



2018/2162(INI)

20.9.2018

DRAFT REPORT

on Gender Mainstreaming in the European Parliament
(2018/2162(INI))

Committee on Women's Rights and Gender Equality

Rapporteur: Angelika Mlinar

CONTENTS

	Page
MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION.....	3
EXPLANATORY STATEMENT	11

MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on Gender Mainstreaming in the European Parliament (2018/2162(INI))

The European Parliament,

- having regard to Articles 2 and 3 of the Treaty on European Union (TUE) that lay down the principle of gender equality as a core value of the Union,
- having regard to the Treaty on the Functioning of the European Union (TFEU), in particular Articles 8 and 19 thereof,
- having regard to Article 23 of the Charter of Fundamental Rights of the European Union, which contains specific provisions on the horizontal principle of gender equality, and Article 6 TUE, which recognises that the Charter has the same legal value as the Treaties,
- having regard to the Convention for the Protection of Human Rights and Fundamental Freedoms (ECHR),
- having regard to the Universal Declaration of Human Rights of 1948,
- having regard to the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) of 1979,
- having regard to the Beijing Declaration and Platform for Action adopted by the Fourth World Conference on Women on 15 September 1995, to the subsequent outcome documents adopted at the United Nations Beijing +5 (2000), Beijing +10 (2005) and Beijing +15 (2010) special sessions and the outcome document of the Beijing +20 review conference,
- having regard to its resolutions of 10 February 2010 on equality between women and men in the European Union – 2009¹, of 8 March 2011 on equality between women and men in the European Union – 2010², of 13 March 2012 on equality between women and men in the European Union – 2011³, of 10 March 2015 on progress on equality between women and men in the European Union in 2013⁴, and of 14 March 2017 on equality between women and men in the European Union in 2014-2015⁵,
- having regard to its resolution of 13 March 2003 on gender mainstreaming in the European Parliament⁶,
- having regard to its resolution of 18 January 2007 on gender mainstreaming in the work

¹ OJ C 341 E, 16.12.2010, p. 35.

² OJ C 199 E, 7.7.2012, p. 65.

³ OJ C 251 E, 31.8.2013, p. 1.

⁴ OJ C 316, 30.8.2016, p. 2.

⁵ OJ C 263, 25.7.2018, p. 49.

⁶ OJ C 61 E, 10.3.2004, p. 384.

- of the committees¹,
- having regard to its resolution of 22 April 2009 on gender mainstreaming in the work of its committees and delegations²,
 - having regard to its resolution of 7 May 2009 on gender mainstreaming in EU external relations and peace-building/nation-building³,
 - having regard to its resolution of 13 March 2012 on women in political decision-making⁴,
 - having regard to its resolution of 9 June 2015 on the EU Strategy for equality between women and men post-2015⁵,
 - having regard to its resolution of 3 February 2016 on the new Strategy for Women's Rights and Gender Equality in Europe post-2015⁶,
 - having regard to its resolution of 8 March 2016 on Gender Mainstreaming in the work of the European Parliament⁷,
 - having regard to its resolution of 26 October 2017 on combating sexual harassment and abuse in the EU⁸,
 - having regard to its resolution of 11 September 2018 on measures to prevent and combat mobbing and sexual harassment at the workplace, in public spaces, and in political life in the EU⁹,
 - having regard to Regulation No 31 (EEC), 11 (EAEC), laying down the Staff Regulations of Officials and the Conditions of Employment of Other Servants of the European Economic Community and the European Atomic Energy Community (and its amendments and corrections) and in particular Articles 1 (c) and (d) thereof¹⁰,
 - having regard to the Women in the European Parliament brochure of 2018,
 - having regard to the European Parliament Human Resources Annual Report 2017, published in August 2018,
 - having regard to the guidelines on gender-neutral language in the European Parliament,
 - having regard to the report of Dimitrios Papadimoulis, Vice-President of the European

¹ OJ C 244 E, 18.10.2007, p. 225.

² OJ C 184 E, 8.7.2010, p. 18.

³ OJ C 212 E, 5.8.2010, p. 32.

⁴ OJ C 251 E, 31.8.2013, p. 11.

⁵ OJ C 407, 4.11.2016, p. 2.

⁶ OJ C 35, 31.1.2018, p. 35.

⁷ OJ C 50, 9.2.2018, p. 15.

