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# Gender Equality in the Civil Service

Spanish Directorate-General for the  
Civil Service



PRESIDENCIA ESPAÑOLA  
CONSEJO DE LA UNIÓN EUROPEA



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# GENERAL OVERVIEW

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## Introduction

In democratic countries, based on the constitutional conception of European states, the principle of gender equality has been introduced, understood as the absence of discrimination, tolerance, justice, solidarity, and equal treatment and opportunities between women and men. In this way, the concept of formal equality refers to a notion of justice and fairness that allows us to recognize the Rule of Law in the societies of our days. It is an inseparable and non-negotiable value of democratic political systems.

Gender equality is at the very core of human rights and the values of the United Nations. It is a fundamental principle of the United Nations Charter, adopted by world leaders in 1945, and it also appears in the Universal Declaration of Human Rights, approved by the General Assembly in 1948.

In the European context, the principle of non-discrimination based on gender has been ensured through the European Convention on Human Rights and other instruments such as the European Social Charter and conventions addressing violence against women. Similarly, the European Union is grounded in a set of values, including equality, as outlined in Article 2 of the Treaty on European Union, thereby promoting equality between men and women. These objectives are also enshrined in Article 21 of the Charter of Fundamental Rights of the European Union. Furthermore, Article 8 of the Treaty on the Functioning of the European Union (TFEU) assigns the Union the task of eliminating inequalities between men and women and promoting their equality in all its actions (this concept is also known as "gender mainstreaming").

### *Article 2*

*The Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. These values are common to the Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail.*

However, formal equality or the assertion of equal rights between women and men in laws and regulations doesn't always translate into real or substantive equality. This is where public policies play an essential role, allowing for the correction of inequalities between women and men through short, medium, and long-term measures that contribute to genuine and effective equality, aiming to achieve fairer and more inclusive societies.

In the frame of Sustainable Development Goals, SDG 5 specifically addresses the goal of achieving gender equality within the framework of global respect for human rights, considering them as integrated and inseparable elements that balance the three dimensions of sustainable development: economic, social, and environmental. Despite progress made globally in the last years, public policies must advance in achieving gender equality and empowering women.

## European context on gender equality

Advancements in gender equality between women and men over the past fifteen years in the European Union have been highly significant, as per the latest Gender Equality Index from the European Institute

for Gender Equality (EIGE, 2023<sup>1</sup>). On a scale of 0 to 100, where 100 signifies total equality on both fronts, a score of 73.8% has been achieved in work-related matters across the EU member states.

However, gender inequality between women and men still persists in various areas within the EU member countries. Specifically, in Public Administrations, the same dynamics, roles, customs, and gender stereotypes that exist in any other organization and in other aspects of our society are replicated. These roles and stereotypes largely underpin the inequalities between women and men. Gender biases, sexist behaviors, and invisible barriers (both self-imposed and external) influence, for example, professional advancement – the glass ceiling – unequal representation in certain professions, or the traditional division of caregiving roles, explaining various situations of direct and indirect discrimination.

Gender equality is at the core of an inclusive public administration. The 2022 Strasbourg Declaration calls for implementing exemplary actions within public administrations to achieve gender parity in all positions of responsibility in the civil service, as well as diversity, inclusion, and the fight against discrimination, in line with the ambitions of the European Pillar of social rights. Along this line, the EU Gender Equality Strategy delivers on the European Commission's commitment to achieving a Union of Equality.

In this context, within the framework of EUPAN, as an informal cooperation network among EU member states in the field of Public Administration and a platform for the exchange of views, experiences, and best practices aimed at enhancing the performance, competitiveness, and quality of Central Administrations in the member states, one of the priority themes of the Spanish Presidency during the second half of 2023 is to deepen the promotion of gender equality in the civil service under the motto *Preparing for the future: public administration and next generation*.

## Purpose of the report

Understanding the current status of gender equality, the achievements made, existing gaps, and identifying areas and activities, whether pending execution or not addressed, is essential to outline a framework of potential situations that require intervention through gender public policies in Public Administrations.

For this reason, a questionnaire, based on the background and previous studies carried out by institutions such as EIGE and EIPA, has been launched among EUPAN members, with the goal of analysing where they are, and how can they reveal success stories and good practices that can be exported to the different administrations of the member States, using feedback as a premise for growth with the objective of achieving real equality.

This questionnaire is the result of a collaborative process. Different areas of the Spanish Directorate-General for the Civil Service have participated in its elaboration, with the purpose of maintaining a broad and multidisciplinary approach. The questionnaire addresses the main fields within public employment to understand the state of gender equality in these areas.

This has been the study development process:

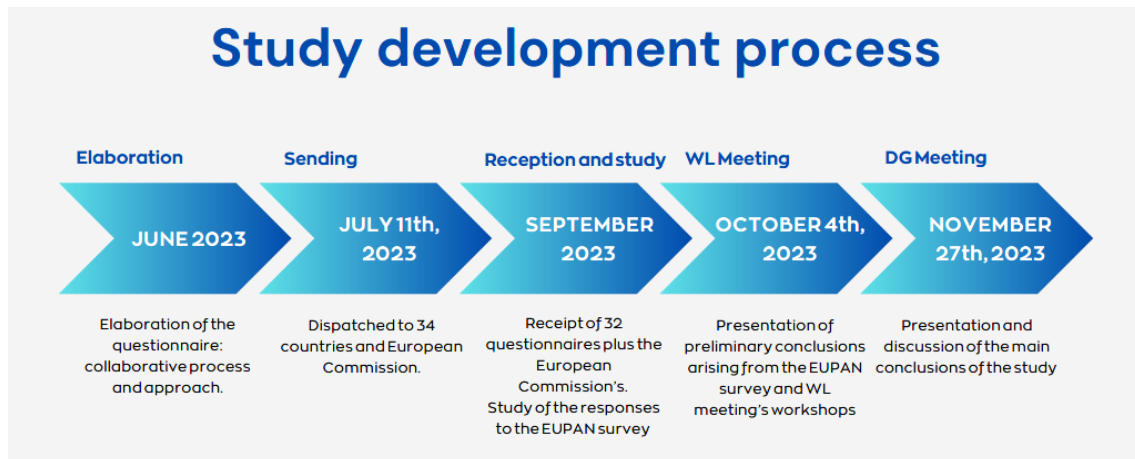
- The questionnaire was dispatched on July 11th, 2023, to 34 countries and to the European Commission: 26 of them are member states of the EU and the remaining 7 are observer countries.
- During the months of August and September 32 surveys were received, plus the one from the European Commission's.
- During the EUPAN working level meetings held in October 4<sup>th</sup> and 5<sup>th</sup>, the survey's preliminary conclusions were presented to the EUPAN representatives. Additionally, two workshops were

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<sup>1</sup> [Gender Equality Index | European Institute for Gender Equality \(europea.eu\)](https://europea.eu)

conducted to allow participating delegates to share their perspectives and delve into best practices in those fields.

- The workshops focused on measures to enhance female participation in Public Administrations, with a special emphasis on participation in leadership positions, as well as best practices regarding work-life balance measures.
- During the plenary session of the Directors General meeting on November 27<sup>th</sup>, the results of the survey and the preliminary structure of the report were presented to the delegates. Two working groups were then held to validate the final conclusions as well as to identify areas for improvement.



# SURVEY RESULTS

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Based on the evidence of previous studies on this subject (e.g., "*The Gender Gap in the EU's Public Employment and Leadership*"; commissioned by the European Parliament's Policy Department for Citizens' Rights and Constitutional Affairs<sup>2</sup>, or "*The pathway to progress: strengthening effective structures for gender equality and gender mainstreaming in the EU*", published by EIGE<sup>3</sup>), this questionnaire is looking for real examples that allow for more feedback and learning between participating countries, leading the way towards a more equality-friendly reality.

For this reason, the questionnaire focuses on five interconnected areas to provide both quantitative and qualitative evidence regarding gender equality in the public sector.

Thus, the information analyzed is the data submitted by each of the participating countries through their respective questionnaires. Questionnaires provide "soft" information in contrast to the "hard" data obtained through observation. This means that, except for quantitative questions, they allow for data that consists of statements and responses based on the perception of the questionnaire recipient.

