

Developing Gender Mainstreaming Indicators Measuring the Input from the FEMM Committee in EP's Final Position ¹

ABSTRACT

This study was commissioned by the European Parliament's Policy Department for Citizens' Rights and Constitutional Affairs at the request of the Committee on Women's Rights and Gender Equality (FEMM). It is aimed at developing gender mainstreaming indicators measuring the extent to which FEMM's suggestions and (legislative) amendments have been included in the work of other European Parliament's committees, and the extent to which FEMM's (legislative) amendments and suggestions are incorporated in the final positions of the European Parliament. Moving from a direct analysis, indicators are first explained and then calculated within a set period of time (July 2019–June 2022).

Background

Gender mainstreaming policy started to be embedded in the European Parliament (EP) with the adoption of the UN Beijing Declaration and Platform for Action in 1995, through several resolutions, reports, action plans and road maps. These were equally aimed at addressing gender equality and balance within EP human resources policy and the introduction of gender mainstreaming in policymaking.

Following this, resolutions on gender mainstreaming in the EP were adopted in 2003, 2007, 2009, 2011, 2016 and 2019.

The Committee on Women's Rights and Gender Equality Committee (FEMM) of the European Parliament has been contributing for many years to the effective implementation of gender mainstreaming in the EP activities. This has been achieved both through the drafting of its own reports and by supporting gender mainstreaming in the work of the other EP committees by carrying out specific procedures.

However, the systematic monitoring of gender mainstreaming in the EP is important and FEMM inputs are considered in a scattered and different way; hence, it was considered relevant to develop gender mainstreaming indicators.

Aim and methodology

The aim is to develop gender mainstreaming indicators to measure the extent to which FEMM's suggestions and amendments have been included in the work of other committees, and in the final positions of the EP. To this end, this study designed specific indicators to monitor the extent to which:

¹ Full study in English: [https://www.europarl.europa.eu/RegData/etudes/STUD/2023/744857/IPOL_STU\(2023\)744857_EN.pdf](https://www.europarl.europa.eu/RegData/etudes/STUD/2023/744857/IPOL_STU(2023)744857_EN.pdf)



- FEMM-adopted opinions for all the other EP committees were reflected in the committees' final reports as adopted;
- FEMM legislative amendments for all other EP committees were reflected in the committees' legislative reports as adopted;
- EP's final reports incorporate FEMM opinions and legislative amendments.

These indicators have been developed moving from the analysis of quantitative and qualitative evidence resulting from EP, FEMM and other committees' (legislative) reports and opinions. These also provided data and information to exemplify the indicators' concrete calculation.

The proposed indicators are designed to measure the level of integration of FEMM opinions (i) with regard to legislative and NLE reports presented by the other EP committees to the EU Parliament and (ii) with regard to the final reports adopted in plenary by the EP.

This has been achieved through an analysis of:

1. FEMM's overall activity in terms of opinions and amendments;
2. FEMM's contribution in the form of opinions (amendments and suggestions tabled to other committees' reports);
3. EP's final resolutions (amendments and suggestions incorporated in final EP acts).

Key findings

The study provides a set of clear and simple indicators. They aim at measuring how the input from FEMM has been included in the work of other committees and incorporated in EP's final position, in their final resolutions. This measures the FEMM Committee's influence on the gender mainstreaming decision-making process of the institution. It uses process tracing as a method to track how the FEMM Committee informs the decision-making both at other committees and the plenary level – the space where the final decision of the EP is reached.

The exemplary calculation of proposed indicators shows that in the period considered (1 July 2019–30 June 2022) the FEMM Committee adopted 42 opinions. According to the calculation of the authors, most of FEMM opinions related to NLE reports (32 opinions, equivalent to 76 % of the total), while 24 % (equal to 10 opinions) related to legislative reports. The committees that received the largest share of FEMM opinions (19 %) are the Committee on Budget (BUDG) with eight reports drafted, and the Committee on Economic and Monetary Affairs (ECON) under the Joint Committee procedure (Rule 58 of the EP's Rules of Procedure). These are followed by the Committee on Civil Liberties, Justice and Home Affairs (LIBE), which was addressed by 17 % of FEMM opinions in seven reports. The Committee on Budgetary Control (CONT) and the Committee on Employment and Social Affairs (EMPL) were addressed by 14 % of the FEMM opinions adopted in six reports each. During the period of the analysis (1 July 2019–30 June 2022), most of the other committees received only one opinion from FEMM. Exceptions were the Committee on Foreign Affairs (AFET) (three opinions), and the Committee on the Internal Market and Consumer Protection (IMCO) and the Committee on Culture and Education (CULT), (two opinions each).

The issues mainly addressed by FEMM in its gender mainstreaming activity were the budget and economic-monetary issues, with 12 opinions out of 42 (29 %). This is consistently with the above results on the committees receiving FEMM opinions. Other considered topics were the fundamental rights and democracy topic, addressed by seven FEMM opinions (17 %); the labour market and working conditions issue, addressed by four opinions (about 10 %); the climate, environment and sustainability and digitisation topics, also addressed by four FEMM opinions each, showing the growing and current interest on these issues in the European agenda.

The authors looked at the incorporation of FEMM amendments and suggestions in the final legislative reports adopted by other committees over the period from 1 July 2019 to 30 June 2022. According to their calculation, 24 % of FEMM amendments (COD procedure) and suggestions (APP procedure) were incorporated in some way in the committees' final legislative reports. Specifically, out of the total of 452 amendments and

suggestions presented by FEMM in the considered period, the analysis carried out showed that 9 % were totally included in the committees' final reports, while 15 % were partially incorporated.

Both COD and APP procedures were considered and the results were proportioned to the number of reports adopted by each committee. The EMPL Committee (one report) has incorporated the highest share of FEMM amendments (40 %), with 5 amendments out of 60 totally included in the final report (8 %) and 19 amendments out of 60 (32 %) partially included. The LIBE Committee follows with an overall share of 31 %, although this percentage refers to the sum of amendments and suggestions incorporated in three different reports. The IMCO and ENVI Committees incorporated 26 % and 22 % respectively of overall amendments included in their reports (one report each). In their joint procedures, the BUDG and ECON Committees incorporated only 24 % of the FEMM amendments, confirming the difficulties in addressing gender equality within economic policy.

The further analysis shows that in most of the cases (70 %) the EP has included in its final reports all the FEMM amendments and suggestions incorporated by the committees. However, there is still room to further increase this percentage.

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