⁸ Texts adopted, P8_TA(2017)0417.

⁹ Texts adopted, P8_TA(2018)0331.

¹⁰ OJ P 45, 14.6.1962, p. 1385

Parliament and Chair of the High-Level Group on Gender Equality and Diversity, to the Bureau of the European Parliament entitled 'Gender Equality in the European Parliament Secretariat – state of play and the way forward 2017-2019', adopted at the Bureau meeting of 16 January 2017,

- having regard to the 2017-2019 roadmap for the implementation of the report entitled 'Gender Equality in the European Parliament Secretariat – state of play and the way forward 2017-2019',
 - having regard to the Action plan for the promotion of gender equality and diversity in the European Parliament Secretariat for the period 2014-2019,
 - having regard to mandate of the High-Level Group on Gender Equality and Diversity,
 - having regard to its guidelines on equality for members/recruiters of selection panels,
 - having regard to the Communication from the Commission of 19 July 2017 entitled 'A better workplace for all: from equal opportunities towards diversity and inclusion' (COM(2017)5300)¹ and its Diversity and Inclusion Charter²,
 - having regard to the Commission Staff Working Document of 3 December 2015 entitled 'Strategic engagement for gender equality 2016-2019' (SWD(2015)0278)³,
 - having regard to the Council of Europe Gender Equality Strategy 2018-2023⁴,
 - having regard to the Joint Declaration of the European Parliament, the Council and the Commission of 19 November 2013 on gender mainstreaming, annexed to the European Parliament's legislative resolution on the draft Council regulation laying down the multiannual financial framework for the years 2014–2020 attached to the MFF⁵,
 - having regard to Rule 52 of its Rules of Procedure,
 - having regard to the report of the Committee on Women's Rights and Gender Equality (A8-0000/2018),
- A. whereas the principle of gender equality is a core value of the EU and is enshrined in the EU Treaties and the Charter of Fundamental Rights; whereas Article 8 TFEU states that the European Union shall, through all its activities, aim at eliminating inequalities, promote gender equality and combat discrimination when defining and implementing its policies and activities;
- B. whereas gender equality, in general, is central to the protection of human rights, the functioning of democracy, respect for the rule of law, economic growth, social inclusion and sustainability;

¹ <https://ec.europa.eu/info/sites/info/files/communication-equal-opportunities-diversity-inclusion-2017.pdf>

² <https://ec.europa.eu/info/sites/info/files/diversity-inclusion-charter-2017-07-19-en.pdf>

³ https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/151203_strategic_engagement_en.pdf

⁴ <https://rm.coe.int/prems-093618-gbr-gender-equality-strategy-2023-web-a5/16808b47e1>

⁵ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52013AP0455&from=EN>

- C. whereas the population of the European Union consists half of women and half of men, but the composition of the European Parliament does not mirror this balance as only 36.1 % of MEPs are female; whereas this imbalance is further emphasised by the composition of Parliament's Bureau, which is made up of 7 women and 20 men; whereas gender balance and diversity in Parliament increase the level of democratic representation of EU citizens and the legitimacy of Parliament's decisions;
- D. whereas Goal Five of the Sustainable Development Goals (SDGs) aspires to 'achieve gender equality and empower all women and girls' by 2030; whereas, however, there is only very slow progress on gender equality and minimal change in many countries worldwide¹;
- E. whereas gender mainstreaming is a globally accepted strategy for ensuring gender equality; whereas the Commission defines gender mainstreaming as 'the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality between women and men'²;
- F. whereas according to the latest available data, women constitute 55 % of Parliament staff, but are still under-represented at all ranks of management, although the number of women in middle and senior management roles increased slightly in 2017;
- G. whereas the 2017 report on gender equality by Parliament Vice-President Dimitrios Papadimoulis established three targets for women's representation in middle and senior management, to be achieved by 2019: 30 % at Director-General level, 35 % at Director level and 40 % at Head of Unit level, and whereas the subsequent roadmap outlines how to achieve these targets;
- H. whereas in order to promote gender mainstreaming in the work of Parliament's committees and delegations, a Member responsible for gender mainstreaming is appointed in each committee and in the Conference of Delegation Chairs, who shares experiences and best practice in the Gender Mainstreaming Network;
- I. whereas ensuring coherence between their internal human resources policies and their external actions in the field of promotion of gender equality and LGBTI rights is essential to the credibility of the European Parliament and the other EU institutions;
- J. whereas, since 2014, Parliament's Rules of Procedure have stipulated that the diversity of Parliament must be reflected in the composition of the bureau of each parliamentary committee and that it shall not be permissible to have an all-male or all-female bureau;
- K. whereas senior management posts in Parliament are attributed solely by the Bureau of the European Parliament;
- L. whereas although Parliament attaches increased importance to LGBTI issues, the visibility of LGBTI staff is relatively low; whereas most LGBTI staff still prefer to hide