Therefore, the main trends observed are presented based on the information provided by each surveyed country, as well as success stories and good practices discussed during EUPAN meetings.

## 1. General structure of public employment.

Quantitative data serves as a starting point, as it provides an overview of the general structure of public employment in the participating countries. To achieve this, the question is subdivided into four topics: percentage of women and men in public employment in 2015 and 2023; ministerial sectors where women are underrepresented and overrepresented, as well as possible reasons for it; organisational structure for the implementation of gender equality in the central administration; and finally, equality plans approved by the government.

### *Percentage of women and men in public employment in 2015 and 2023*

- *Percentage of women and men in central administration*

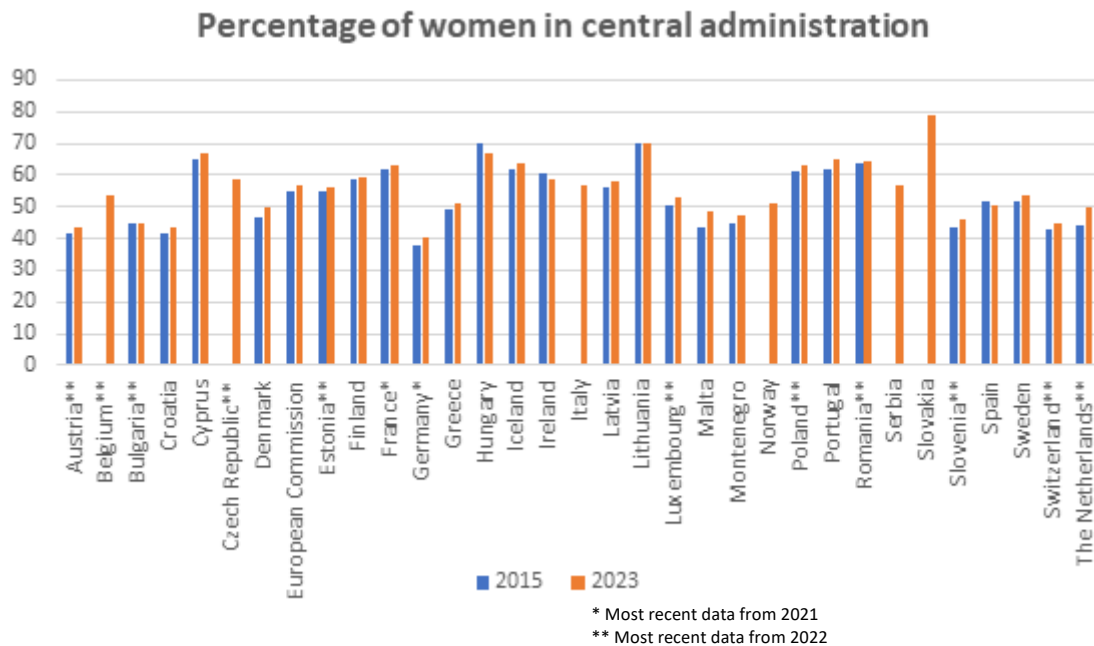
Firstly, participating countries were asked about the percentage of women and men in central administration in 2015 and 2023, to define the path of evolution of female presence in central administrations. It's important to note that a few countries were unable to provide disaggregated data that only included central administration, so the data provided includes all public employment.

As can be seen in the following graph, prepared with the information provided, in all countries, the proportion of women in central administration falls within the range of 40% to 60%, with some countries where this percentage exceeds 60%, or even 70%. Overall, and with very few exceptions, the percentage of women in central administration has consistently increased since 2015.

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<sup>2</sup> [The Gender Gap in the EU's Public Employment and Leadership \(europa.eu\)](https://european-council.europa.eu/media/en/press-operations/infographic-117236.pdf)

<sup>3</sup> [The pathway to progress: strengthening effective structures for gender equality and gender mainstreaming in the EU | European Institute for Gender Equality \(europa.eu\)](https://eige.europa.eu/publications/publication/117236)



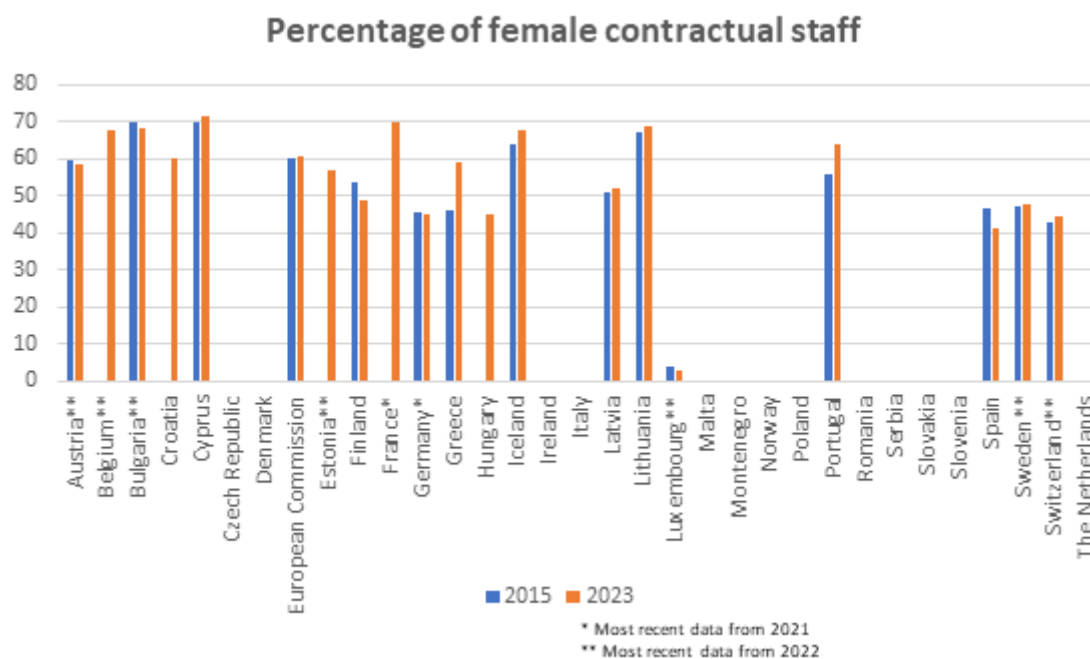
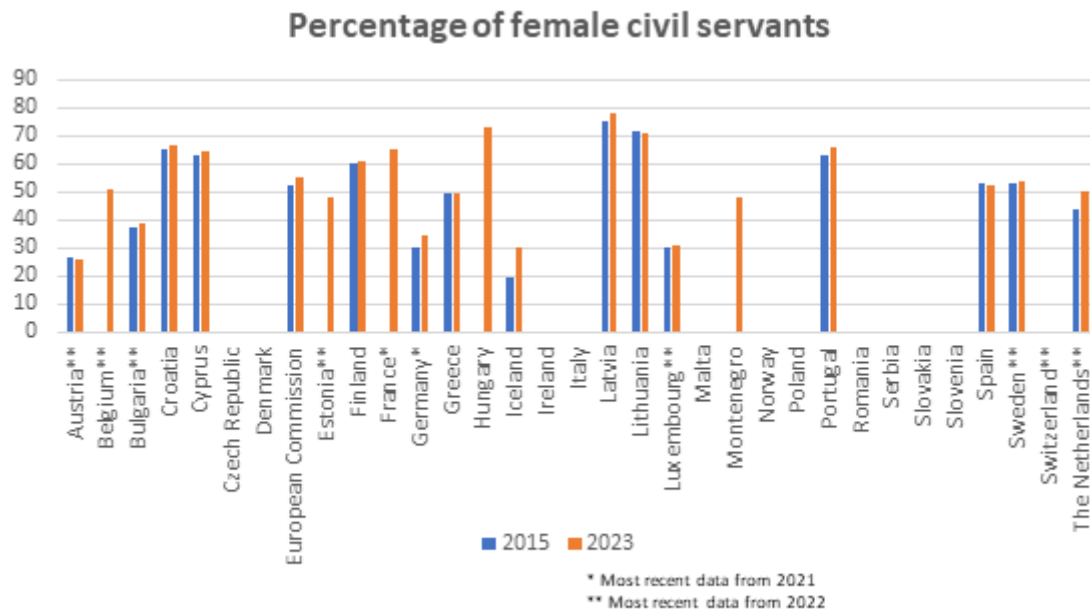
Another interesting topic that was discussed by some of the countries in the surveys, such as Lithuania, Latvia or Finland, is the existence of a strong labour market segregation in their countries, with men being typically employed in the private sector, while women are more often employed in the public sector. Reasons cited for the latter are the job stability and security, as well as benefits and compensation, including health insurance, paid leave etc, while men choose the private sector due to higher remunerations or greater entrepreneurial opportunities.

