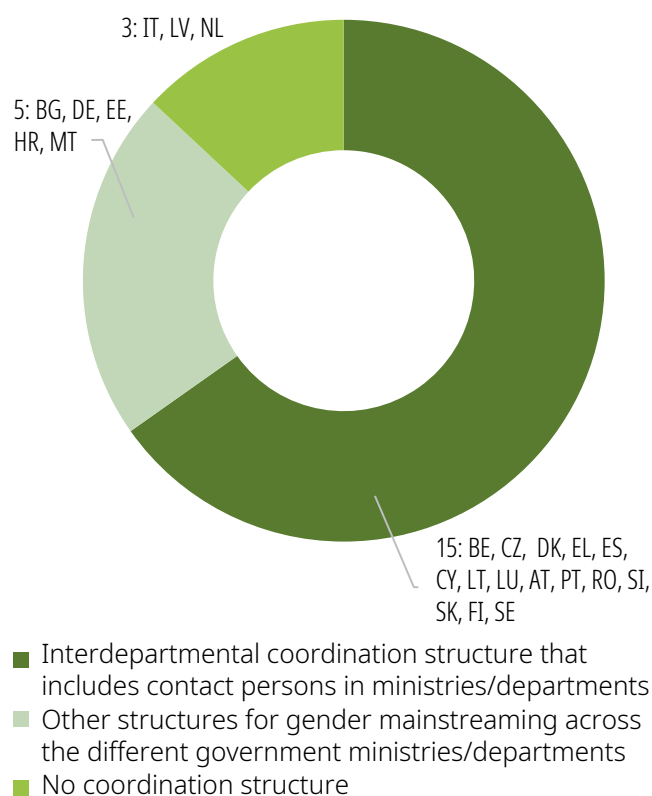
Sub-indicator H3b also captures the proportion of ministries/departments included in the interdepartmental coordination or 'other' structure.

Of the 20 Member States with either structure, 18 include all ministries (more than 75 %). This indicates **that the structures have a comprehensive reach across government** and scored the maximum one point. The exceptions are Lithuania and Estonia, which include ‘most ministries’ (50-75 %), scoring 0.5 points, and have an inter-departmental coordination and ‘other’ structure, respectively.

Five Member States (BG, DE, EE, HR, MT) have ‘other structures’ for gender mainstreaming, scoring 0.5 points. These are typically a more loose structure without strong central coordination. In Germany, for example, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) is responsible for gender mainstreaming and is involved in legislative or consultative processes on gender mainstreaming on an ad hoc basis.

Latvia, Italy and the Netherlands have no structure to coordinate gender mainstreaming efforts across government, and thus scored zero.

Figure 22. Structures in place to coordinate gender mainstreaming, 2021



Note: No data for IE, FR, HU, PL.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Data was collected on the number of staff allocated to the gender mainstreaming structure to understand the strength of its resources. This data was not included because nine Member States (DK, DE, EE, IE, FR, LU, HU, MT, PL) with a gender mainstreaming structure were missing data, and because of incomparability of some of the data. Table 16 shows the results for the 15 countries that provided data. Comparability issues include the exceptionally high figure for Belgium (70, as it includes alternates) and the unusually low figure for Finland (two, as it is adjusted to indicate the full-time equivalent (FTE) for the 24 members of support staff). Similarly, the 90 members of staff reported in Austria reflects the total number of staff of Department III/C/9 of the Federal Ministry for Arts, Culture, Civil Service and Sport, which implements gender mainstreaming. Overall, while it is not possible to state the number of staff required to ensure a well-resourced gender mainstreaming structure, the number seems consistently low across most Member States, and is likely less than one staff member per ministry.

Table 16. Resources of gender mainstreaming structures

Staff per ministry	Member States
<1	CZ, EL, CY, LT, SK, FI
1-5	BG, ES, HR, PT, RO, SI, SE
5+	BE, AT

Note: No data for DK, DE, EE, IE, FR, LU, HU, MT, PL.

The other focus of sub-indicator H3b is consultation with the governmental body on new policies. Such consultation is important, as it suggests that gender equality concerns are more likely to be considered.

The extent to which departments or ministries consult the governmental body on new or existing policies, laws or programmes in policy fields other than gender equality varies significantly (see Figure 23). Almost an equal number of governmental bodies report being consulted in all cases (one point) and in some or no cases (zero points).

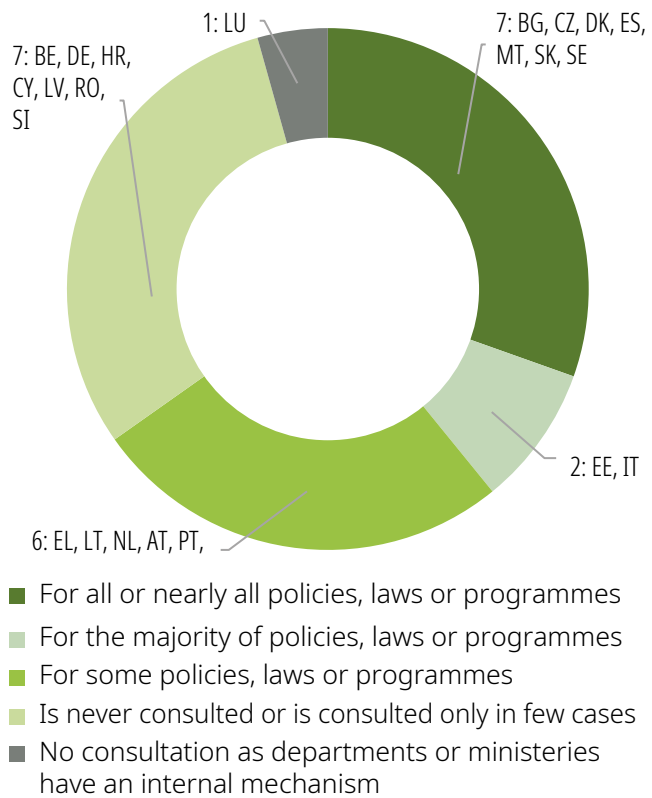
Luxembourg has an alternative approach, with departments or ministries making use of an internal mechanism for ensuring gender equality in their policies, laws or programmes. Here, ministries must complete an ‘impact note’ (*fiche d’impact*) which assesses the impact of the proposed law according to relevant criteria, including equality between women and men. Authors of the law are responsible for completing this assessment and it is not linked to the Ministry of Equality between Women and Men. This approach scored zero because the lack of a centralised overview risks the policy review process not reflecting a common standard.

Where the governmental body is consulted, the resulting level of adjustment to relevant policies is very mixed (see Figure 24). Five

Member States (BG, ES, PT, SK, SE) reported that there are adjustments in all cases, scoring the maximum of one point because the consultation is leading to meaningful change and incorporation of the expertise of the governmental body. In the remaining 11 Member States (BE, CZ, EE, EL, IT, LT, HU, MT, NL, AT, FI), the consultation does not consistently lead to relevant adjustments. Of these, three Member States (BE, EL, LT) reported that adjustments never take place, or take place only in a few cases, indicating little meaningful change.

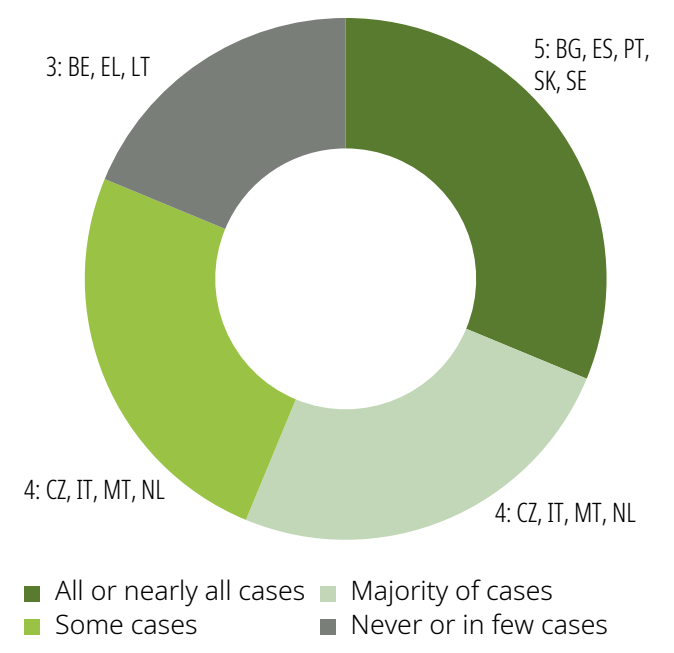
Table 17 presents the measurement framework for sub-indicator H3b, on gender mainstreaming structures and consultation processes. Each of the four questions scored a maximum of one point.

Figure 23. Consultation of governmental bodies by departments/ministries on new or existing policies, laws or programmes in policy fields other than gender equality, 2021



Note: No data for IE, FR, HU, PL.
 Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Figure 24. Frequency of adjustment following consultation with the governmental body, 2021



Note: No data for DK, IE, FR, HU, PL.
 Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Table 17. Questions and scoring of sub-indicator H3b

Questions and options	Score
What structures are in place to coordinate gender mainstreaming across government ministries/departments?	
Interdepartmental coordination structure that includes contact persons in ministries/departments	1
Other structures for gender mainstreaming across the different government ministries/departments	0.5
External coordination structure	0
No coordination structure	0
What proportion of ministries/departments are included in the structure?	
All ministries (more than 75 %)	1
Most ministries (50-75 %)	0.5
Some ministries (25-50 %)	0
Very few ministries (less than 25 %)	0
How regularly are governmental bodies for the promotion of gender equality consulted by departments or ministries about new or existing policies, laws or programmes (in policy fields other than gender equality)?	
For all or nearly all policies, laws or programmes developed (more than 75 %)	1
For the majority of policies, laws or programmes developed (50-75 %)	0.5
For some policies, laws or programmes developed (25-50 %)	0
Never consulted, or consulted only in a few cases (less than 25 %)	0
No consultation takes place, as departments or ministries have an internal mechanism for ensuring gender equality in new or existing policies, laws or programmes	0
If the governmental bodies for the promotion of gender equality are consulted about new or existing policies, laws or programmes, how often does the involvement of the governmental body lead to relevant adjustments?	
All or nearly all cases (more than 75 %)	1
Majority of cases (50-75 %)	0.5
Some cases (25-50 %)	0
Never or few cases (less than 25 %)	0
Maximum score	4

2.3.5. Sub-indicator H3c: Commitment to and use of methods and tools for gender mainstreaming

Sub-indicator H3c examines Member States' commitment to and use of methods and tools to implement gender mainstreaming, including *ex-ante* impact assessment, gender budgeting,

gender-sensitive language, and gender equality training.