¹ <http://reports.weforum.org/global-gender-gap-report-2016/>

² <http://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming>

their sexual orientation or gender identity;

General remarks

1. Reaffirms its strong commitment to gender equality both in the content of EU policies and across the Union's political and administrative levels;
2. Considers that Parliament should create and foster a culture of diversity and inclusion and a safe working environment for everyone, and that cross-cutting measures to ensure the well-being of all staff and MEPs should go hand in hand with targeted measures to achieve gender-balanced representation both at administrative and political level;
3. Strongly applauds the (very few) male role models both in the Parliament administration and at political level who actively promote gender equality and equal opportunities; further encourages both male, female and LGBTI role models;
4. Stresses that Parliament's visual communication should avoid using gender stereotypes as well as stereotypes based on sexual orientation and gender identity;
5. Stresses that in order to comprehensively assess the state of play of gender mainstreaming in Parliament, not only policy content, but also gender representation in the administration and in decision-making should be taken into account;
6. Notes that female representation in Parliament's key decision-making positions at political and administrative levels remains low and that Parliament needs to ensure that the allocation of decision-making positions is evenly spread between genders;
7. Regrets the lack of coherence and coordination between the various bodies working on gender equality and diversity in Parliament; reiterates its call to improve internal coordination in order to achieve a higher degree of gender mainstreaming;
8. Applauds Parliament's decision to honour Simone Veil, the first woman President of an EU institution and a staunch promoter of women's rights, by renaming the Equality and Diversity Award after her, as a means of highlighting and recognising good practice and role models in equal opportunities within the European Parliament Secretariat; recommends increasing the visibility and ensuring greater awareness of this important award;

Gender mainstreaming tools

9. Welcomes the revised guidelines on gender-neutral language in the European Parliament, published in July 2018, which now better reflect linguistic and cultural

developments and provide practical advice in all official EU languages on the use of gender-fair and inclusive language; recalls that Parliament was one of the first international organisations to adopt multilingual guidelines on gender-neutral language in 2008; recalls the importance of building broad public acceptance of the guidelines and invites all Members of the European Parliament, as well as officials, to promote and apply these guidelines consistently in their work;

10. Recognises the work of the gender mainstreaming network, welcomes the inclusion of representatives of the Conference of Delegation Chairs to the gender mainstreaming network and calls for further development of this network;
11. Welcomes the fact that most of the parliamentary committees have adopted action plans on gender mainstreaming for their work and many have already presented them to the Gender Mainstreaming Network; calls, therefore, on the remaining few committees to follow suit; calls on all committees at the start of the new mandate to update their Gender Action Plans and present them to the Gender Mainstreaming Network; requests that Gender Action Plans for each committee be included in Parliament's Rules of Procedure;
12. Welcomes Parliament's resolution of 26 October 2017 on combating sexual harassment and abuse in the EU; emphasises that sexual harassment is a serious crime, an extreme form of gender-based discrimination and one of the biggest obstacles to gender equality; welcomes the Bureau decision of 2 July 2018 to revise the functioning of the Advisory Committee dealing with harassment complaints concerning Members of the European Parliament and its procedures for dealing with complaints, as well as the addition of Article 34a to the Implementing Measures for the Statute for Members of the European Parliament, concerning the financial consequences of a proven case of harassment of an accredited parliamentary assistant; nevertheless strongly regrets the slow and inadequate progress in the implementation of the recommendations of Parliament's resolution; demands that full and undivided attention be given by Parliament's president and administration to the full implementation of all requested measures, in particular by means of the 2017-2019 roadmap on 'preventive and early support measures to deal with conflict and harassment between Members and APAs, Trainees or other staff', which should be revised as soon as possible to adequately include at least the following demands of the resolution with a clear timeline for implementation:
 - a) mandatory training for MEPs and staff;
 - b) establish a task force of independent, external experts to be convened with a mandate to examine the situation of sexual harassment in the European Parliament and the functioning of its two harassment committees;
 - c) strengthen the anti-harassment committee by including experts such as doctors as standing members of the committee;
13. Repeats its call on the European Parliamentary Research Service to carry out regular detailed qualitative and quantitative research on the progress of gender mainstreaming in Parliament and the functioning of the organisational structure dedicated to it, as well as to develop gender impact assessments and gender-based analysis;