- *Percentage of women and men according to the type of employment relationship (civil servants/ contractual staff)*

Secondly, participating countries were asked to provide the percentage of women and men according to the type of employment relationship, distinguishing between civil servants and contractual staff.

It's important to note that there are disparities in the information provided by the countries, due to different reasons, such as the absence of monitoring of type of employment relationship in some cases, the absence of data on type of employment relationship disaggregated by gender in other cases, or incomplete gender statistics that only include civil servants. It's also important to note that in some countries, civil service is the only type of public employment relationship, while others, such as the case of Denmark, don't have a civil service corps, thus the distinction between civil servants and contractual staff being inapplicable.

Nonetheless, and focusing on the information provided by the countries showcased in the graphs below, it's interesting to note that in most countries, the percentage of female contractual staff is either higher or equal to that of female civil servants. Differences between countries are also bigger in the percentages of female civil servants, ranging from 26% in Austria to more than 70% in Latvia or Lithuania, while percentages of female contractual staff stay within the range of 40% to 70%. Overall, and with very few exceptions, the percentage of women has consistently increased or remained steady since 2015.

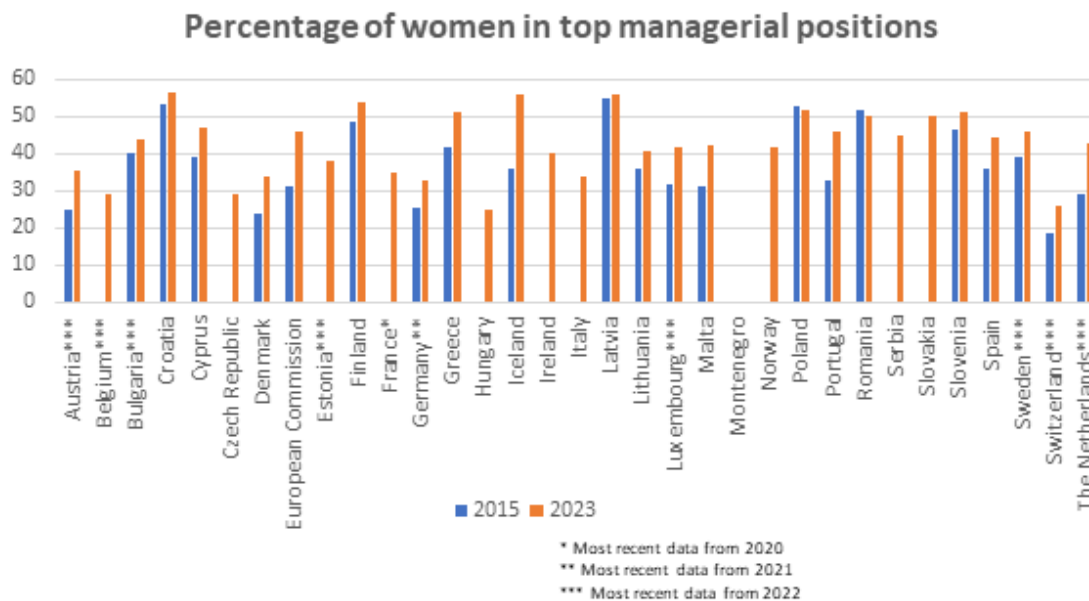


- *Percentage of women and men in top managerial positions*

Lastly, participating countries were asked to provide the percentage of women and men in top managerial positions, defined according to the International Standard Classification of Occupations (ISCO-08).

As can be seen in the following graph, a considerable disparity between countries remains. The percentage of women in top managerial positions ranges from 25-30% in some countries to figures exceeding 50% in a few countries. Nevertheless, a positive trend has been observed in nearly every country over the past eight years.





### *Under and overrepresentation of women in ministerial sectors*

Participating countries were asked in which ministerial sectors women are underrepresented and overrepresented, as well as possible reasons for it. As for the ministerial sectors, they were asked to choose between categorical options based on the Classification of the functions of government (COFOG) of EUROSTAT: General Public Services; Defence, Public order and safety; Economic affairs; Environmental protection; Housing and community amenities; Health; Recreation and culture; Education; and Social protection.

If the sector chosen by the countries couldn't fit into one of the abovementioned categories, they could choose the option "Other" and describe the sector referred to. Lastly, the survey suggested to provide an estimate, e.g., in Spain over 60% of men or women in an occupational sector is an indicator on unbalanced gender participation.

In broad terms, the main conclusion drawn from the surveys is that women are generally underrepresented in the sectors of Public Order and Safety, and especially Defence, while they are overrepresented in the sectors of Health, Recreation and Culture, Education, and Social Protection.

The main reason mentioned by the countries is the fact that certain sectors have been traditionally associated as male or female oriented occupations due to the persistence of traditional societal norms and gender stereotypes.

According to these, the Defence and the Public order and Safety sectors are still often perceived as a male domain, associated with power, danger, bravery, and physical abilities. Therefore, women are more reluctant to choose a career in the military or the police. On the other side, gender stereotypes such as the carer and educator role attributed to women persist, making sectors such as Health, Recreation and Culture, Education, or Social Protection less attractive to men.

Other reasons cited are related to asymmetries that continue in the reconciliation of personal, family and working life, despite women being fully integrated in the labour market.

The persisting gender stereotypes also play an important role in a moment prior to choosing a career, as there's a significant gender gap in the number of male and female students enrolled in certain tertiary education programmes, as cited by some of the participants.

A study was conducted in 2023 by the Swedish Gender Equality Agency to "*analyse the gender-segregated labour market within the welfare sector and propose measures aimed at countering gender differences in educational and career choices to expand the recruitment base of the welfare sector – on municipality and regional level.*

*[...] The main factors were found at structural and organisational levels, including lower wages, limited career paths, and unfavourable organisational conditions. Gender norms, gender labelling of professions, exclusionary professional identities and cultures also contribute to the underrepresentation*<sup>4</sup>. The Agency proposes different measures to counteract these factors, such as creating more equal conditions for work environment and inspecting of work environments between female and male dominated workplaces or strengthening vocational guidance and organising education to counter gender segregation.

### *Implementation of gender equality policy in the central administration: organisational structures*

Every country has some form of organizational structure in place for implementing gender equality legislation and policies in the central administration, whether it be a Ministry, Secretariats of State or General Secretariats, an Agency, Directorate-Generals, or Departments of the Office of the Governments.

Other equality bodies such as Institutes, Observatories, Commissions and Committees or Ombudsmen or women promote and develop the application of equal treatment and gender equality policies, support citizens who are victims of discrimination and advise policy makers.

An interesting figure is the Gender equality representative in Iceland. According to the Act on Equal Status and Equal Rights Irrespective of Gender, No. 150/2020, each ministry shall employ a gender equality representative with an expert knowledge of gender equality issues. Their role is to monitor gender equality work in the policy areas of the ministry and its institutions and work on gender and equality mainstreaming in the fields administered by the ministry. Each year, the gender equality representative shall send a report on the status and developments in gender equality issues in the policy areas of their respective ministries to the Directorate of Equality.

A similar figure are the Gender equality coordinators in governmental bodies, which include Ministries, in Croatia. They coordinate the enforcement of the Law on Gender Equality and prepare reports on implementation of the National Plan for Gender Equality which they submit to the Governmental office for Gender Equality.

However, not every country has an organizational structure in place that specifically addresses gender equality in public employment. In some countries, the responsibility of implementing gender equality policies in public employment relies on the body responsible for Public Administration, be it a Ministry, Agency or Directorate-General.

As an example, the Directorate General for Human Resources and Security of the European Commission proposes and plans cross-cutting actions for building a diverse, inclusive, and accessible organisation, and monitors their implementation throughout the organisation. Within it, the Diversity and Inclusion Office promotes equality, diversity and inclusion and leads their mainstreaming into all HR policies and processes within the institution, and the local HR Correspondent teams in all Commission departments have the responsibility to implement corporate HR policy objectives. A designated team at the central level ensures the overall picture and coordination.

