

Review of the implementation of the Beijing Platform for Action in the EU Member States: Women and the Media —
**Advancing gender equality in decision-making
in media organisations**

Main findings



This publication was prepared by the team of the European Institute for Gender Equality: Dr Ioana Borza, Ilze Burkevica, Monika Bystrzycka, Aileen O'Driscoll, Dr Anne Laure Humbert, Magdalena Gryszko, Maurizio Mosca, Merle Paats and Dr Jolanta Reingarde. The data collection and primary analysis were part of a study commissioned by EIGE and carried out by the research team led by Prof. Karen Ross (University of Liverpool), Prof. Claudia Padovani (University of Padova),

Dr Erzsébet Barát (University of Szeged) and Dr Monia Azzalini (Osservatorio di Pavia Media Research). The project was coordinated by Ioana Borza (EIGE) and Prof. Karen Ross (University of Liverpool).

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Foreword

The fourth World Conference on Women in Beijing in 1995 formally recognised the relationship between women and the media as one of the major areas of concern in achieving equality between women and men in contemporary societies. The media not only reflects but also creates socio-cultural patterns and norms, and is a powerful force in shaping public opinion and culture. Analysing media from a gender equality perspective is therefore not only describing our presence, but also asking about our future.

Irrespective of the EU recognising the importance of the media sector in advancing gender equality, women are still hugely under-represented in the decision-making processes of media organisations in the EU. Explicit policies to encourage the media sector to support and promote more women to decision-making positions are lacking. By 2012, the area of Women and the Media was one of two, out of a total 12 areas of the Beijing Platform for Action (BPfA) which had not been reviewed. The need for comparable data to monitor women's participation in the decision-making process in the media sector has been urgent.

I am proud to say that the current report is the first to deliver comparable data on the number of women in decision-making positions across major media organisations in the 27 EU Member States and Croatia. Furthermore, the report identifies the extent to which these same organisations have developed gender equality policies, monitoring mechanisms and specific initiatives to support women's career development. The report proposes the first indicators in the area of Women and the Media of the Beijing Platform for Action. We hope that these indicators will be used for regular monitoring of the media sector in the EU to strengthen gender equality.

The findings show that whilst women have considerably outnumbered men at university level and practice-based journalism programmes and that the employment of women in media is increasing, the organisational culture of media remains largely masculine and women are still significantly under-represented at the decision-making level. In the public media sector in the EU 27, women occupy only 22% of strategic decision-making positions, while in the private sector the percentage is even lower (12%). However, there is evidence that the current increase in gender equality sensitive self-regulations of media organisations may lead to strengthening the position of women within media organisations if supported at national and EU policy level by definite action.

We need to remember that an increased presence of women in the decision-making structures of media organisations contributes to social justice, better use of talent for Europe, and more innovative decisions in diverse teams. It will also lead to more equal and gender-sensitive media content.

We are grateful to all institutions and experts who contributed to this publication and especially to the Irish Government, the European Commission Directorate-General for Justice, the High Level Group on gender mainstreaming, EIGE's Working Group on Beijing indicators and EIGE's staff. We hope that the findings and recommendations from this report will support policy makers and all relevant institutions in their efforts to achieve gender equality in the media sector and in Europe. By working together we can achieve change.

Virginija Langbakk
Director

The European Institute for Gender Equality (EIGE)

The European Institute for Gender Equality (EIGE) is an autonomous body of the European Union, established to contribute to and strengthen the promotion of gender equality, including gender mainstreaming in all EU policies and the resulting national policies, and the fight against discrimination based on sex, as well as to raise EU citizens' awareness of gender equality.

Further information can be found on the EIGE website (<http://www.eige.europa.eu>).

European Institute for Gender Equality

Gedimino pr. 16
LT-01103 Vilnius
LITHUANIA

Tel. +370 52157444
E-mail: eige.sec@eige.europa.eu
<http://www.eige.europa.eu>
<http://www.twitter.com/eurogender>
<http://www.facebook.com/eige.europa.eu>
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Introduction

The Beijing Declaration and Platform for Action for Equality, Development and Peace (BPfA) was officially adopted at the Fourth World Conference on Women, held in Beijing in 1995. The BPfA is a programme for action to promote and protect the human rights of women and girls, reaffirming these rights as an inalienable, integral and an indivisible part of universal human rights. Women and the Media is one of the 12 critical areas of concern of the BPfA.

All 27 EU Member States and Croatia have signed the BPfA and are committed to implement it at the national level. The European Union is supporting Member States in taking action in the critical areas of the BPfA. The implementation of objectives in the area of Women and the Media in the EU has never been subject to analysis and review by the Presidencies of the Council of the European Union.