Ex-ante gender impact assessment is a key tool in implementing gender mainstreaming. This is defined in the study as an analysis or assessment of a law, policy or programme that makes it possible to estimate, in a preventive way, the likelihood of a given decision having positive,

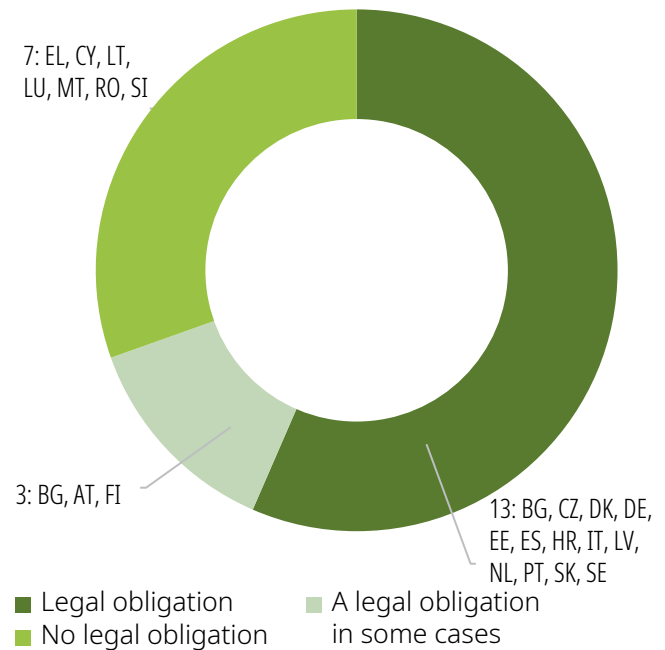
negative or neutral consequences for the state of equality between women and men ⁽²⁶⁾.

Commitment to using *ex-ante* gender impact assessment is stronger than other gender mainstreaming tools and methods and is used to some extent in 16 Member States (see Figure 25).

More specifically, 13 Member States (BG, CZ, DK, DE, EE, ES, HR, IT, LV, NL, PT, SK, SE) have a legal obligation to undertake an *ex-ante* gender impact assessment when drafting laws and/or policies, plans or programmes. The strength and enforceability of this measure meant it scored one point. Three Member States (BE, AT, FI) have a legal obligation that only applies in some cases, scoring 0.5 points because it is not consistently applied. Austria, for example, indicated that a gender impact assessment is only applied when the relevant sub-dimensions of the gender equality dimension are substantially affected ⁽²⁷⁾. Seven Member States (EL, CY, LT, LU, MT, RO, SI) have no such obligation, scoring zero because it significantly weakens the likelihood of *ex-ante* gender impact assessments ⁽²⁸⁾.

Sub-indicator H3c also assesses gender budgeting, which is the application of gender mainstreaming in the budgetary process. It entails a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process, and restructuring revenue and expenditure to promote gender equality ⁽²⁹⁾.

Figure 25. Governments' commitment to *ex-ante* gender impact assessment, 2021



Note: No data for IE, FR, HU, PL.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

The **use of gender budgeting is low overall** (see Figure 26). Only eight Member States (BE, EL, ES, IT, LV, AT, PT, SE) have a legal obligation to undertake gender budgeting in ministerial budgets or the budget of other governmental institutions. Sixteen Member States (BG, CZ, DK, DE, EE, HR, CY, LT, LU, MT, NL, PT, RO, SI, SK, FI) have no legal obligation and none indicated that a legal obligation applies in only some cases ⁽³⁰⁾. The same scoring approach was used for gender budgeting as for *ex-ante* gender impact assessments, i.e. based on the strength and enforceability of the obligation.

⁽²⁶⁾ EIGE (n.d.), Gender impact assessment, available at: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-impact>

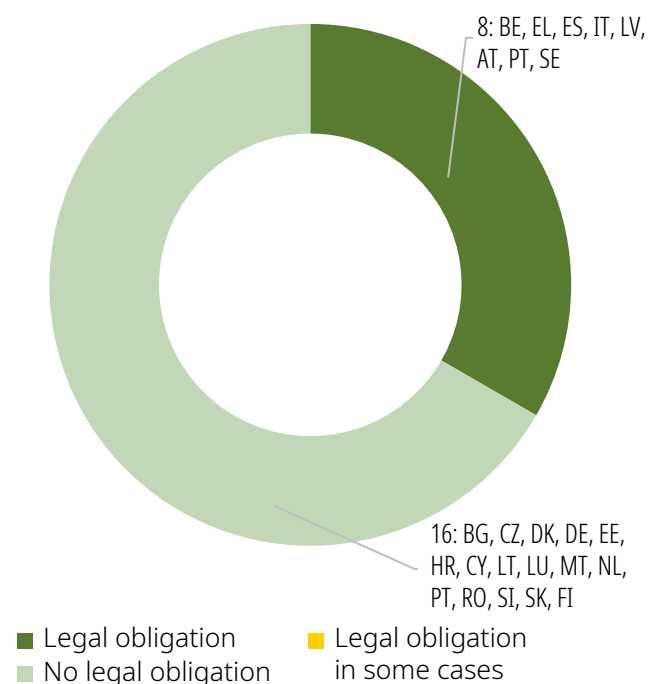
⁽²⁷⁾ The sub-dimensions are: services to natural or legal persons or companies; education, training, employment and/or income of women and men; performance and distribution of unpaid work; public revenue; participation in decision-making processes or composition of decision-making bodies; and physical and mental health.

⁽²⁸⁾ Data from 2012 is not directly comparable because it had separate questions on the existence of gender impact assessments for drafting of law and drafting of policy.

⁽²⁹⁾ EIGE (n.d.), 'What is gender budgeting?', available at: <https://eige.europa.eu/gender-mainstreaming/toolkits/gender-budgeting/what-is-gender-budgeting>

⁽³⁰⁾ Data from 2012 is not directly comparable because different options were available about the status of the legal commitment: legal definition, *de facto* binding decision, recommendation, or other kind of commitment.

Figure 26. Governments' commitment to gender budgeting, 2021

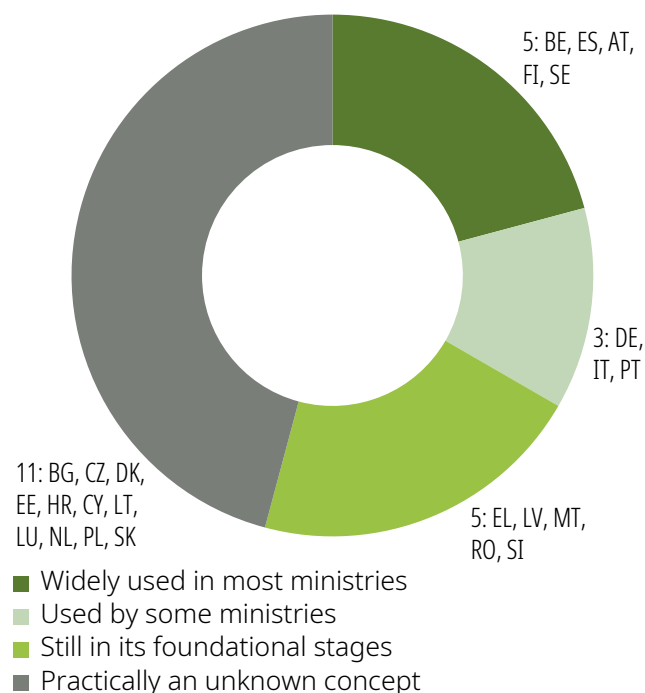


Note: No data for IE, FR, HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Sub-indicator H3c also captures how widely gender budgeting is used in ministerial budgets and in the budgets of other governmental institutions, in order to understand the effectiveness of formal commitments. **In 16 Member States** (BG, CZ, DK, EE, EL, HR, CY, LV, LT, LU, MT, NL, PT, RO, SI, SK), **gender budgeting is still relatively unknown or still in the early stages of adoption** (see Figure 27). It is widely used in only five Member States (BE, ES, AT, FI, SE), which scored one point, or 0.5 points where it is used in some cases.

Figure 27. Gender budgeting in ministerial budgets, 2021



Note: No data for IE, FR, HU.

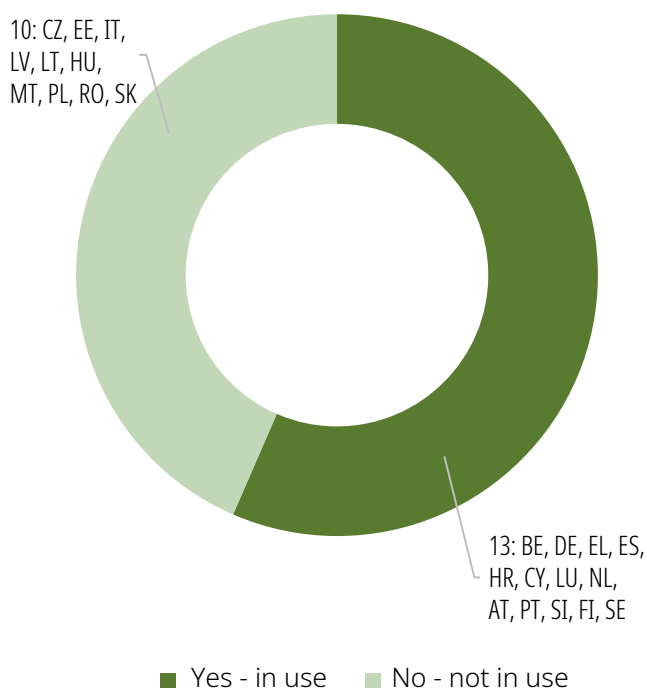
Source: EIGE, Data collection on institutional mechanisms, available [here](#)

A legal commitment to using gender budgeting closely corresponds to high use of gender budgeting in practice and vice versa (i.e. no legal commitment and low use). The exceptions are Greece, Italy, Latvia and Portugal, all of which have a legal obligation but use of gender budgeting remains in its foundational stages or limited to only some ministries. Notably, all four Member States have increased their use of gender budgeting since 2012, as have Belgium, Germany, Romania, Slovenia, Finland and Sweden (see Table 18), suggesting that **a legal obligation can correspond to increased use over time**. Changes between 2012 and 2021 are outlined in Table 18, with an increase in use shown in green and a decrease shown in grey.

Table 18. Comparison of the use of gender budgeting: 2012 and 2021

Member State	2012	2021
BE	In some ministries	Widely used in most ministries
BG	Initial stages	Practically unknown
CZ	In some ministries	Practically unknown
DK	Practically unknown	Practically unknown
DE	Practically unknown	Used by some ministries
EE	Initial stages	Practically unknown
EL	Practically unknown	Still in foundational stages
ES	Widely used in most ministries	Widely used in most ministries
HR	Initial stages	Practically unknown
IT	Initial stages	Used by some ministries
CY	Initial stages	Practically unknown
LV	Practically unknown	Still in foundational stages
LT	Practically unknown	Practically unknown
LU	Initial stages	Practically unknown
HU	Initial stages	Do not know
MT	Initial stages	Still in foundational stages
NL	Practically unknown	Practically unknown
AT	Widely used in most ministries	Widely used in most ministries
PL	Practically unknown	Practically unknown
PT	Practically unknown	Used by some ministries
RO	Practically unknown	Still in foundational stages
SI	Practically unknown	Still in foundational stages
SK	Practically unknown	Practically unknown
FI	In some ministries	Widely used in most ministries
SE	In some ministries	Widely used in most ministries

Figure 28. Central initiatives to raise awareness of the importance of gender-sensitive language in the last three years, 2021



Note: No data for BG, DK, IE, FR, HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Raising awareness of gender equality and gender mainstreaming among government staff is an important tool as it impacts the ability of staff to understand and effectively implement gender mainstreaming in their work. Sub-indicator H3c captures efforts to raise awareness of the importance of gender-sensitive language and gender equality training. The question was limited to 'central initiatives', defined as initiatives involving most ministries.