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<sup>4</sup> <https://jamstalldhetismyndigheten.se/media/03mfvlmb/rapport-23-11-jamstalld-rekrytering-till-valfarden-2023-04-27.pdf>

Nonetheless, some countries have created specific and innovative structures and bodies. Some examples of these are the following:

- Equality officers, referents, and units, for example:
  - Equal Opportunities Commissioners and Officers in Germany, that base their work in the Federal Equal Opportunities Act and the General Equal Treatment Act.
  - Equality Officers in Luxembourg, who are appointed in each Ministry and Administration for a period of 5 years and perform tasks such as submitting proposals related to equal treatment of women and men in the central public administration (access, recruitment, training, promotions, remuneration...), give advice on requests of part-time or half-time work or suggest awareness-raising activities and measures.
  - Equality referents in France: the Agreement on gender equality at work in the French civil service, signed on 30 November 2018 and later codified in the French General Civil Service Code, provides for each public employer to have one or more Equality referents or to rely on a network of pooled referents responsible for deploying professional equality policies between women and men. Their main tasks are to inform, conduct awareness-raising campaigns, advise employees and departments within their organisation, participate in the assessment and diagnosis of the professional equality policy, and monitor the implementation of actions carried out by the administration to which they are attached.
  - Gender units in Spain: the Organic Law 3/2007 for Effective Equality between Women and Men requires all ministries to have a gender unit, responsible for developing the principle of equality between women and men.
- Integrity Advisor in the public sector in Greece: it's an internal control mechanism of mandatory existence in each Ministry, that prevents and addresses ethical and integrity issues (discrimination, violence, harassment) faced by employees in the performance of their duties.
- Interministerial Working Group for Equal Treatment Issues in the Federal Civil Service, in Austria: working group consisting of experts on equal treatment from all ministries, compliance officers as well as the Public Service Union, which elaborates proposals for the advancement of women in the federal civil service and advises the federal government.
- People & Standards Division, in the Office of the Prime Minister in Malta: central HR Administration throughout the public service, ensures implementation of GE measures in the Public Service, and that work-life balance measures and others are implemented across all ministries.

### *Equality plans and other innovative measures*

As in the previous question, the same holds true for government-approved equality plans. In general, almost every country has approved some type of national Gender Equality or Gender Mainstreaming Strategy or Action Plan in accordance with its gender equality regulations. A common priority is the promotion of female participation in the labour market, with particular attention to the reconciliation of professional life and care responsibilities.

Gender mainstreaming and gender budgeting as transversal measures are also mentioned by some of the participating countries. Particularly interesting is the case of Austria, where gender equality is an integral part of the federal budget. Gender budgeting is an obligatory dimension of performance budgeting: at the federal level, each budget chapter needs to have at least one gender objective and corresponding activities and indicators, thus ensuring that gender measures are implemented in all policy fields.

On the level of outcome-oriented regulatory impact assessments, the obligation to consider the impact on gender equality includes sub-dimensions like employment, income, education, health, or the representation of women in decision-making processes. Specific trainings and workshops on gender

equality and gender budgeting are offered to support ministries, and the impact on gender equality, measured by goals, measures and indicators, is regularly assessed, evaluated, and published annually to ensure transparency.

Nonetheless, not every country has approved equality strategies or action plans specifically addressing public employment. Some National Equality Plans or Strategies, like the German Federal Equality Strategy or the Greek National Action Plan 2021-2025 on Gender Equality, include measures that are common to all social sectors, and therefore must be implemented both by the private sector and by public administration bodies.

Some examples of Equality plans that specifically address public employment are:

- One of key measures codified in the French General Civil Service Code is the obligation to draw up and implement action plans on professional equality, which may not exceed three renewable years. This obligation applies to the State and its public administrative establishments, local authorities, and other public establishments.
- Strategic Diversity and Inclusion Plan 2021-2024 approved by the Belgian Ministry for the Civil Service, which is declined each year in an operational action plan.
- Public Service Transformation Strategy in Ireland, which has an emphasis on improving equality, diversity, and inclusion. Projects and initiatives under this strategy include creating inclusive pathways for public sector careers, and targeted recruitment for underrepresented groups.
- In Finland, public agencies are obliged to draw up and regularly update a gender equality plan under the Equality Act and, as part of it, a pay survey of the pay gap.
- Similarly, in Hungary, according to the Act on Equal Treatment and the Promotion of Equal Opportunities of 2003, the centrally financed agencies employing more than 50 people are obliged to have a plan of equal opportunities.
- In Romania, an action plan was approved at the level of the National Agency of Civil Servants (NACS) for the application of the provisions on equal opportunities and treatment between women and men in internal policies as well as in the policies, programs, and projects specific to NACS.
- The European Commission's most recent Diversity and Inclusion Action Plan 2022-2024 includes several actions in pursuing the objectives on gender equality: continue leadership development programmes for managers and potential managers, improve gender balance at non-management levels and in specialised jobs, evaluate data and monitor factors that might contribute to a gender imbalance. Gender equality related questions are part of internal surveys, and the Commission monitors the implementation of the Diversity and Inclusion Action plan and will report at the end of the period (2022-2024) on the achievements.
- In Spain, public administrations must approve equality plans, according to the Organic Law 3/2007 for Effective Equality between Women and Men and the Basic Statute of Public Employees (Law 7/2007). Thus, the III Gender Equality Plan in the Central Administration in Spain was approved in December 2020. The Plan has six axes as well as 68 transversal measures across all ministerial departments. These six axes are: Instrumental measures for an organizational transformation; Awareness and Training; Working conditions and professional development; Co-responsibility and personal, family and work-life reconciliation; Violence against women; and Intersectionality and situations of special protection.

To conclude, comparing countries can be challenging due to several factors such as differences in constitutional or organisational structures and disparities in data collection bases. Despite these challenges, we can see that the presence of women in public administration has been on the rise since 2015, although the number of women in top managerial positions have experienced a slower increase and there are still male and female dominated sectors.

## 2. Access to public employment.

Access to public employment is the starting point of the civil service and therefore one of the areas where gender equality in public employment should be analysed.

This question aims to determine whether there are any reports that analyse the participation and success of recruitment processes from a gender equality perspective. Additionally, considering that we can still identify male and female-dominated sectors, participating countries were asked if they have implemented any policies or actions in order to actively contribute to the attraction and retention of talent in these sectors.

### *Participation and success of recruitment processes from a gender equality perspective*

Regarding the first topic, several questionnaires indicate the existence of some kind of analysis of access to public employment from a gender perspective. The analysis is usually carried out through internal reports, which some countries indicate are also published. In this regard, several examples should be highlighted:

- In order to ensure the balanced presence of women and men in public posts in Spain, at the end of each recruitment process a report is drawn up in order to monitor the participation of each gender and the average age of each of them and published in the websites of the recruiting administration, such as the case of National Institute of Public Administration (INAP).
- In Germany, all federal ministries and agencies collect data for the Statistics for gender equality, which is evaluated by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth every two years.
- In Luxembourg the first part of the recruitment process, usually the general aptitude test, is analysed internally from a gender equality perspective. However, no report is published on this subject.
- In Poland there are reports that include data on the participation of men and women in the central offices and in the whole civil service corps, including government administration in the regions.

In a couple of cases there is an obligation to report to Parliament or an authority on the status of gender equality in public employment:

- In Sweden the Government annually reports to Parliament regarding the development of gender equality within the Government sector as part of the budget bill.
- This is also the case of Ireland, where the Top-Level Appointments Committee (TLAC) report annually to the Minister of Public Expenditure, National Development Plan, Delivery and Reform on developments and trends of their recruitment competitions. In the 2021 report, there is a gender breakdown for each stage of the process.

The most common purpose of these analysis is, among others, to analyse the distribution of candidates by sex. In this regard most analysis reflect how many men and women have participated in a public employment recruitment process and obtained the job.

However, there are a few cases in which countries conduct a more qualitative analysis of the process, for instance, by analysing in which tests men and women scored better, as well as possible gender biases.