14. Welcomes the Gender-sensitive Parliaments Tool developed by the European Institute for Gender Equality to assist the European Parliament, national and regional parliaments to assess and improve their gender sensitivity; calls on the Parliament's administration and political groups to ensure adequate follow-up of the findings of the assessment and evaluation;

Political level

15. Commends the appointment in 2016 of the standing rapporteur on gender mainstreaming in the European Parliament and the standing rapporteur's active involvement in the work of the High-Level Group on Gender Equality and Diversity; recommends, therefore, that Parliament maintain this position for the 2019-2024 parliamentary term;
16. Recommends that Parliament's political groups for the 2019-2024 parliamentary term put forward both male and female Members as candidates for the positions of President, Vice-President and Bureau Member, and the Chairs of committees, delegations and groups;
17. Invites Parliament's political groups for the 2019-2024 parliamentary term to consider nominating Members of the European Parliament from the under-represented gender to each committee and especially to nominate a gender-equal number of parliamentarians as members and substitutes of the Committee on Women's Rights and Gender Equality, in order to encourage the involvement of men in gender equality policy;
18. Invites the Secretary-General and the Bureau to apply the same principle for the attribution of senior management posts as for the attribution of Head Of Unit posts, i.e. to make it compulsory that shortlists include three suitable candidates with at least one candidate of each gender, while stating that, if all else is equal (e.g. qualifications, experience), the under-represented gender should be preferred; notes that if these requirements are not fulfilled, the post should be re-advertised;
19. Strongly disapproves of the misogynistic language used on several occasions in the plenary chamber; welcomes the sanctions imposed by the President of the European Parliament and confirmed by the Bureau against a Member of the European Parliament for remarks made during the plenary session of 1 March 2017 undermining the dignity of women; is concerned by the decision of the General Court of the European Union of 31 May 2018 to annul the decision of the President and of the Bureau, based both on interpretation of the relevant provisions of the Rules of Procedure and on the case-law of the European Court of Human Rights concerning Article 10 of the European Convention on Human Rights (freedom of speech); urges its committee competent for issues concerning the Rules of Procedure to revise the applicable rules with a view to ensuring respect and dignity in the plenary chamber at all times;

Administrative level

20. Welcomes the report by Dimitrios Papadimoulis entitled 'Gender Equality in the European Parliament Secretariat – state of play and the way forward 2017-2019' and the roadmap for implementing the report; commends the progress on the implementation of the concrete actions of the roadmap and its clear timeline for specific measures regarding management, professional training, awareness raising on gender equality, work-life balance measures and the regular monitoring of gender balance through statistics; calls for progress to be sped up in order to reach the gender equality targets set for 2019;
21. Urges the High Level Group on Gender Equality and Diversity to perform a two-yearly structural, point by point assessment of the implementation of the roadmap on gender equality, based on a presentation by DG PERS;
22. Recalls that as regards the use of measures to improve work-life balance, acceptance by managers and, if relevant, equal take-up by both partners should be specifically encouraged; notes that flexible working time arrangements can lead to gender discrimination in practice as these tools are used in the vast majority of cases by women and can impede career progression; also recalls that teleworking might increase flexibility but can also make women stay away from the office where they are visible and can network;
23. Commends the progress made in the Parliament Secretariat on improving gender equality in senior and middle management positions, but notes that despite the fact that the majority of Parliament officials are women, their representation in senior or middle management positions is still very low: at the end of 2017, 15.4 % of directors-general, 30.4 % of directors and 36.2 % of heads of unit in the Parliament Secretariat were women;
24. Stresses that in order to achieve real progress on improving gender equality in the Parliament Secretariat and political groups, a cultural shift is needed to change conceptual and behavioural attitudes, with the further development of a culture of equality in the Secretariat;
25. Instructs its President to forward this resolution to the Council and the Commission.