Gender-sensitive language is an important part of gender mainstreaming, as language plays an important role in how women's and men's positions in society are perceived and interpreted, which in turn influences attitudes towards women and men.

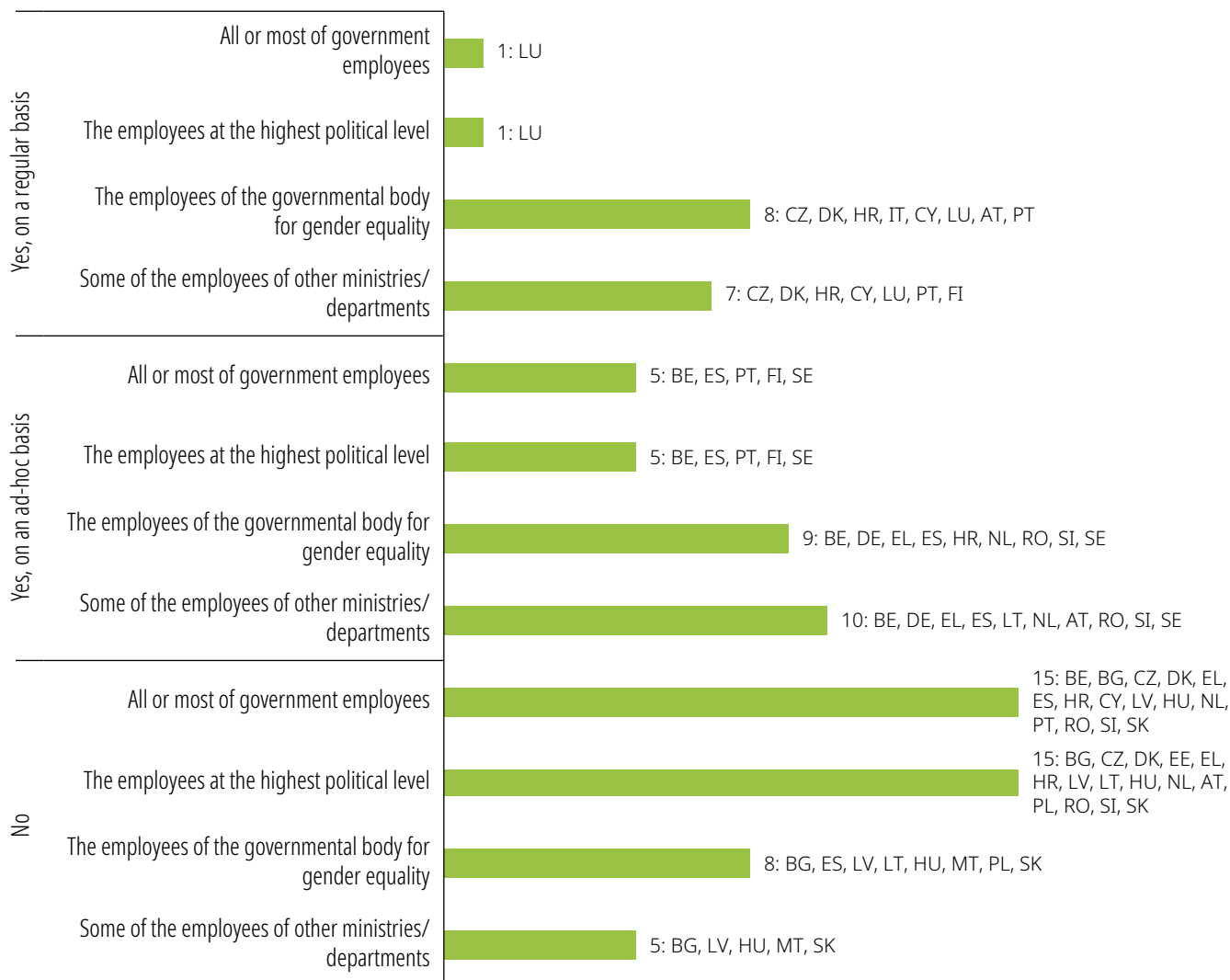
Thirteen Member States (BE, DE, EL, ES, HR, CY, LU, NL, AT, PT, RO, SI, FI, SE) have undertaken initiatives – primarily guidelines – to raise awareness of the importance of gender-sensitive language in the last three years, scoring one point (see Figure 28). The remaining 10 Member States (CZ, EE, IT, LV, LT, HU, MT, PL, RO, SK) received zero points.

The use of gender equality training in Member States varies by regularity and staff category (see Figure 29). Gender equality training is defined in the data collection as educational tools or processes that aim to make government staff more aware of gender equality issues, build their gender competence, and enable them to promote gender equality goals in their work ⁽³¹⁾.

Only Luxembourg has regular training for all staff and is thus the only country to score the maximum possible score of one. Five other Member States (BE, ES, PT, FI, SE) also train all staff, but on an ad hoc basis. **Training is more commonly ad hoc**, although it is more regular for staff in the governmental body in eight Member States (CZ, DK, HR, IT, CY, LU, AT, PT). **Training of employees at the highest political level occurs least often**, with only Luxembourg reporting regular training.

⁽³¹⁾ EIGE (2016), *Gender equality training: gender mainstreaming toolkit*, available at: <https://eige.europa.eu/sites/default/files/documents/mh0716093enn.pdf>

Figure 29. Involvement of government employees in gender equality training, 2021



Note: No data for IE, FR, HU, PL; partial data for IT, CY, MT.
 Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Levels of mandatory gender equality training are very low across the EU, potentially hindering take-up and reducing awareness and understanding of gender mainstreaming methods and tools. For this question, points were doubled if the training was mandatory. Mandatory training is available for employees of the governmental body in two Member States (SE, BE) and other employees in three Member States

(SE, BE, CZ). No country provides mandatory training for employees at the highest political level.

Table 19 presents the measurement framework for sub-indicator H3c, on mandatory gender equality trainings. The maximum score was six, with four questions scoring one point and the question on training scoring up to two points.

Table 19. Questions and scoring of sub-indicator H3c

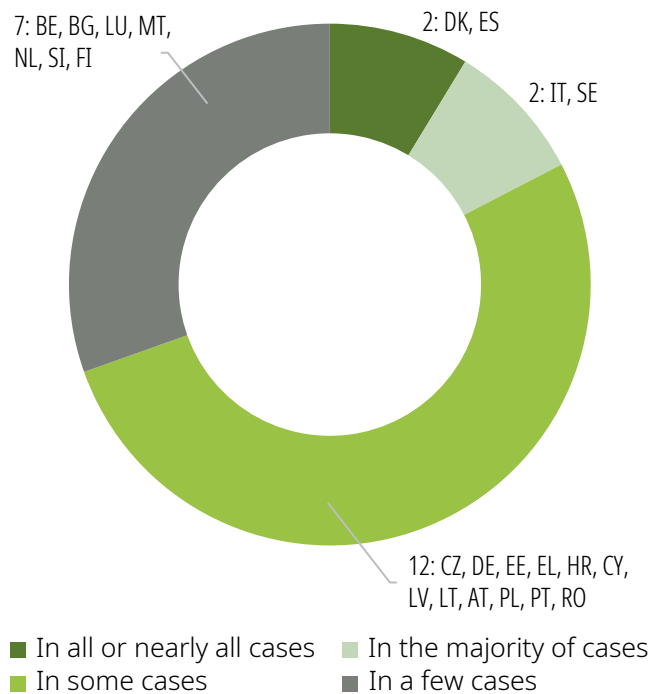
Questions and options	Score															
Is there a legal obligation to undertake an <i>ex-ante</i> gender impact assessment when drafting laws and/or policies/plans/programmes (excluding gender budgeting)?																
Yes	1															
In some cases	0.5															
No	0															
Is there a legal obligation to undertake gender budgeting for a ministerial budget or the budget of other governmental institutions?																
Yes	1															
In some cases	0.5															
No	0															
Gender budgeting in ministerial budgets and the budgets of other governmental institutions is:																
Widely used in most ministries	1															
Used by some ministries	0.5															
Still in foundational stages	0															
Practically unknown	0															
Have there been any central initiatives to raise awareness of the importance of gender-sensitive language among ministries and other government bodies in the past three years?																
Yes	1															
No	0															
Combination of: Are government employees involved in gender equality training? Is gender equality training mandatory?																
The highest single score obtained from the matrix below	2 (max)															
<table border="1"> <thead> <tr> <th></th> <th>All or most government employees</th> <th>Highest level (ministers, deputy ministers)</th> <th>Employees of governmental body</th> <th>Some employees of other ministries/ departments</th> </tr> </thead> <tbody> <tr> <td>Yes, on a regular basis (at least once a year)</td> <td>1</td> <td>0.75</td> <td>0.5</td> <td>0.5</td> </tr> <tr> <td>Yes, on an ad hoc basis</td> <td>0.5</td> <td>0.375</td> <td>0.25</td> <td>0.25</td> </tr> </tbody> </table>		All or most government employees	Highest level (ministers, deputy ministers)	Employees of governmental body	Some employees of other ministries/ departments	Yes, on a regular basis (at least once a year)	1	0.75	0.5	0.5	Yes, on an ad hoc basis	0.5	0.375	0.25	0.25	
	All or most government employees	Highest level (ministers, deputy ministers)	Employees of governmental body	Some employees of other ministries/ departments												
Yes, on a regular basis (at least once a year)	1	0.75	0.5	0.5												
Yes, on an ad hoc basis	0.5	0.375	0.25	0.25												
The result is doubled if the training for the relevant category of government employees is mandatory																
Maximum score	6															

2.3.6. Sub-indicator H3d: Consultation of independent bodies

Sub-indicator H3d captures the rate of consultation of independent bodies on new policies, laws and programmes, together with the frequency with which this consultation leads to adjustments in the planning process. The consultation of the independent body is important in ensuring that its expertise on gender equality and gender mainstreaming is incorporated to identify and address the gendered impacts of initiatives ⁽³²⁾.

Regularity of consultation with the independent body is very low (see Figure 30). Just four Member States (DK, ES, IT SE) consult independent bodies in all or most cases.

Figure 30. Consultation of independent bodies by departments or ministries on new or existing policies, laws or programmes in policy fields other than gender equality, 2021

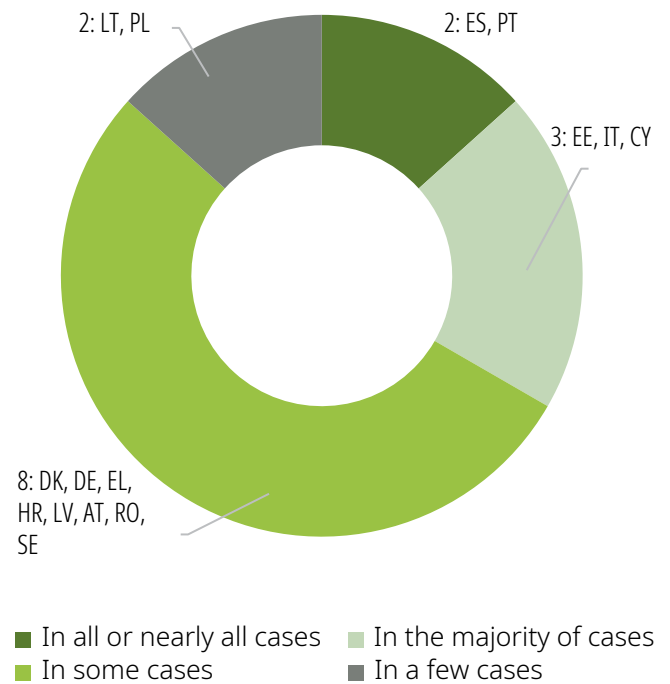


Note: No data for IE, FR, HU, SK.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Figure 31 shows how often consultation with independent bodies leads to a relevant adjustment of these policies, laws or programmes. **That regularity of adjustment is very low.** Only five Member States (EE, ES, IT, CY, PT) indicated that adjustments take place most or all of the time.