- This is the case of France, where the Report on the State of the Civil Service 2022 analyses the success of candidates at the various stages of the external competitive examination for the Regional Institutes of Administration (IRA), particularly in relation to gender.

- Regarding the European Commission, all European Personnel Selection Office (EPSO) tests, and their scoring, are closely analysed to ensure that they are fair and do not impact adversely on particular groups of candidates.  
Additionally, in the context of EPSO's Equality & Diversity policy and the European Union anti-racism action plan 2020-2025, in 2021 EPSO launched a Diversity pilot survey among former candidates to identify potential gaps in representation and target groups.

Several countries indicate that information on access to public employment from a gender perspective is available. In many cases, registration platforms can provide data on the number of registered candidates broken down by sex.

- In Italy, through the Single Recruitment Portal "inPA" it is currently possible to extract data relating to the number of registered users and candidates for specific competitions, broken down by gender, thanks to the so-called Management dashboard.
- In Finland the central government's electronic recruitment system compiles information on the gender applicants.
- In the Czech Republic, the Department of Gender Equality at the Office of the Government is collecting data on male and female applicants for admission to the civil service employment.
- In Belgium, FPS BOSA can analyse the gender repartition among applicants for civil servant selection procedure on demand thanks to the Data Scientists team. In this respect, it is worth highlighting that FPS BOSA invests in a so-called "inclusive data mining project" to investigate equal opportunities in its selection processes on a massive scale based on real data for several years, including gender equality. Producing structural reports or dashboards to monitor these topics are one of their objectives of the project.

To ensure that recruitment processes are gender neutral, some countries mention additional measures such as using standardised CVs to ensure uniform and objective decisions, using gender balanced selection boards or analysing tests, job offers or nomenclatures from a gender perspective, among others. One example would be Iceland, where there are no reports on the matter as each organization makes its own recruitment decisions, but there are instructions and guidelines to ensure equal opportunities in recruitment processes.

However, at least 13 participating countries indicate that there are no reports available regarding this matter.

In conclusion, in many cases there is some kind of report, initiative or measure that addresses access to public employment from a gender perspective. The most common approach is to monitor the number of men and women applying for public employment.

However, qualitative analysis of recruitment processes to detect possible gender bias is less widespread, as few countries analyse the design of selection processes to eliminate gender bias. It should be noted that a large number of countries report that there is no information available on this subject. In a few cases where an explanation is given, it is often due to organisational constraints.

### *Attraction and retention of talent in traditionally male or female-dominated sectors*

Regarding measures for attracting and retaining talent, a significant number of questionnaires highlight several positive action measures in this area. Two main groups of measures have been identified: general measures and sectoral measures.

## 1) General measures

This group refers to measures introduced when one sex is substantially under-represented. These temporary special measures, which aim to promote de facto equality and achieve the purpose of the rules and are not considered discrimination.

In those cases, when one sex is underrepresented preference will be given to candidates of that sex if they have the same qualifications as the other candidate.

- In Austria, the Equal Treatment Act mandates the preference of female applicants with equal qualifications for jobs, promotions, and further training, if there is underrepresentation.
- In Germany, the Federal Equal Opportunities Act is applied in underrepresented sectors. Therefore, if women are underrepresented, the agency must give them preferential consideration if they have the same qualifications as their competitors.
- The same holds true for Ireland, where the TLAC policy aims to tackle underrepresentation of women by giving priority to the female candidate when the qualifications of the final candidates are equal.
- In Finland, according to the Equality Act, representatives of the gender of a minority may, under certain conditions, be given priority.

Additionally, a minimum percentage of women in public employment is set as a target in some countries, although these objectives are generally not binding.

- This is the case of Ireland, which have set a target of 40% representation of each gender in Government boards.
- In the Netherlands, Ministries and their executive organisations will aim to reach 45% to 55% women in top positions within five years. The government has set itself a target of 50% women in top positions for appointments of independent administrative bodies and will report annually on progress to the House of Representatives.

## 2) Specific measures

On the other hand, countries are implementing sector-specific measures to attract talent in areas where women and men are traditionally underrepresented. These sectors are those mentioned above.

These measures can take various forms, such as communication campaigns, training, or coaching programmes, among others. All of them aim to emphasise the importance of women's participation in all areas of public administration and to address this imbalance. Several examples can be highlighted:

- France outlines an initiative regarding the digital sector. Supported by the Interministerial Digital Department, since 2019 the experimental ADA programme supports female agents in the State's digital sectors in their professional development, with the aim of promoting gender diversity in that field.  
It enables promotions of women to be supported, career planning after a career change, to develop their potential and acquire practical tools that can be applied in their day-to-day professional life, and to meet other female digital agents.
- As for the European Commission, the European Personnel Selection Office (EPSO) is implementing measures to enhance the diversity of the candidate pool. These measures include data collection and communication-related actions.  
In line with this objective, EPSO is targeting social media campaigns related to events such as the International Day of Women and Girls in Science. The aim is to promote equal access and participation for women and girls in traditionally male-dominated sectors.

Additionally, EPSO has shared testimonials from female staff members on their social media accounts to encourage more women to participate in recruitment processes in typically male-dominated sectors, such as IT.

- The Luxembourg questionnaire highlights a recruitment campaign in the Army as a good practice in this field. The campaign explicitly addresses potential female candidates by underlining that *The Army is male, female and besides all diverse*.
- Awareness-raising initiatives have been introduced in Portugal to recruit more women into the security forces. Additionally, in 2021, the Ministry of Internal Affairs included minimum indicators of 15% women for the National Republican Guard and 20% for police officers in the recruitment rules.
- In 2019, The Swedish Armed Forces launched the *'Come as you are'* campaign to encourage young women to join the organisation. The campaign featured colourful personalities to challenge stereotypical perceptions of the Armed Forces.
- In Spain the Public Administration Equality Plan aims to attract and retain female talent, promote the development of women's professional careers, and create the conditions that facilitate the elimination of the gender pay gap in the National Government.

Similarly, the Plan highlights new ways to train more female public employees for access to pre-management and management positions, through different actions, either by designing specific courses for them, or by encouraging and facilitating their participation. The Plan also addresses factors related to the glass ceiling.

Finally, as part of the Talent Recruitment Plan, specific talent recruitment conferences called *Women and STEM* are held. These conferences are attended by women in relevant positions in the administration and are mainly held at universities and vocational training centres.

In many countries, efforts have been made to attract talent to public administration. General measures aim to ensure gender balance across the public sector, while sector-specific measures aim to increase the presence of women in sectors where they are underrepresented.

### 3. Professional career and gender pay gap.

To understand countries' commitment to promoting equal opportunities in professional advancement in public employment, it is important to recall the data collected regarding women in leadership positions. In this way, it is observed that the widespread trend is positive, as the percentage of women in these positions has increased in recent years in practically all member states and participating states. Indeed, success stories of Ireland, Lithuania, Poland, Sweden, Finland, and Iceland are an example to be taken into account, among very others.

Even with this rise, in numerous instances, the overall count of women in professional public leadership roles still lags behind that of men. Although these discoveries don't allow us to assert that the unique needs of women are not represented or taken into account in policymaking, a crucial question must be raised: what are the causes behind these data?

In an attempt to find the answer to that question, it is important to pay attention to two phenomena that illustrate gender inequality in the professional careers of female public employees in Public Administrations, namely, vertical professional segregation through the phenomenon known as the glass ceiling and the gender pay gap.



## *Professional career*

The first aspect is vertical professional segregation or the hindrance of promotion opportunities and access to leadership positions. This is what Linda Wirth defined in 2002 as the glass ceiling phenomenon, which becomes an invisible barrier challenging for women to overcome, hindering them from accessing better positions or high-ranking roles in the organization, despite having the same qualifications and merits as their male counterparts. These barriers can be either internal or external, stemming from a stereotyped organizational culture or the lack of public policies promoting work-life balance.

Based on the responses received from the surveyed countries, it can be deduced that various measures have been implemented to break down these invisible barriers in Public Administrations, categorised into two groups: organizational measures and awareness-building and training measures.

### A) Organizational Measures

These instruments focus on organizational elements, configured by Public Administrations to introduce greater objectivity into promotion and advancement systems. The predominant classical tool that the majority of surveyed countries already have is the inclusion of the non-discrimination principle in their administrative regulations. Thus, gender equality becomes a fundamental and guiding idea in the legal organization of public employment, shaping other legal rules in this matter.