EXPLANATORY STATEMENT

The European Parliament is committed to promoting gender equality, women's rights and diversity both in its workplace and its policies. One of the means to advance gender equality is by gender mainstreaming the work of the European Parliament.

It adopted its first plenary resolution on gender mainstreaming already in 2003. The main body responsible is the Parliament's Committee on Women's Rights and Gender Equality (FEMM) that draws up a biannual report on gender mainstreaming in the work of Parliament's committees and delegations.

FEMM also chairs and coordinates the Gender Mainstreaming Network, set up in 2009, which comprises an MEP and an administrator from each parliamentary committee, as well as two representatives from Conference of Delegations Chairs, appointed to bring gender mainstreaming into the work of their committees and delegations.

Gender mainstreaming is a globally accepted strategy towards realising gender equality. It is not the goal in itself, but a means to achieve gender equality by integrating gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes.

The EU recognises gender equality as a fundamental right, a common value of the EU and a necessary condition for the Union to achieve its objectives of growth, employment and social cohesion. However, the concept of gender mainstreaming is still not very known or is underestimated by many policy makers.

To strengthen EU policies it is necessary to understand how to design, plan, implement, monitor and evaluate policies from a gender perspective. This increases the societal relevance of policies and ensures that the fundamental rights enshrined in the EU Treaties and in the Charter of Fundamental Rights are fully respected.

In this context, gender mainstreaming should be viewed as a continuous process, supported by systematic efforts to integrate gender at all levels, in all areas and into all stages of policymaking and implementation processes.

This latest report takes stock of the state of play inside the European Parliament on promoting and achieving gender mainstreaming, both in its administration and in its policies. It critically assesses progress made over the last two years and gives concrete recommendations on how to further improve the situation.

At the administrative level, and despite high-level declarations and commitment in promoting gender equality and diversity in the work of the European Parliament, the situation remains far from satisfactory. Although women constitute 55% of the European Parliament's staff, they are still under-represented among at the top political and administrative levels of the Parliament.

The rapporteur applauds the commitment and ambitious "Roadmap 2017 to 2019 implementing the Papadimoulis report on Gender Equality in the European Parliament Secretariat" of the Parliament's High Level Group on Gender equality and Diversity.

It is now the responsibility of all actors involved to meet these targets and to implement them in line with the clear timelines. At the same time, it is important to remember that achieving real gender equality is not only about meeting quantitative, but also about qualitative criteria, such as the political weight and status of different posts.

In this context, the rapporteur would like to stress once again that gender equality is not just a women's issue. In fact, men may have a greater responsibility to work towards it, as a group with collectively more power and influence in the European Parliament than women. Because in the end gender equality contributes to a more comprehensive debate and better decision-making as it brings an all-inclusive points of view to the table.

However, gender equality is not just a mere formality that should be promoted. This means that progress towards gender equality in the EP's secretariat and its political groups can only be achieved by changing the conceptual and behavioural attitudes towards a culture of equality.

One of the challenges to mainstream gender into the work of the European Parliament is the lack of coherence and coordination between many different bodies and organisations that are developing and implementing gender mainstreaming measures and promoting gender equality, equal opportunities, diversity and inclusion.

The European Parliament has bodies in charge of these issues both at the political and at the administrative level.

At the political level:

- The Bureau
- The Vice-President with responsibility for gender equality and diversity
- High-Level Group on Gender Equality and Diversity
- Committee on Women's Rights and Gender Equality
- Committee on Civil Liberties, Justice and Home Affairs
- Gender mainstreaming network

At the administrative level:

- The Secretary General
- DG Personnel
- The Equality and Diversity Unit
- The Prevention and Well-being at Work Unit
- Committee for Equality of opportunity between men and women and diversity (COPEC)

- Advisory Committee for prevention and protection at work (CPPT)
- The Group of Equality and Diversity Coordinators

Moreover, the association ÉGALITÉ - Equality for LGBTI+ in the EU Institutions - is considered a key player in the field of gender equality and diversity.

The rapporteur considers that a more coordinated approach among the different bodies would positively influence their impact and effectiveness.

To conclude, the report strongly emphasises the crucial importance of gender equality for the adequate functioning of democracy and for the legitimacy of public decisions made by the European Parliament. The way towards gender equality might still be long but the European Parliament's work on gender mainstreaming will continue until all remaining obstacles are removed and the gender perspective is fully integrated into all the administrative and policy-making levels of the House.