Figure 31. Consultation of the independent body leading to adjustments, 2021



Note: No data for BG, CZ, IE, FR, HU, SI, SK.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Spain was the only Member State to report that consultation and adjustment happen in all cases. The rate of adjustment was higher than the rate of consultation in three Member States (EE, CY, PT) and was the reverse in four other Member States (DK, LT, PL, SE). In the remaining Member States (ES, HR, IT, DE, EL, LV, AT, RO), the rate of consultation and adjustment were the same.

⁽³²⁾ OECD (2015), *2015 OECD Recommendation of the Council on Gender Equality in Public Life*, available at: <https://www.oecd.org/gov/2015-oecd-recommendation-of-the-council-on-gender-equality-in-public-life-9789264252820-en.htm>

Rates of consultation with the independent body are lower than with the governmental body (see Section 3.4.4). The independent body is consulted in all or most cases in only four Member States (DK, ES, IT, SE), compared to nine Member States for the governmental body (BG, CZ, DK, EE, ES, IT, MT, FI, SE). Similarly, relevant adjustments happen in all or most cases following consultation with the governmental body in nine Member States (BG, CZ, ES, IT, MT, NL, PT, SK, SE), but following consultation with the independent body in only five Member States (EE, ES, IT, CY, PT).

Levels of consultation with the independent and governmental bodies, respectively, are

reasonably consistent within Member States.

This suggests that the rate of consultation is not closely determined by the mandate of the relevant body. Rates of consultation are high (i.e. present in all or most cases) for both bodies in Spain, Denmark, Italy and Sweden, and low (i.e. present in some or no cases) in the remaining Member States.

Table 20 presents the measurement framework for sub-indicator H3d, on consultation with independent bodies. It comprises two questions, each scoring one point. The measurement framework is the same as for H3b, on consultation with governmental bodies.

Table 20. Questions and scoring of sub-indicator H3d

Questions and options	Score
How regularly are independent bodies consulted by departments or ministries on new or existing policies, laws or programmes (in policy fields other than gender equality)?	
For all or nearly all policies, laws or programmes (more than 75 %)	1
For the majority of policies, laws or programmes (50-75 %)	0.5
For some policies, laws or programmes (25-50 %)	0
Never consulted, or consulted in few cases (less than 25 %)	0
No consultation takes place, as departments or ministries have an internal mechanism for ensuring gender equality in new or existing policies, laws or programmes	0
If independent bodies are consulted on new or existing policies, laws or programmes, how often does the involvement of the independent body lead to relevant adjustments?	
All or nearly all cases (more than 75 %)	1
Majority of cases (50-75 %)	0.5
Some cases (25-50 %)	0
Never or in a few cases (less than 25 %)	0
Maximum score:	2

2.4. Indicator H4: Production and dissemination of statistics disaggregated by sex

2.4.1. Description of indicator

Indicator H4, on the production and dissemination of statistics disaggregated by sex, is based on the third strategic objective of BPfA Area H: institutional mechanisms to generate and disseminate statistics disaggregated by sex and information for planning and evaluation.

The BPfA also specifies the actions to be taken by governments to implement the third strategic objective:

- Ensure the regular production of a statistical publication on gender that presents and interprets topical data on women and men in a form suitable for a wide range of non-technical users. This is captured under **sub-indicator H4c**, on the effectiveness of efforts to disseminate statistics disaggregated by sex. The measurement framework was further developed to analyse the effectiveness of that commitment to dissemination
- Ensure the adequacy of the official statistical system. This is captured under **sub-indicator H4a**, on government commitment to the production of statistics disaggregated by sex

The sub-indicators under Indicator H4 were revised in response to difficulties in disentangling obligations to *collect* data from obligations to *disseminate* data (previously covered by separate sub-indicators). This confusion meant that a general obligation might be counted under both sub-indicators, while also failing to clarify whether legislation is a prerequisite for the

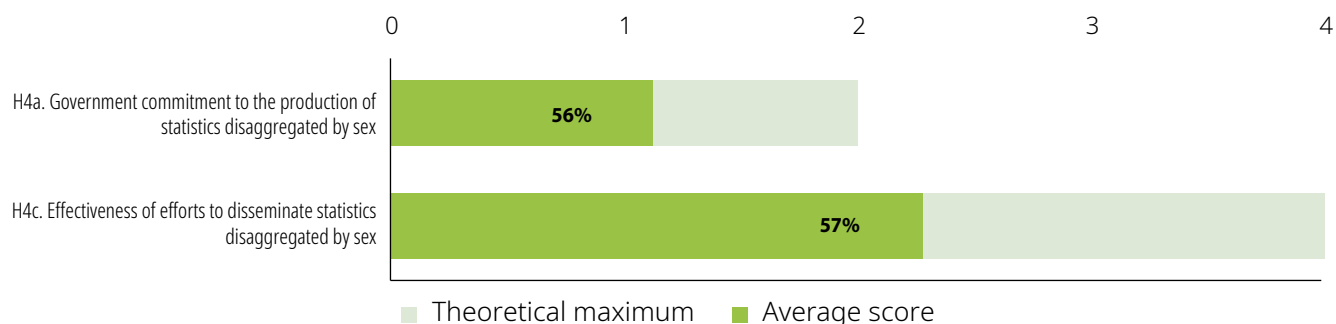
effective and comprehensive dissemination of such data. Accordingly, sub-indicator H4b, on the governmental commitment to the dissemination of statistics disaggregated by sex, was subsumed into H4a and dropped as a separate sub-indicator.

2.4.2. Overall results and analysis

Sub-indicator H4a shows mixed government commitment to the production of statistics disaggregated by sex. While 18 Member States (BE, DE, EE, EL, ES, HR, IT, LT, LU, MT, NL, PL, PT, RO, SI, SK, FI, SE) have some form of obligation or agreement in place, the strength of that obligation varies. Only eight Member States (BE, ES, HR, IT, MT, RO, SI, SE) have a legal obligation in place for the national statistical office to collect statistics disaggregated by sex, which is a strong obligation for a centralised body best placed to collect and disseminate statistics to all policymakers.

A commitment to the collection of statistics does not have a clear correlation with the effectiveness of efforts to disseminate statistics. Although not possible to confirm from the data available, it is likely that the low scores for dissemination of gender statistics are at least partly linked to the prevailing culture of statistical dissemination in each country, rather than specifically related to gender statistics. Results under this sub-indicator are highly polarised. Fourteen Member States (CZ, DK, DE, EL, ES, LV, LT, LU, NL, AT, PT, SK, FI, SE) have a website to disseminate statistics, which generally fulfils the main requirements for disseminating statistics disaggregated by sex. As a website is a core mechanism to disseminate statistics disaggregated by sex, those without it lost three of the four points available, contributing to the low average for sub-indicator H4c (56.8 % of the maximum).

Figure 32. Average score for each sub-indicator of indicator H4 in relation to its theoretical maximum, EU25, 2021 (score, %)



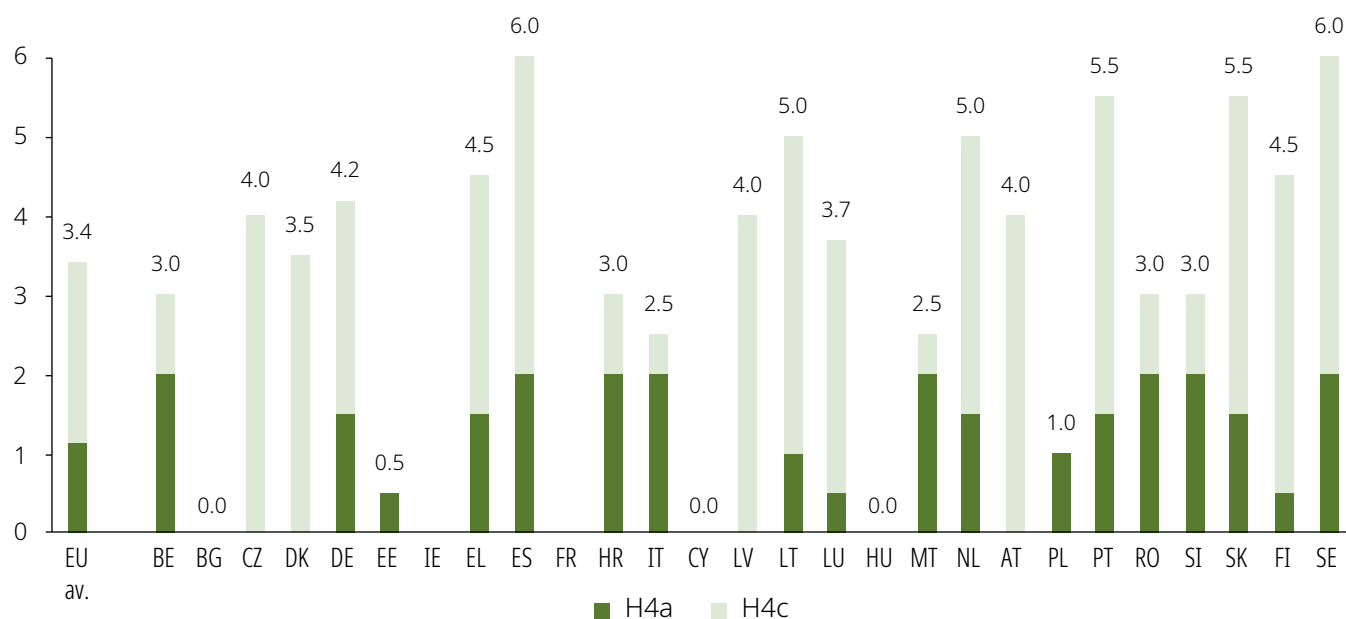
Note: No data for IE, FR; incomplete data for HU (missing H4a, partial data for H4c)

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Overall, scores for sub-indicators H4a and H4c were very similar, at 56 % and 57 % of the maximum, respectively (see Figure 32). Only two Member States (ES, SE) scored the maximum

overall score of six, indicating that further commitment in this area is required by most Member States (see Figure 33).