However, other specific measures have been implemented in career systems. The consideration of merit and capability is crucial for motivating the advancement of public employees in almost all surveyed countries. These criteria maximise the objectivity in evaluating the characteristics of candidates applying for positions of higher responsibility. Moreover, in some countries, these principles have been introduced into constitutional texts, such as in Spain, serving as the interpretative parameter by which courts and tribunals assess administrative actions.

In this regard, Belgium stands out as a good practice, implementing job positions through FPS BOSA<sup>5</sup>, not only indicating eligibility criteria (e.g., type of degree, required experience in the organization, or type of necessary experience) but also mentioning the relevant salary scale and additional benefits (e.g., free public transportation for commuting) in *Échelles de traitement-BOSA*<sup>6</sup>.

Similarly, the decision to introduce quotas as a measure to break highly unbalanced situations in Public Administrations has proven successful. This was established in Austrian legislation in 1993, which stipulated that when choosing a person to fill a position, women would be favored until reaching a percentage of 50% of women in the respective functional group. Furthermore, administrative institutions were obliged to establish control systems based on indicators, setting specific targets for the percentage of women in high-ranking positions, which were later subjected to various types of audits and published in personnel planning instruments.

In any case, the success demonstrated by the Austrian figures also results from the implementation of other types of measures that were applauded by many speakers during the EUPAN meetings held in October and November 2023. This involves combining organizational measures with awareness-building and training measures.

### B) Awareness-Building and Training Measures

When generating social and cultural change in any organizational environment, not only organizational or objective measures are necessary. Subjective or psychological elements play an essential role since gender stereotypes and roles acquired through learning and in the social context can hinder any

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<sup>5</sup> [Homepage | Travaillerpour.be](#)

<sup>6</sup> [Échelles de traitement | BOSA \(belgium.be\)](#)

attempt at change. Therefore, visibility and training are indispensable pillars in the planning of public gender equality policies in Public Administrations.

A clear example of this is Austria, which has been implementing a mentoring program for the past ten years to create a network of supportive relationships to promote the professional development of women. It involves an experienced person in high-ranking positions or with leadership qualities (mentor) helping and guiding other women, usually younger ones (mentee). Mentors share knowledge based on their own experience, provide advice on career planning, and facilitate entry into professional networks. Additionally, they encourage a sustainable network of women.

#### Cross Mentoring Programme in Austria<sup>1</sup>

It is a development initiative specifically designed for women, aiming to facilitate their access to high-level roles with decision-making and influential capacities.

The uniqueness of this programme lies in experienced leaders serving as mentors to colleagues (mentees) from other departments seeking to advance in their careers. These mentors share knowledge based on their own experience, provide guidance on career planning, and facilitate connections with professional networks. It's important to note that both women and men can take on mentoring roles, which has a positive impact by fostering an open attitude among mentors towards the professional progress of women and eliminating gender biases.

Regular meetings among all participants provide the opportunity to establish meaningful connections. Additionally, the programme is complemented by training sessions for mentors and mentees, supervision sessions, and support groups organized by the mentees themselves. Each mentoring year concludes with the presentation of participation certificates during a ceremony.

From 2005 until June 2022, approximately 1400 mentors, mentees, and mentees from all federal ministries and major authorities have participated in the programme. Many of them have shown remarkable commitment by taking on mentee supervision for several consecutive years, highlighting the significant value of sharing experiences and enhancing their own leadership skills.

The programme is continuously evaluated and adapted to optimally meet the needs of the participants.

Another success story based on similar measures is that of the European Commission. The figures provided by the institution speak for themselves: by mid-2023, the proportion of women in leadership roles was 45.2% at the executive level and 47.5% at the middle management level. Overall, the total proportion for management roles was 47.1%.

Thus, within the framework of the Gender Equality Strategy 2020-2025 and the Task Force on Equality, established to enhance the European Commission's efforts in inclusion and equality, the aim is to achieve gender parity in all leadership positions through a promotion system based on merit and competence.

#### Female Talent Development Programme in the European Commission

It has proven successful in increasing the gender balance in management. The programme (currently 5<sup>th</sup> edition) attracts high interest in female colleagues: out of a total of 450 eligible women who have taken part in first four editions, 147 (nearly 1/3 of the participants) have been appointed to a Head of Unit position.

The objectives include providing Heads of Unit with exposure to senior management responsibilities as Deputies to the Director, ensuring equal representation of male and female Deputy Heads of Unit, increasing the proportion of female appointments in management, achieving gender equality in management by setting targets for initial female appointments at the middle management level, strengthening the roles of rapporteurs and the Consultative Committee on Appointments in management selections, and ensuring gender balance in selection panels for management recruitments.

Similarly, other measures aimed at breaking psychological barriers should be highlighted, such as training courses, including the "Management Development Programme" introduced by the European Commission, which was implemented to support and prepare internal talent for the challenges of higher management responsibilities<sup>7</sup>. In countries like Luxembourg, promotions are contingent on seniority and the successful completion of training courses, a requirement applicable to all public employees.

Noteworthy is the Human Resources Management Authority of Montenegro achieving the Gender Equality Seal from UNDP at the end of 2022. This global initiative recognizes institutions that have improved their public policies on gender equality and have stood out for their dynamism and innovation in promoting equality<sup>8</sup>.

### *Gender pay gap*

The second aspect focuses on wage discrimination or the gender pay gap, which is the difference between the salaries earned by female and male workers, based on the average difference in gross hourly earnings for all workers.

In the context of Public Administrations, the conclusion from the surveys received is that there is hardly any room for pay differences. This is because practically all countries have organizational mechanisms such as structured promotion systems, equality plans, or pay transparency instruments, such as budgetary laws, which determine remuneration concepts indiscriminately.

In any case, this characteristic inherent in public employment systems has been reinforced through Directive 2023/970, in which the EU strengthens the principle of equal pay for equal work between men and women through new EU rules on pay transparency.

However, barriers to women's advancement are not always explicit, such as paying a female public servant less simply because she is a woman. Limitations can also be implicit and cumulative throughout one's professional life. Similar to the professional career, a cultural environment that promotes women as caregivers creates invisible obstacles that hinder achieving effective equality between women and men. In other words, the belief that women should be the ones to take care of children or family members hampers their aspirations for advancement and, consequently, their earnings. This is because they tend to stay in jobs that allow them to request reduced working hours, where payment is proportional to the

<sup>7</sup> Built around different talent profiles these programmes consist of a tailored coaching path addressing the development needs and objectives of each participant. To date, more than 200 managers, including more than 150 female middle and senior managers, have already joined the programme and more are joining on an ongoing basis.

<sup>8</sup> Human Resources Management Authority pioneers UNDP Gender Equality Seal for Public Institutions in Montenegro.

number of hours worked or reject promotion opportunities that take them away from caregiving responsibilities.

Based on this, adopting a holistic approach that interconnects elements of gender socialization, professional advancement, compensation, and work-life balance is crucial for the formulation of this public policy. Many times, the balance between family and professional life hinders this promotion, either due to personal barriers or external barriers determined by gender biases, which unavoidably impacts the professional career or gender pay gap.

## 4. Measures for Work-Life Balance and Co-responsibility.

The incorporation of women into the workforce has prompted the need to establish a system that considers new social relationships and a new way of cooperation and commitment between women and men, allowing for a balanced distribution of responsibilities in both professional and private life. In this way, Public Administrations have promoted measures related to the reconciliation of personal, family, and work life to enhance and flexibilize working conditions, seeking maximum possibilities for public employees to reconcile their responsibilities.

This lack of workplace equity, both in working hours and in terms of career advancement, is ultimately responsible for the relatively low presence of women in positions of responsibility and decision-making within companies in private sector. While there has been increased visibility of the issue of work-life balance and co-responsibility in the regulatory space and judgments of the EU Court of Justice in recent years, most instruments for increasing co-responsibility remain in the hands of Member States. Nevertheless, EU institutions can contribute to establishing the framework and setting the direction. In this regard, Directive 2019/11585 marked a significant paradigm shift by offering Member States a window of opportunity in the context of the structural reform of family social protection, urging an increase in men's co-responsibility in caregiving tasks.