Figure 33. Scores for indicator H4: Production and dissemination of statistics disaggregated by sex, 2021



Note: No data for IE, FR; incomplete data for HU (missing H4a, partial data for H4c)

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

2.4.3. Sub-indicator H4a: Government commitment to the production of statistics disaggregated by sex

Sub-indicator H4a assessed government commitment to the production of statistics disaggregated by sex. **Eighteen Member States have some form of obligation or agreement in place regarding the collection of statistics disaggregated by sex**, and only four Member States (CZ, CY, LV, AT) have no obligation. The most common form is a legal obligation for the national statistical office to collect data disaggregated by sex (see Figure 34) (BE, ES, HR, IT, MT, RO, SI, SE). This commitment scored a maximum of two points because of its enforceability. Five Member States (DE, EL, NL, PT, SK) impose a legal obligation on another public institution, which scored one point because it indicates that the collection of statistics is not centralised. Five Member States have a weaker policy commitment, which is regular in two Member States (LT, PL) and ad hoc in three Member States (EE, LU, FI), both of which scored 0.5 points.

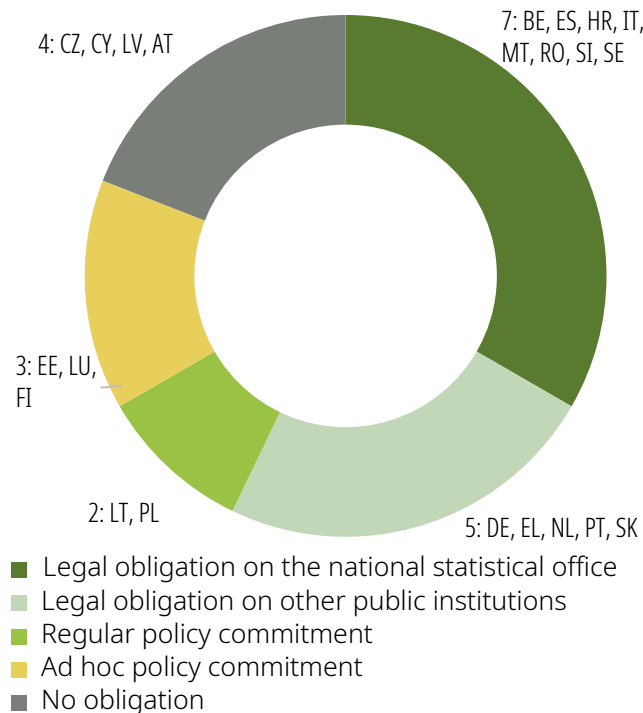
Ad hoc agreements include Greece’s Memorandum of Cooperation between the Observatory

of Gender Equality of the General Secretariat for Demography and Family Policy and Gender Equality and the National Statistical Authority. Lithuania and Poland have made commitments to collect data through their gender equality-related action plans. Ten Member States have multiple agreements in place, but only the highest option was scored (see Table 21).

Table 21 shows the changes over time in respect of the commitment to collect data disaggregated by sex. Overall, **the number of legal obligations to collect data disaggregated by sex decreased slightly, but the use of ad hoc and other kinds of agreements also decreased**. Although Member States could indicate multiple agreements, they were only scored according to the highest-scoring agreement in place (see Table 21, in bold).

Table 22 presents the measurement framework for sub-indicator H4a, on the obligation to collect statistics disaggregated by sex. Where multiple laws/agreements are reported, only the highest-scoring case was considered. The maximum score was two.

Figure 34. Governments’ commitment to the production of statistics disaggregated by sex, 2021



Note: No data for BG, DK, IE, FR, HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Table 21. Legal obligations and agreements on the production of data disaggregated by sex, by Member State, 2012 and 2021

Member State	2012: Legal obligation on national statistical office	2021: Legal obligation on national statistical office	2012: Legal obligation on other public institution	2021: Legal obligation on other public institution	2012: Other kind of agreement	2021: Other kind of agreement
BE	Yes	Yes	Yes	Yes	Ad hoc agreement	
BG	Yes	Do not know	Yes	Do not know	Regular agreement	
CZ					Regular agreement	
DK		Do not know	Yes			Do not know
DE	Yes			Yes	Regular agreement	Do not know
EE			Yes		Ad hoc agreement	Ad hoc agreement
EL				Yes	Ad hoc agreement	Regular agreement
ES	Yes	Yes		Yes	Ad hoc agreement	
HR	Yes	Yes	Yes	Yes	Regular agreement	
IT		Yes			Ad hoc agreement	Regular agreement
CY					Regular agreement	
LV	Yes		Yes			
LT					Regular agreement	Regular agreement
LU						Ad hoc agreement
HU	Yes	Do not know	Yes	Do not know		Do not know
MT		Yes		Do not know		
NL			Yes	Yes	Regular agreement	Regular agreement
AT	Yes		Yes		Regular agreement	
PL	Yes					Regular agreement
PT				Yes	Ad hoc agreement	Regular agreement
RO	Yes	Yes		Yes		
SI		Yes		Yes	Ad hoc agreement	
SK	Yes			Yes	Ad hoc agreement	
FI			Yes		Regular agreement	Ad hoc agreement
SE	Yes	Yes	Yes	Yes	Regular agreement	
Total	12	8	10	11	18	9

Table 22. Question and scoring of sub-indicator H4a

Question & options	Score
What forms of obligations exist regarding the production of statistics disaggregated by sex	
A legal obligation (besides the EU regulations) for the national statistical office to collect data disaggregated by sex	2
A legal obligation for other public institutions to collect data disaggregated by sex	1.5
Other kind of agreement (i.e. policy) to collect data disaggregated by sex (regular collection)	1
Other kind of agreement (i.e. policy) to collect data disaggregated by sex (ad hoc collection)	0.5
Maximum score	2

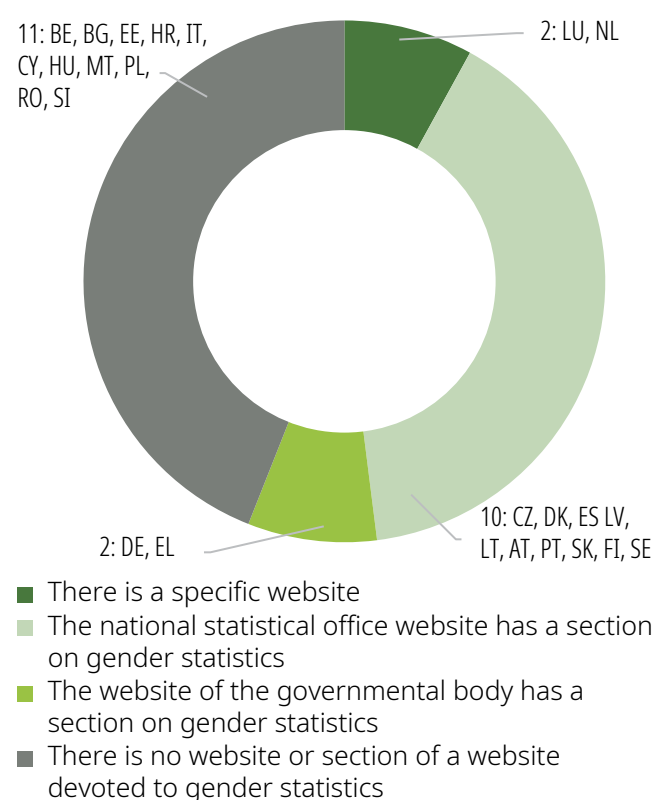
2.4.4. Sub-indicator H4c: Effectiveness of efforts to disseminate statistics disaggregated by sex

Sub-indicator H4c analyses the effectiveness of efforts to disseminate statistics disaggregated by sex. It focuses on the use of websites for this dissemination, allocating three of the four available points to this measure.

Fourteen Member States (CZ, DK, DE, EL, ES, LV, LT, LU, NL, AT, PT, SK, FI, SE) **have a relevant website or section of a website that contributes to the effective dissemination of gender statistics.** Among these 14, the most common format is for the national statistical office to have a section of its website dedicated to gender statistics, as is the case for 10 Member States (CZ, DK, ES, LV, LT, AT, PT, SK, FI, SE), while two Member States (LU, NL) have a dedicated website and scored two points (see Figure 35). Only Germany and Greece have a section of the website of the governmental body dedicated to gender statistics, scoring one point because it is less visible to policymakers working in areas outside of gender equality. Annex II provides a list of these website links.

All 14 Member States that have a website or section of a website dedicated to gender statistics provide a thematic breakdown of the statistics covered, and all provide access to datasets where the data can be viewed online and downloaded. The only variation in answers was whether the website or section of a website

Figure 35. Use of government websites to disseminate statistics disaggregated by sex, 2021



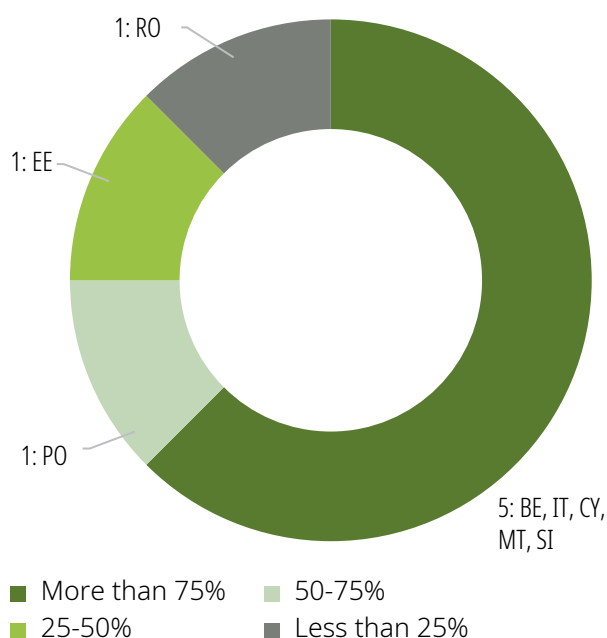
Note: No data for IE, FR.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

provides direct access to publications and/or online analyses of gender statistics, which was not provided by Germany and Luxembourg. This suggests that **where websites exist, they generally fulfil the main requirements for disseminating statistics disaggregated by sex.**

Of the nine Member States that do not have a website or section of a website dedicated to gender statistics, the majority (BE, IT, CY, MT, SI) estimated that more than 75 % of data available on the website is sex-disaggregated where sex is a relevant dimension (see Figure 36). In Poland, Estonia and Romania, that is less than 75 %. This indicates that the challenge in these countries is not the existence of relevant data, but, rather, its dissemination.

Figure 36. Percentage of datasets on the national statistical office website that include a relevant breakdown by sex, 2021



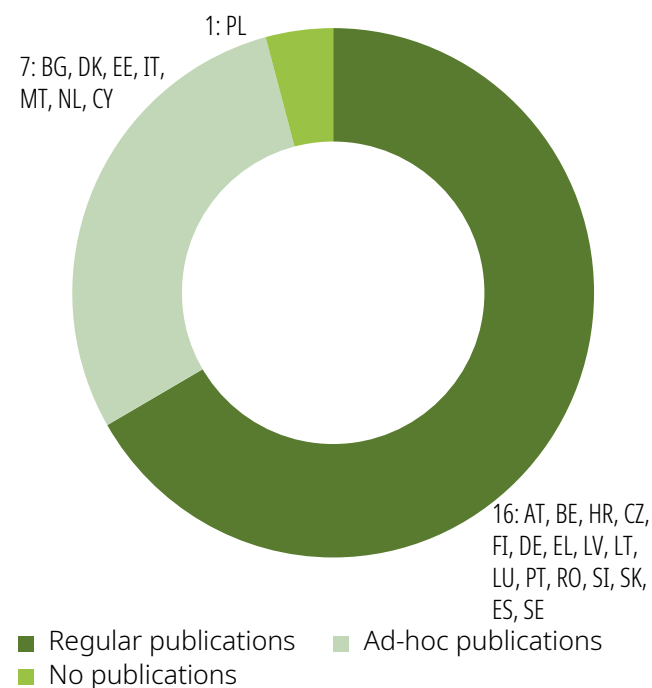
Note: No data for BG, IE, FR, HR, HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Since 2012, the number of Member States with a website or section of a website to disseminate data disaggregated by sex has remained constant. Nine Member States (DK, DE, EE, IE, IT, LV, LU, RO, SI) do not have a website, four of which also did not have a website in 2012 (EE, IT, RO, SI), suggesting that five Member States no longer have a website (BE, HR, CY, MT, PL),(³³).

The effectiveness of efforts to disseminate data disaggregated by sex was also assessed through the availability of publications that present and analyse gender statistics. **The majority of Member States** (BE, CZ, DE, EL, ES, HR, LV, LT, LU, AT, PT, RO, SI, SK, FI, SE) **produce regular publications on gender statistics**, which is defined as once a year (see Figure 37). Seven Member States (BG, DK, EE, IT, CY, MT, NL) produce them on an ad hoc basis. Only Poland does not produce these publications. Of the seven Member States (EE, IT, CY, MT, PL) that do not produce them regularly, five do not have a dedicated website or section of a website for relevant data.

Figure 37. Publications disseminating statistics disaggregated by sex, 2021



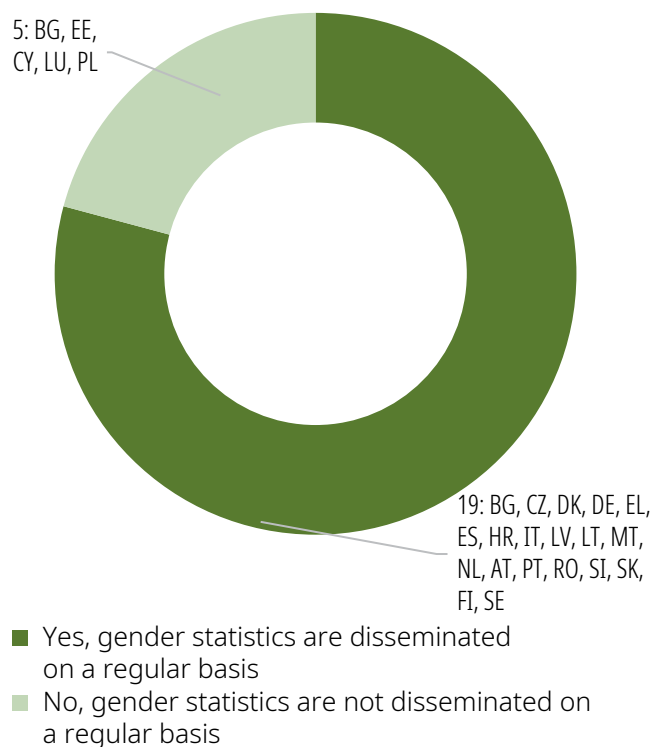
Note: No data for IE, FR, HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Sub-indicator H4c also assesses whether gender statistics are disseminated regularly. **Nineteen Member States** (BG, CZ, DK, DE, EL, ES, HR, IT, LV, LT, MT, NL, AT, PT, RO, SI, SK, FI, SE) **disseminate gender statistics on a regular basis** (see Figure 38), with only five (BG, EE, CY, LU, PL) not

(³³) In 2012, nine Member States had a website for the national statistical institute on gender statistics, while three had another website with a section on gender statistics. In 2012, the questionnaire allowed multiple options to be selected. The analysis here focuses on the highest scoring option selected.

Figure 38. Regular dissemination of gender statistics, 2021



Note: No data for IE, FR, HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

doing so. In Luxembourg, there are regular publications, but not regular dissemination.

Data was collected on the method used to disseminate gender statistics, but these responses were not scored. The most common answer was that dissemination takes place through publications (indicating an overlap with the question on publications) and most other answers indicated **dissemination as part of the general dissemination by the national statistical office, including press releases, newsletters and social media posts.**

Sub-indicator H4c was scored through six questions, with a maximum score of four (see Table 23). Three questions asked about the accessibility of the data presented on the website, which were scored at 0.33 each, with a maximum score of one.

Table 23. Questions and scoring of sub-indicator H4c

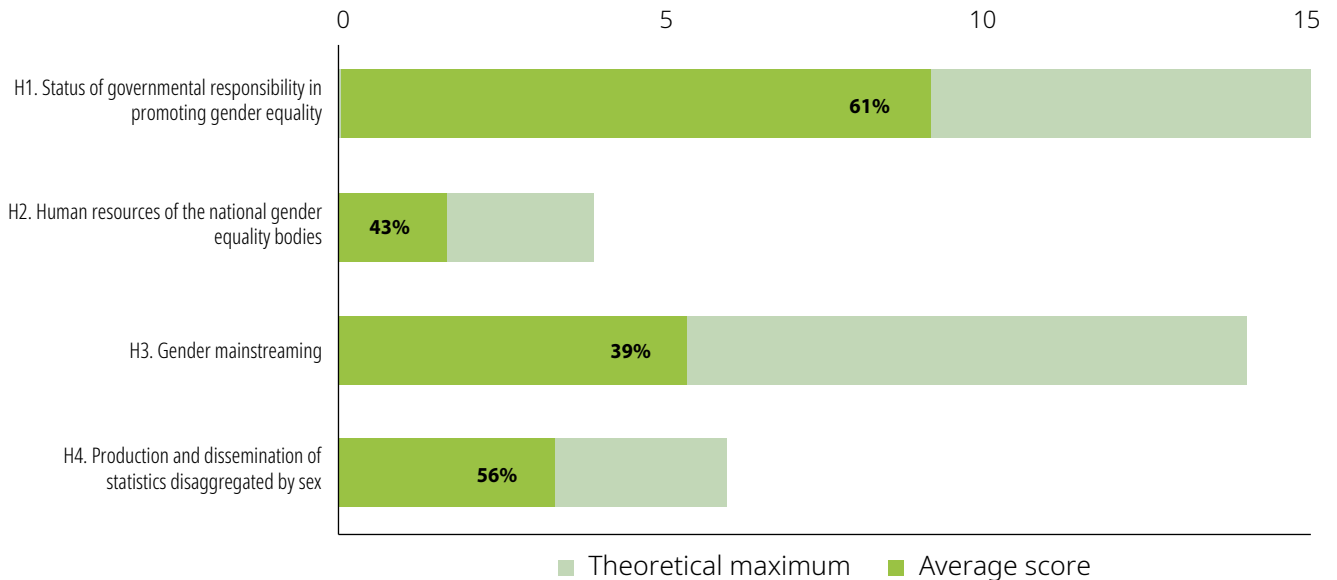
Questions and options	Score
Is there a specific website or section of a website (e.g. national statistical offices and/or other governmental bodies) devoted to providing gender statistics?	
Specific website	2
National statistical office website has a section on gender statistics	2
Website of the governmental body has a section on gender statistics	1
No website or section of a website devoted to gender statistics	0
Accessibility of the data on this website (each option scores 1/3 of a point in case of a yes answer, zero for no, giving a maximum of 1 for accessibility)	
Does the relevant website or section of the website include a thematic breakdown of the statistics it covers?	0.33
Does the relevant website or section of the website provide direct access to relevant datasets that can be both viewed online and downloaded?	0.33
Does the relevant website or section of the website provide direct access to relevant publications and/or online analyses of gender statistics?	0.33
Are there regular publications (e.g. reports, infographics) that analyse gender statistics by national/federal statistical offices and/or other governmental bodies?	
Yes, regular publications (i.e. at least once a year)	0.5
Only ad hoc publications	0
No publications on gender statistics	0
Are gender statistics disseminated on a regular basis?	
Yes	0.5
No	0
Maximum score	4

3. Conclusions

Most Member States’ institutional mechanisms for the promotion of gender equality and gender mainstreaming require strengthening. There is room for improvement across all indicators, particularly Indicator H3, on gender mainstreaming, which had the lowest overall average score, at 39 % of the maximum possible score (see Figure 39). However, Indicator

H1, on the status of commitment to the promotion of gender equality, which was the highest scoring indicator, still only achieved 61 % of the maximum. This score was followed by Indicator H4, on the production and dissemination of statistics disaggregated by sex, at 56 %, and Indicator H2, on human resources of the national gender equality bodies, at 43 %.

Figure 39. Average score for each indicator in relation to its theoretical maximum, EU25, 2021 (score, %)



Note: No data for IE, FR (hence EU25 not EU27). The data for each indicator also include gaps for selected countries: H1: HU, AT; H2: HU,SK; H3: HU, PL, SK; H4: HU.

Source: EIGE, Data collection on institutional mechanisms, available [here](#)

Indicator H1, on the status of commitment to the promotion of gender equality, revealed three key weaknesses. Firstly, the absence of action plans in 11 Member States (BE, EE, EL, CY, LV, LT, LU, HU, PT, RO, SK, FI) limits the accountability of governments in meeting their commitment to promoting gender equality. Secondly, the location of the governmental body as a department (rather than a ministry) within the government structure restricts the power and visibility of governmental bodies to promote gender equality in 19 Member States (BG, CZ, DK, DE, EE, EL, IT, CY, LV, LT, HU, MT, NL, AT, PL, SI, SK, FI, SE). Thirdly, 12 Member States (BG, DK, EE, ES, IT, LV, LT, HU, MT, NL,

PL, SK) have a governmental body with a mandate for gender equality combined with other non-discrimination areas, affecting the focus on promotion of gender equality through policies, awareness-raising and information.

This link is supported by lower resources for such bodies, as captured by Indicator H2. Nevertheless, there are areas of strength under Indicator H1. Notably, responsibility for gender equality is invested in a senior minister (rather than a junior minister) in all but four Member States (BE, EL, PL, RO), making it the highest scoring sub-indicator. More work is needed to translate this power into meaningful commit-

ments across the indicators, which remain very uneven.

Resources are key to implementing the mandate and function of the governmental and independent bodies in practice, as captured under Indicator H2. Overall, resources are low for both bodies, but particularly so for independent bodies: nine governmental bodies (BG, EE, HR, CY, LV, LT, PL, SI, SK) and 10 independent bodies (CZ, DK, DE, EE, IT, CY, LU, MT, PL, SI) have fewer than 10 staff working on gender equality issues, making it very challenging for them to fulfil all of the tasks and functions necessary for an effective national machinery.

Indicator H3, on gender mainstreaming, found such commitments in all but two Member States (PL, SK). However, those commitments do not translate into consistent use of gender mainstreaming tools and methods. The use of all tools is low, including *ex-ante* gender impact assessments and awareness-raising of gender-sensitive language, gender budgeting and gender equality training among governmental staff. The use of gender mainstreaming structures – as a precondition for gender mainstreaming work – is high overall, as 20 Member States (BG, BE, CZ, DK, DE, EE, EL, ES, HR, CY, LT, LU, MT, AT, PT, RO, SI, SK, FI, SE) have some form of structure in place. Rates of consultation with the governmental body on policy, law, and programmes in policy fields other than gender equality are very mixed, as are subsequent rates of adjustment. Only Spain and Italy reported that consultation and adjustment takes place in all or most cases.