### *Reconciliation measures*

Regarding reconciliation measures, it is worth noting that practically all countries surveyed have an interesting legal framework in which measures taken respond to a double classification.

#### A) Work absences

There is a trend to extend permits, justified absences, and leaves. In this regard, in many countries, the duration of maternity leave has been extended, but particularly noteworthy is the extension of paternity leave, which has generally been shorter than that of mothers.

In this regard, many surveyed countries have an extensive range of measures for work-life balance. For example, Greece mentions several leaves of absence and facilitations in force related to parents and childcare, which are granted to both parents, such as leave for monitoring school performance, due to a child's illness, and due to illnesses of a spouse and child. In the case of Finland, notable measures include Temporary childcare leave, entitlement to unpaid leave for a child's severe illness, and the ability to be absent to provide special care for a family member, among others.

Furthermore, within the framework of the Member States, Directive 2019/1158 provides clearer delineation of parental leave, extending it until the children reach eight years old, in comparison to maternity or paternity leave, which is linked to the moment of birth and specifically protected. This

configuration has not prevented Member States from improving the conditions established for parental leave.

In any case, it is crucial for all these tools to be legally established as individual and non-transferable rights. This ensures that family responsibilities are equally shared, with the right recognized for both parents, to prevent the father from not taking advantage of his leave entitlement and transferring it disproportionately to mothers.

## B) Working hours

A second trend observed aims to establish tools for flexibilization of the working hours of public employees. In this regard, telecommuting and part-time work emerge as innovations in many of the surveyed countries. For example, the regulation of a time-credit system in Spain or Portugal has been proven as a very effective measure in terms of work-life balance.

### Credit hours in Spain

Public employees can have a time bank of up to 5% of their annual working hours to take care of underaged children and minors under guardianship or foster care, as well as to attend to elderly individuals and persons with disabilities up to the first degree of consanguinity or affinity.

The use of these hours is recoverable within a maximum period of 3 months, as the obligation to fulfill the total annual working hours remains. However, the recovered hours will not be reintegrated into the available balance of hours from the total time bank for that calendar year.

Beyond these measures, it is also necessary to highlight another type of measures that go beyond the typical response focused on creating legal instruments regarding working hours and leaves and absences. During the EUPAN meetings, good practices established in Public Administrations were shared, simply involving avoiding meetings during late hours. This is what France has carried out under the recognition of the right to disconnect, supported by significant conventional practice, which constitutes a new tool for reconciliation by respecting rest times.

Iceland has also adopted innovative measures in the European context, such as the programme *Better Working Hours*<sup>9</sup> that promotes shared responsibility between women and men. This initiative shortens daytime working hours by up to 4 hours per week or transitions from 40-hour weeks to 36-hour weeks for most public employees. Most collective agreements in the public labour market signed in 2020 have an agreement on changes made to the work arrangements and wage formation system in shift work. Since some groups have different work quotas than the 40-hour work week, this does not apply to all collective agreements.

Poland also described several interesting measures in the survey, such as providing reintegration courses for people returning to work after a prolonged absence (a possibility to participate in training to update knowledge and skills required at the workplace, facilitating return to work), or simply offering equipped office spaces with toys and computers for parents to bring their children to work.

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<sup>9</sup> [Better working hours | Reykjavik](#)

### *Percentage of public employees benefiting from reconciliation measures*

The evaluation of public policies is an essential tool for the improvement of public policies, as it promotes informed decision-making and serves as a basis for proposing potential corrections. In this regard, information systems are crucial because they enable the conversion of data or percentages into knowledge or conclusions about the effectiveness of the policy.

In this case, the percentage of women and men benefiting from work-life balance measures allows for firsthand knowledge of whether more women than men are utilizing these measures. This would suggest that roles and socialization patterns persist.

Indeed, in some countries where these data have been reflected in surveys, it is observed that almost 80% of individuals benefiting from work-life balance measures are women, indicating a potential pattern of inequality.

- In Belgium women make up for 61,4% of the teleworking group and men for 38,6% of this group. When it comes to the various types of part time working taken as a whole, comparing the number of persons by sex to the number in full-time women are more likely than men to work part time in central administrations<sup>10</sup>.
- Between January and July 2023, 84% of different leaves were taken by Finish women and 16% by Finish men, whether paid or unpaid, linked to the birth and care of a child or caring for family members.
- In 2022, in Ireland, 80% of female public employees ceased their professional activity for reconciliation reasons, compared to 20% of men. Regarding unpaid absences or requests for part-time work, once again, the requests came predominantly from women, with 83.58% and 94.68%, respectively.

These data require an analysis of the underlying causes. However, everything seems to indicate that the caregiving role continues to fall on women public employees, a matter that has an obvious impact on their professional career and remuneration. This implies that reconciliation measures, despite being intended for the entire group of public employees, have not reversed stereotypes regarding the care of children and elderly individuals. Therefore, it is necessary to address this issue. Having information systems and assessment indicators, therefore, is essential to measure the effectiveness of public policy and introduce correction mechanisms that once again focus on raising awareness and sensitizing about gender equality in public employment.

## 5. Training on gender equality & non-discrimination. Awareness-raising measures.

The fifth question of the survey intends to provide an overview on the different and most effective gender equality awareness-raising measures used by the participating states among public employees. This question also inquires whether these measures are having a relevant impact in gender equality in the country, as well as how to evaluate it.

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<sup>10</sup> [Infocentre - Statistiques - Fonction publique administrative fédérale \(belgium.be\)](https://www.infocentre.be/fr/statistiques-fonction-publique-administrative-federale)

### *Channels used to raise gender awareness among public employees*

Regarding awareness-raising measures, most surveys identify training courses on equality and gender mainstreaming as the most effective channel. These training courses are often integrated into recruitment processes, induction programs or as part of lifelong learning initiatives conducted by organizations such as Public Administration Institutes or Academies, Women or Equality Institutes, Public Administration Universities, or Gender Equality Agencies.

The contents and obligatory or non-obligatory nature of these training courses on gender equality may differ, depending on the targets, be it interested cabinet members and inclusion experts, gender equality coordinators, employees responsible for planning and implementing equality policies and gender budgets, or any public employee.

The specific training sessions developed by the European Commission on gender bias to raise awareness of implicit bias on the decision-making and interview process of the selection process stand out. Very interesting are also, in Croatia, the course conducted by the Judicial Academy, with the participation of the Ombudsperson, on raising knowledge about gender-based violence and combating gender stereotypes and sexism among stakeholders in judicial system such as state lawyers, judges etc., as well as the training for raising awareness on gender-based violence among police officers conducted by Ministry of Interior.

Other measures highlighted in the surveys include, among others, the following:

- Gender awards: in Belgium, the project "Woman on rail" from the federal railway transportation company SNCB was awarded in 2022.
- Equality labels and certifications: an example is Diversity is Power, in Latvia, an initiative that involves voluntary participation from employers, including public sector institutions. The process begins with a self-assessment, involves evaluation of experts, and potentially leads to receiving an award based on positive results. The initiative provides organizations with a range of supportive measures such as trainings, surveys, etc. Other examples are the Estonian Diversity Charter, that also involves organizations going through a multi-step process so that the conditions are met to be included, and the Gender seal in public administration, in Montenegro.
- Guidelines on the use of gender-sensitive language.
- Mentoring programs, as for example the Female Talent Development Programme carried out by the European Commission: out of a total of 450 eligible women who have taken part in the first four editions, 147 (nearly 1/3 of the participants) have been appointed to a Head of Unit position.
- Dedicated intranet websites, newsletters and email communications with statistics and information. Especially interesting is the Icelandic government website dedicated to good practices in policy making, with tools and handbooks on gender impact assessment and gender mainstreaming available to guide civil servants in their work gender budgeting and gender mainstreaming in general.
- Workshops and leadership talks from female role models, forums, and conferences.
- Networks for female senior and junior management staff, or for agencies and other public bodies to share experiences.
- Diversity or inclusion days or weeks, and events.

### *Impact of gender awareness measures*

A common conclusion, nonetheless, is that it is challenging to measure and evaluate the impact of gender awareness measures implemented for civil servants on gender equality in society, as it's methodologically

challenging to prove causality between the measures implemented by public administrations for public employees, and effects on gender equality on a national level.