Similarly, governments' commitment to the production of statistics disaggregated by sex is generally in place but does not translate into effective dissemination (i.e. statistics are accessible and used). Indicator H4, on the production and dissemination of statistics disaggregated by sex, shows that dissemination is highly polarised. Fourteen Member States have a website to disseminate statistics, which generally fulfils the main requirements for effective dissemination. The remaining 11 Member States (BE, BG, EE, HR, IT, CY, HU, MT, PL, RO, SI) fail to disseminate

statistics in this key format, despite most indicating that the majority of datasets available are disaggregated by sex.

Several countries stand out as high-scoring across the indicators. Spain scored uniquely highly for its consultation with the independent body, as well as the resources of both national bodies, although it lost points for not having a national action plan in place at the time of data collection in December 2021. Similarly, Portugal scored highly across the indicators, despite locating its governmental body outside the government structure. Sweden also scored well, despite not having a national action plan in place.

Poland and Hungary were the lowest-scoring overall, primarily due to data unavailability. Slovakia's low scores reflected a similar lack of data on the independent body. Other low-scoring countries were Malta, Lithuania and the Netherlands, partly because their governmental bodies are a department within a ministry, with a mandate for both gender equality and other non-discrimination areas, and partly reflecting poor use of gender mainstreaming tools. Malta lost additional points for weak dissemination of statistics disaggregated by sex. Cyprus' governmental body has a more focused mandate on gender equality, but failed to pick up points across all indicators.

In conclusion, institutional mechanisms hold promise for their ability to promote gender equality across the EU. All Member States have a designated body to promote gender equality, often led by a senior minister with a seat at the highest level of decision-making, and with formal commitments to gender mainstreaming in place. However, this does not translate into the more granular commitment needed to promote gender equality in a meaningful and effective way. National action plans with measurable targets are needed to hold the governmental body to account, while significantly more resources are needed for gender equality bodies to effectively carry out their mandate and function, and to support gender mainstreaming.

4. Policy recommendations

This section presents four policy recommendations, corresponding to each of the indicators. These recommendations are based on the gaps identified in the data collection.

1. Indicator H1: Adopt and improve the accountability of action plans

Member States should adopt national gender equality action plans and strategies to address the key weakness under Indicator H1, on the status of the commitment to the promotion of gender equality. The accountability of the governmental body in respect of its responsibility to promote gender equality will remain limited unless there is an action plan with quantified targets to monitor progress and costing to ensure that resources are available to implement measures.

2. Indicator H2: Increase the personnel resources of governmental and independent bodies

Increased resources should be allocated to the governmental and (especially) independent bodies to ensure that they can fulfil all of the tasks and functions necessary for an effective machinery, as assessed by Indicator H2, on the human resources of the national gender equality bodies.

3. Indicator H3: Increase the use of specific methods and tools to implement gender mainstreaming

As assessed under Indicator H3, on gender mainstreaming, the use of gender mainstreaming tools and methods should be increased, particularly the use of gender budgeting and gender equality training, including mandatory training and training for senior staff. Increased consultation with independent bodies should also be implemented to ensure that their expertise on gender equality is used when assessing the gender implications of new initiatives.

4. Indicator H4: Ensure effective dissemination of statistics disaggregated by sex through specific websites or sections of websites

Efforts to improve the dissemination of statistics disaggregated by sex should be improved, as assessed under Indicator H4, on the production and dissemination of statistics disaggregated by sex. Webpages on the websites of national statistical offices should be more widely used, as a crucial method to ensure that statistics disaggregated by sex can be located and used by stakeholders in effectively promoting gender equality.

Annexes

Annex 1. Scores

Table 24. Scores for all Member States for all questions

Question	Sub-indicator	BE	BG	CZ	DK	DE	EE	EL	ES	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE
Highest responsibility for gender equality	H1a	1	2	2	2	2	2	1	2	2	2	2	2	2	2	2	2	2	2	1	2	1	2	2	2	2
Level of location of governmental body	H1c	0	1	1	1	1	1	1	2	0	1	1	1	1	2	1	1	1	1	1	0	0	1	1	1	1
Scope of governmental body	H1d	1	0	1	0	1	0	1	0	1	0	1	0	0	1	0	0	0	1	0	1	1	1	0	1	1
Functions of governmental body	H1d	2	2	2	2	0.5	2	2	2	2	1.5	2	2	1.5	1.5	0	2	1.5	1	2	2	2	2	1	2	2
National strategy	H1e	0	1	1	0.5	1	1	1	0	1	1	0	0.5	1	1	1	0	0.5	0	0	0.5	1	0	1	1	1
National action plan	H1e	0	1	0	0.5	0	1	1	0	0	0	1	1	1	1	1	0	0	0	0.5	1	1	0	1	1	0
Costed action plan	H1e	0	0.5	0	1	0	0.5	0.5	0	0	0	0.5	0.5	1	0	0.5	0	0	0	1	1	0	0	0	0.5	0
Targets in action plan	H1e	0	0	0	0	0	0.5	0	0	0	0	0	0.5	0	0.5	0	0	0	0	0	0.5	0.5	0	0	0.5	0
Monitored action plan	H1e	0	0	0	0	0	0.5	0	0	0	0	0	0.5	0	0.5	0	0	0	0	0	0.5	0.5	0	0	0.5	0
Reporting system	H1e	1	0	0	1	0.5	0	0.5	0.5	0	0	0.5	0	0.5	1	0	1	1	1	0	1	1	0.5	0	0.5	1
Scope of independent body	H1f	1	0	0	0	0	0	0	1	1	1	0	0	0	0	0	0	0	0	0	1	0	0	0	1	0
Functions of independent body	H1f	2	2	2	1.5	1.5	2	1.5	2	2	2	1.5	2	1.5	2	1.5	1.5	1.5	1.5	1.5	2	2	2	0	1.5	1.5
Government commitment to gender mainstreaming	H3a	1	1.5	1	1.5	1.5	1.5	1.5	1.5	1.5	1	0.5	1	0.5	0.5	0	0.5	0.5	1.5	0	1.5	1.5	1.5	0	1.5	1.5
Structures to coordinate gender mainstreaming	H3b	1	0.5	1	1	0.5	0.5	1	1	0.5	0	1	0	1	1	0	0.5	0	1	0	1	1	1	1	1	1
Proportion of ministries involved in structure	H3b	1	1	1	1	1	0.5	1	1	1	0	1	0	0.5	1	0	1	0	1	0	1	1	1	1	1	1
Consultation of governmental body	H3b	0	1	1	1	0	0.5	0	1	0	0.5	0	0	0	0	0	1	0	0	0	0	0	0	1	0	1

Question	Sub-indicator	BE	BG	CZ	DK	DE	EE	EL	ES	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE
Consultation leads to relevant adjustment	H3b	0	1	0.5	0	0	0	0	1	0	0.5	0	0	0	0	0	0.5	0.5	0	0	1	0	0	1	0	1
Legal obligation for ex-ante gender impact assessment	H3c	0.5	1	1	1	1	1	0	1	1	1	0	1	0	0	0	0	1	0.5	0	1	0	0	1	0.5	1
Legal obligation for gender budgeting	H3c	1	0	0	0	0	0	1	1	0	1	0	1	0	0	0	0	0	1	0	1	0	0	0	0	1
Use of gender budgeting	H3c	1	0	0	0	0.5	0	0	1	0	0.5	0	0	0	0	0	0	0	1	0	0.5	0	0	0	1	1
Legal obligation for ex-ante gender impact assessment	H3c	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
Awareness of gender-sensitive language	H3c	1	0	0	0	1	0	1	1	1	0	1	0	0	1	0	0	1	1	0	1	0	1	0	1	1
Consultation of independent body	H3d	0	0	0	1	0	0	0	1	0	0.5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0.5
Consultation leads to relevant adjustment	H3d	0	0	0	0	0	0.5	0	1	0	0.5	0.5	0	0	0	0	0	0.5	0	0	1	0	0	0	0	0
Gender equality training	H3c	0.375	0	0.5	0.5	0.25	0.25	0.25	0.5	0.5	0.5	0.5	0	0.5	1	0	0	0.25	0.5	0	0.5	0.25	0.25	0	0.5	1
Obligation to collect statistics disaggregated by sex	H4a	2	0	0	0	1.5	0.5	1.5	2	2	2	0	0	1	0.5	0	2	1.5	0	1	1.5	2	2	1.5	0.5	2
Existence of website	H4c	0	0	2	2	1	0	1	2	0	0	0	2	2	2	0	0	2	2	0	2	0	0	2	2	2
Thematic breakdown on website	H4c	0	0	0.3	0.3	0.3	0	0.3	0.3	0	0	0	0.3	0.3	0.3	0	0	0.3	0.3	0	0.3	0	0	0.3	0.3	0.3
Download of data on website	H4c	0	0	0.3	0.3	0.3	0	0.3	0.3	0	0	0	0.3	0.3	0.3	0	0	0.3	0.3	0	0.3	0	0	0.3	0.3	0.3
Existence of publications	H4c	0	0	0.3	0.3	0	0	0.3	0.3	0	0	0	0.3	0.3	0	0	0	0.3	0.3	0	0.3	0	0	0.3	0.3	0.3
Sex-disaggregated datasets available	H4c	1	0	0	0	0	1	0	0	0	1	1	0	0	0	0	1	0	0	0.5	0	0	1	0	0	0
Publications	H4c	0.5	0	0.5	0	0.5	0	0.5	0.5	0.5	0	0	0.5	0.5	0.5	0	0	0	0.5	0	0.5	0.5	0.5	0.5	0.5	0.5
Dissemination of statistics	H4c	0.5	0	0.5	0.5	0.5	0	0.5	0.5	0.5	0.5	0	0.5	0.5	0	0	0.5	0.5	0.5	0	0.5	0.5	0.5	0.5	0.5	0.5

Annex 2. Data

This annex presents the underlying data for certain questions across the indicators.

Table 25. Data on the minister responsible for gender equality and on the name of the gender equality body, national strategy and action plan for gender equality (Indicator H1)

Member State	Senior/junior minister responsible for gender equality	Governmental body 1	Governmental body 1 (national language)	Governmental body 2	Governmental body 2 (national language)	National strategy	National action plan	Independent body	Independent body (national language)
BE	Secretary of State for Gender Equality, Equal Opportunities and Diversity	Institute for the Equality of Women and Men	<i>Institut pour l'égalité des femmes et des hommes</i>					Institute for the Equality of Women and Men	<i>Institut pour l'égalité entre les hommes et les femmes</i>
BG	Minister of Labour and Social Policy	Policy for People with Disabilities, Equal Opportunities and Social Benefits Directorate	<i>Дирекция политики за хора с увреждания, равни възможности и социални помощи</i>			National Strategy for Promotion of Equality between Women and Men 2021-2030	National Action Plan for Promotion of Equality between Women and Men 2021-2022	Commission for Protection against Discrimination	<i>комисия за защита от дискриминация</i>
CZ	Prime minister	Department for Gender Equality, Office of the Czech Government	<i>Odbor rovnosti žen a mužů (Úřad vlády ČR)</i>			Gender Equality Strategy 2021-2030	Annual Equality action plans	Public Defender of Rights	<i>Veřejný ochránce práv</i>
DK	Minister of Employment and Equal Opportunities	Department of Gender Equality	<i>Ligestillingsafdelingen</i>			Perspective and Action Plan 2021	Perspective and Action Plan 2021	Danish Institute for Human Rights	<i>Institut for Menne-skerettigheder</i>
DE	Federal Minister for Family Affairs, Senior Citizens, Women and Youth	Division for Gender Equality within the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth	<i>Abteilung 'Gleichstellung' im BMFSFJ</i>			Federal Gender Equality Strategy		Federal Anti-Discrimination Agency	<i>Antidiskriminierungsstelle des Bundes</i>
EE	Minister of Social Protection	Equality Policies Department	<i>Võrdsuspoliitika teosakond</i>			Welfare Development Plan 2016-2023	Gender Equality Programme 2021-2024	Gender Equality and Equal Treatment Commissioner	<i>Soolise võrdõiguslikkuse ja võrdse kohtlemise volinik</i>

Member State	Senior/junior minister responsible for gender equality	Governmental body 1	Governmental body 1 (national language)	Governmental body 2	Governmental body 2 (national language)	National strategy	National action plan	Independent body	Independent body (national language)
EL	Deputy Minister of Labour and Social Affairs, responsible for the Demography and Family Policy and Gender Equality	General Secretariat for Demographic and Family Policy and Gender Equality	Γενική Γραμματεία Δημογραφικής και Οικογενειακής Πολιτικής και Ισότητας των Φύλων	Research Centre for Gender Equality	Κέντρο Ερευνών για Θέματα Ισότητας	National Action Plan for Gender Equality 2021-2025	National Action Plan for Gender Equality, 2021-2025	Greek Ombudsman (Sector of Equal Treatment)	Συνήγορος του Πολίτη (Τομέας Ίσης Μεταχείρισης)
ES	Minister of Equality	Ministry of Equality	Ministerio de Igualdad			Third Strategic Plan for Effective Equality between Women and Men 2022-2025		Institute of Women	Instituto de las Mujeres
HR	Minister of Labour, Pension System, Family and Social Policy	Office for Gender Equality	Ured za ravnopravnost spolova			National Plan for Gender Equality 2022-2027		Ombudsperson for Gender Equality	Pravobranitelj/ica za ravnopravnost spolova
IT	Minister for Family and Equal Opportunities	Department for Equal Opportunities	Dipartimento per le pari opportunità			National Strategy for Equal Opportunities 2021-2025		National Equality Counsellor	Consigliera nazionale di parità
CY	Minister of Justice and Public Order	Gender Equality Unit	Μονάδα Ισότητας των Φύλων	Commissioner of Gender Equality	Γραφείο Επιτρόπου Ισότητας των Φύλων		National Action Plan on Gender Equality 2019-2023	Equality Body	Φορέας Ισότητας και Καταπολέμησης των Διακρίσεων
LV	Ministry of Welfare	Department of Social Policy Planning and Development	Sociālās politikas plānošanas un attīstības departaments			Social Protection and Labour Market Policy Guidelines 2021-2027	Plan for the Promotion of Equal Rights and Opportunities for Women and Men 2021-2023	Ombudsman's Office of Latvia	Latvijas Republikas Tiesībsargs
LT	Minister of Social Security and Labour	Department of Equal Opportunities and Equality between Women and Men	Lygių galimybių, moterų ir vyrų lygybės skyrius			National Programme on Equal Opportunities for Women and Men 2015-2021	Action Plan for 2018-2021 on Implementation of the National Programme on Equal Opportunities for Women and Men 2015-2021	Office of the Ombudsperson for Equal Opportunities	Lygių galimybių kontrolieriaus tarnyba

Member State	Senior/junior minister responsible for gender equality	Governmental body 1	Governmental body 1 (national language)	Governmental body 2	Governmental body 2 (national language)	National strategy	National action plan	Independent body	Independent body (national language)
LU	Minister of Equality between Women and Men	Ministry of Equality between Women and Men	<i>Ministère de l'égalité entre femmes et hommes</i>			Coalition agreement of 2018-2023	National Action Plan for Equality between Women and Men, 2018-2022	Centre for Equal Treatment	<i>Centre l'égalité de Traitement</i>
HU	Minister of the Prime Minister's Office	Department of Adoption and Women's Policy Women's Policy Unit, Prime Minister's Office	Not provided			National Strategy for the Promotion of Gender Equality - Directions and Objectives 2010-2021	Empowering Women in the Family and Society Action Plan 2021-2030	Commissioner of Fundamental Rights	Ombudsman
MT	Ministry for Equality, Research and Innovation	Human Rights Directorate	Human Rights Directorate					National Commission for the Promotion of Equality	National Commission for the Promotion of Equality
NL	Minister for Education, Culture and Science	Directorate for Gender Equality and LGBTI Equality of the Ministry of Education, Culture and Science	<i>Directie Emancipatie van het Ministerie van Onderwijs, Cultuur en Wetenschap</i>			Gender and LGBTI Equality Policy Plan 2018-2021		The Netherlands Institute for Human Rights	<i>College van de Rechten van de Mens</i>
AT	Federal Minister for Women, Family, Integration and Media	Division III: Women's Affairs and Equality	<i>Sektion III: Frauen und Gleichstellung</i>	Department III/C/9 of the Federal Ministry for Arts, Culture, Civil Service and Sport	BMKOES/ Sektion III/C9	Equal Treatment Act		Ombud for Equal Treatment	<i>Gleichbehandlung-sanwaltschaft</i>
PL	Government Plenipotentiary for Equal Treatment who is also Secretary of State at the Ministry of Family and Social Policy	Government Plenipotentiary for Equal Treatment	<i>Pełnomocnik Rządu do Spraw Równego Traktowania</i>				National Action Programme for Equal Treatment for 2021-2030	Department of Equal Treatment in the Office of the Commissioner for Human Rights	<i>Departament Równego Traktowania w Biurze Rzecznik Praw Obywatelskich</i>
PT	Ministry of State for the Presidency, with gender equality competences delegated to the Secretary of State for Citizenship and Equality	Commission for Citizenship and Gender Equality	<i>Comissão para a Cidadania e a Igualdade de Género</i>	Commission for Equality in Labour and Employment	<i>Comissão para a Igualdade no Trabalho e no Emprego</i>	National Strategy for Equality and Non-Discrimination 2018-2030	Action Plan for Equality between Women and Men 2018-2030	Commission for Equality in Labour and Employment	<i>Comissão para a Igualdade no Trabalho e no Emprego</i>

Member State	Senior/junior minister responsible for gender equality	Governmental body 1	Governmental body 1 (national language)	Governmental body 2	Governmental body 2 (national language)	National strategy	National action plan	Independent body	Independent body (national language)
RO	National Agency for Equal Opportunities between Women and Men (NAEO), agency coordinated by the Ministry of Labour, until 25 November 2021; Ministry of Family, Youth and Equal Opportunities since 25 November 2021	National Agency for Equal Opportunities between Women and Men	<i>Agentia Nationala pentru Egalitate de Sanse intre Femei si Barbati</i>			National Strategy for Promoting Equal Opportunities and Treatment between Women and Men and for Preventing and Combating Domestic Violence 2018-2021	Action Plan for implementing the National Strategy for Promoting Equal Opportunities and Treatment between Women and Men and for Preventing and Combating Domestic Violence 2018-2021	National Council for Combating Discrimination	<i>Consiliul National pentru Combaterea Discriminariilor</i>
SI	Minister of Labour, Family, Social Affairs and Equal Opportunities	Gender Equality Division	<i>Sektor za enake možnosti</i>					Advocate of the Principle of Equality	<i>Zagovornik načela enakosti</i>
SK	Ministry of Labour, Social Affairs and Family	Department of Equality of Women and Men	<i>Odbor rovnosti žien a mužov a rovnosti príležitostí</i>			National Strategy for Equality between Women and Men and Equal Opportunities in the Slovak Republic for 2021-2027	Action Plan on Equality between Women and Men for 2021-2027		
FI	Minister for Nordic Cooperation and Equality	Gender Equality Unit	<i>Tasa-arvoyksikkö (TASY)</i>	Centre of Gender Equality Information	<i>Tasa-arvotiedon keskuseuvottelukunta</i>	Government Report on Gender	Government's Gender Equality Programme	Ombudsman for Gender Equality and the Council for Gender Equality	<i>Tasa-arvovaltuutettu & Tasa-arvoasiain neuvottelukunta</i>
SE	Minister of Employment and Gender Equality and Housing	Ministry of Employment, Division for Gender Equality	<i>Arbetsmarknadsdepartementet, jämställdhetsenheten</i>	Swedish Gender Equality Agency	<i>Jämställdhetsmyndigheten</i>	National Gender Equality Policy		Equality Ombudsman	<i>Diskrimineringsombudsmannen</i>

Note: No data for FR, IE.

Table 26. Links to website or section of website to disseminate gender statistics (sub-indicator H3c)

Member State	Website or section of website to disseminate gender statistics
CZ	https://www.czso.cz/csu/gender/2-gender_uvod
DK	https://www.dst.dk/da/Statistik/emner/borgere/demokrati/ligestillingswebsite
DE	https://www.bmfsfj.de/gleichstellungsatlas
EL	https://isotita.gr/statistika-stoixeia-meletes/
ES	https://www.ine.es/ss/Satellite?L=es_ES&c=INEPublicacion_C&cid=1259924822888&p=1254735110672&pagename=ProductosYServicios/PYSLayout&param1=PYSDetalleGratis&param4=Ocultar
LV	https://stat.gov.lv/en/statistics-themes/population/gender-equality
LT	https://osp.stat.gov.lt/lyciu-lygybe
LU	www.observatoire-egalite.lu
NL	https://digitaal.scp.nl/emancipatiemonitor2020/
AT	https://www.statistik.at/statistiken/bevoelkerung-und-soziales/gender-statistiken
PT	https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_perfgenero
SK	https://slovak.statistics.sk/wps/portal/ext/themes/living/gender/indicators!/lut/p/z1/jZHLDoIwEEW_xS_oIGdZFoTSpCjvsRvDwhASRRfG-PmCsJjxYHZNzpnemSGaNEQP7bPv2kd_G9rL-D5q51SriPk-5cDiHQZqbROw5K6ASUHFACb6DV-IHhsuQqAKWGD5HGVe5lpAjfX-fCnOKzzEUDj7X984ZajnyRFVbPMDJPv_1GRGt_yzRLDN9xHIMjBYoRwDhDP7CIDkz2vA80_AwvzFeRh7aBSbriUQ6ODAp0B7NBLq75fq081L9nLbrN5Ay7sbbA/dz/d5/L2djQSEvUUt3QS80TmxFL1o2X1ZMUDhCQjFBMDhITTEwSUZMUFZQRVQxNzgz/
FI	https://www.stat.fi/tup/tasaarvo/index_en.html
SE	https://www.scb.se/en/finding-statistics/statistics-by-subject-area/living-conditions/gender-statistics/gender-statistics/

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