However, many countries agree that public organizations as employers have to lead by example by implementing gender equality and gender awareness measures, in order to have a relevant impact in the private sector and in society.



## RECOMMENDATIONS

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Considering all these findings, the following ideas can be drawn:

1. Overall, and with very few exceptions, the percentage of women in central administration has consistently increased since 2015.

Regarding the percentage of women in top managerial positions, there has been a positive trend in nearly every country over the past eight years. Nevertheless, there is still a significant disparity between countries. Therefore, promoting female leadership should be prioritised.

It is worth noting that certain sectors are still predominantly male or female. Women are generally underrepresented in the Defence, Public Order, and Safety sectors, while they are overrepresented in sectors such as Health, Recreation and Culture, Education, and Social Protection.

Each country has an organizational structure in place to implement gender equality in central administration. However, not all countries have a specific organizational structure for gender equality in public employment. Similarly, this applies to government-approved equality plans.

Therefore, gender equality in the context of public employment must be addressed in a specific way, due to its peculiarities and its central role in promoting an inclusive public administration.

2. In general terms, access to public employment is analysed from a gender perspective in many countries. The most common approach is to monitor the number of men and women applying for public employment. In some cases, this information is collected in a report.

However, qualitative analysis of recruitment processes to detect possible gender bias is less widespread, with some exceptions. Few countries analyse the design of selection processes to eliminate gender bias and in many countries there is no information on access to public employment from a gender perspective.

Following the study of the questionnaires, it is important to highlight the significance of continuing analysing equality in access to public employment, as the way access to public employment is designed in different sectors can be an important factor in attracting or expelling talent.

Therefore, analysing these processes will provide valuable information that will allow us to better design measures to attract talent to male or female dominated sectors.

3. Regarding the issue of professional advancement and breaking the glass ceiling, it is observed that measures that objectify professional advancement are an essential starting point to achieve the greatest possible parity in leadership positions.

In any case, there must be a focus on breaking psychological barriers through mentoring programs, awareness initiatives, and the promotion of women's talent, as this is the only way to disrupt acquired socialization patterns as caregivers.

In light of this, it is essential to embrace a comprehensive strategy that links aspects of gender socialization, career progression, remuneration, and the equilibrium between work and personal life to shape this public policy.

4. Regarding measures for balancing family, work, and personal life, it is observed that virtually all participating countries have adopted various reconciliation measures based on leaves, sabbaticals,

or flexible working hours. While some countries stand out above others for the wide range of figures they have regulated, providing greater flexibility.

Moreover, another very interesting recommendation pertains to the importance of framing public policies in a cross-cutting manner. Having access to reconciliation measures serves as a significant incentive for women aspiring to managerial positions and higher salaries.

From a formal perspective, the importance of closing the circle of public policy through a robust evaluation system and indicators that reveal the outcomes of these measures in achieving gender equality in this area is emphasized.

5. Regarding awareness-raising measures, the surveys identify training courses as the most effective channel.

Other measures highlighted include mentoring programs, gender awards or equality labels, dedicated intranet websites and newsletters, workshops, leadership talks from female role models, networks for female directors, and diversity months, among others.

Nevertheless, a common conclusion is that it is challenging to measure and evaluate the impact of gender awareness measures implemented for civil servants on gender equality in society.

Therefore, it is essential to continue improving the design of awareness-raising measures that complement actions of a different nature. Additionally, well-designed evaluation and monitoring mechanisms will help to determine the outcomes of these measures, identify the most effective channels, and rectify any deviations. This will enable further progress towards achieving equality.

## Annex: the questionnaire

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### QUESTIONNAIRE:

#### **GENDER EQUALITY IN THE EU'S PUBLIC EMPLOYMENT SECTOR 2023**

This questionnaire moves away from the idea of a simple and straightforward answer, **focusing on good practices to learn about the reality of equality policies in the public employment sector and human resources in the central administrations of the member states and the European Commission.**

From the evidence of previous studies on this subject (e.g., "*Mapping promising measures for gender equality and equal opportunities in the EU27*", EIPA or "*The pathway to progress: strengthening effective structures for gender equality and gender mainstreaming in the EU*", , EIGE), this questionnaire is looking for real examples that allow for more feedback and learning between member states, leading the way towards a more equality-friendly reality.

If available online, please include **links to websites** with **statistical data** or links to **regulations**. Do not hesitate to do so even if they are only in your own language and not translated into English.

**Please reply below each of the questions, writing as much as you wish.**

DEADLINE: **1<sup>st</sup> September, to:** [eupanspain@correo.gob.es](mailto:eupanspain@correo.gob.es)

Thank you very much! ***¡Muchas gracias!***

\* \* \*

#### **GENERAL DATA: CONTACT DETAILS OF THE PERSON/ORGANISATION**

Country:

Organization:

Name and position of the contact person for this survey:

Contact email address:

\* \* \*

## SURVEY

### 1. GENERAL STRUCTURE OF PUBLIC EMPLOYMENT

1. **Percentage of women and men in public employment in 2015 and 2023<sup>11</sup>.**
  - 1.1 **Percentage of women and men in central administration.**
  - 1.2 **Percentage of women and men according to the type of employment relationship (civil servants/ contractual staff).**
  - 1.3 **Percentage of women and men in top managerial positions.<sup>12</sup>**
  - 1.4 **In which ministerial sectors<sup>13</sup> are women underrepresented? In which are they overrepresented? What are the reasons for such situations?**
2. **What organisational structure do you have in place for the implementation of gender equality in the central administration? Which ones refer specifically to public employment? (E.g.: Ministries of Equality, Secretariats of State, Equality Units, etc.)**
3. **Has your government approved equality plans? If your answer is yes: what innovative measures or success stories have been developed based on this equality plan?**

If available online, please include **links to websites** with **statistical data** or links to **regulations**.

### 2: ACCESS TO PUBLIC EMPLOYMENT

1. **Are there any reports that analyse the participation and success of recruitment processes from a gender equality perspective? If yes, please specify.**
2. **Regarding access to public employment, what policies or actions are being implemented in order to actively contribute to the attraction and retention of talent in traditionally male or female-dominated sectors?**

If available online, please include **links to websites** with **statistical data** or links to **regulations**.

### 3: PROFESSIONAL CAREER AND GENDER PAY GAP

1. **What measures are being taken to promote equal opportunities in professional promotion?  
Could you indicate any success stories?**

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<sup>11</sup> Please note: the years 2015 and 2023 will be taken as a reference in the percentages expressed in the first question in order to define the path of evolution.

<sup>12</sup> Managerial positions are defined according to the [International Standard Classification of Occupations](#) (ISCO-08).

<sup>13</sup> Categorical options based on the Classification of the functions of government, COFOG: Eurostat.

2. **Is there any legal framework in place that entails actions to avoid the "gender pay gap"? Please, identify the regulation and enclose link to it, if available online.**
3. **Are there any differences between the public sector and the private sector in the abovementioned situation? If yes, please specify.**

If available online, please include **links to websites** with **statistical data** or links to **regulations**.

#### **4: RECONCILIATION OF PERSONAL, FAMILY & PROFESSIONAL LIFE AND CO-RESPONSIBILITY**

1. **Apart from maternity and paternity leave: are there any other measures being implemented to promote shared responsibility between women and men (e.g.: working time arrangements)?**
2. **In relation to the previous question: what percentage of public employees benefit from the measures that you have described?  
How many of these beneficiaries are women and how many are men?**

If available online, please include **links to websites** with **statistical data** or links to **regulations**.

#### **5: TRAINING ON GENDER EQUALITY & NON-DISCRIMINATION. AWARENESS-RAISING MEASURES:**

1. **What are the most effective channels used to raise gender awareness among public employees (e.g.: training courses, newsletters, dedicated intranet website, etc.)?**
2. **Are the gender awareness measures implemented for civil servants having a relevant impact in gender equality in your country? How do you evaluate it?**

If available online, please include **links to websites** with **statistical data** or links to **regulations**.

#### **6: OPEN QUESTION:**

**If there is a good practice on gender equality in your organisation that you would like to highlight, please indicate:**

If available online, please include **links to websites** with **statistical data** or links to **regulations**. Do not hesitate to do so even if they are only in your own language and not translated into English.

Thank you very much! *¡Muchas gracias!*