Since 2010, the European Institute for Gender Equality has been supporting the Presidencies in the follow-up of the BPfA. Ireland, which held the Presidency of the Council during the first half of 2013, chose to explore the situation of the gender balance in decision-making in media organisations, and used the research, analysis and the proposed indicators provided by the European Institute for Gender Equality to measure the developments in this area.

One of the primary reasons the media was singled out for particular attention was its importance in contemporary societies as a source of entertainment, education and information. Media reflects, produces and reproduces sociocultural patterns, norms and stereotypes. It also acts as a major source of social change. This potential for social transformation could be more effectively achieved if more women were involved in decision-making structures of media organisations, eventually

leading to a more gender-sensitive organisational culture and media content. Although the relationship between women and the media is extremely complex and wide-ranging, covering issues of employment and ownership (political economy) as well as representation (content) and audience (consumption), concern with gender equality remains the common thread. The EU institutions have been involved in policy development around both gender equality and media governance, but often not within the same discussion, making this report all the more relevant and useful.

This publication summarises the findings of the report 'Advancing gender equality in decision-making in media organisations. Review of the implementation of the Beijing Platform for Action in the EU Member States'. The report explores the extent to which women occupy decision-making positions across a sample of media organisations (99 in total) in the 27 EU Member States and Croatia. It also analyses the extent to which these media organisations have developed internal gender equality policies and monitoring mechanisms, or implement specific initiatives to support women's career advancement within the sector. Various studies on women's career development show a positive link between policies developed within media organisations to promote gender equality and the proportion of women in decision-making roles, providing a rationale for looking at both these elements together. The report also draws on some of the testimonies provided by senior women media practitioners on what helps and what hinders women's career prospects in the media sector. Based on the findings of the analysis, three indicators are proposed to monitor the progress of gender equality in decision-making in media organisations in the EU and Croatia.

Addressing gender inequalities in decision-making in the media sector through policy measures

The small number of women in top level positions in media organisations has been a cause for concern for women professionals working in the media ⁽¹⁾ and also, slowly but gradually, for the governmental bodies, both national and European. Professional bodies, such as the International (and European) Federation of Journalists and Women in Journalism, NGOs such as the European Women's Lobby, and the various working groups of the European Commission, have each undertaken a number of studies over the past few years to explore this issue and have suggested a range of practical measures to improve and enhance women's career opportunities within the media sector ⁽²⁾.

Within the policy framework of the European Union, the Television without Frontiers Directive (Directive 89/552/EEC) and its subsequent amendment by Directive 2007/65/EC, known as the Audiovisual Media Services Directive addresses gender-based discrimination within the media sector and calls on the Member States 'to ensure by appropriate means that audiovisual media services provided by media service providers under their jurisdiction do not contain any incitement to hatred based on race, sex, religion or nationality' and that 'audiovisual commercial communications provided by media service providers under their jurisdiction' do not 'include or promote any discrimination based on sex, racial or ethnic origin, nationality, religion or belief, disability, age or sexual orientation' ⁽³⁾.

Gender equality in media, as a policy-relevant issue, is hampered by the fact that it is nested at the crossroads of several different areas of policy debate and European institutional intervention; that is, those of gender equality promotion, including framework programmes adopted at the EU level, of a media policy that has rarely engaged with the idea of equality between women and men and also with gender mainstreaming and, more recently, the measures promoted to improve women's presence in decision-making positions in the EU. The recent legislative proposal of the European Commission on improving the gender balance among non-executive directors of companies listed on stock exchanges and related measures (November 2012) addresses the problem of gender inequality in decision-making and can have a potential impact on the media sector ⁽⁴⁾. The proposed directive sets out the objective of a 40% presence of the under-represented sex among non-executive directors of publicly listed companies by 2020,

and by 2018 for public undertakings. If passed, the Directive would apply to around 5 000 large scale listed companies in the European Union (those organisations with 250 + employees and a turnover of EUR 50 m +). Whilst board membership of major organisations is very important, women's involvement in the operational management, that is, the day-to-day running of organisations, is also vital. The findings of the current EIGE report show that women are poorly represented at both the strategic and the operational levels.

Apart from the policy framework of the EU, the Council of Europe (CoE) also works actively to promote a balanced and non-stereotypical portrayal of women in the media and to improve their access to expression and decision-making. For example, Recommendation 1555 of 2002 dealt with the negative images of women in European media and recommended CoE members to adopt policies against stereotyped images, including the suggestion to set up ad hoc monitoring bodies. Five years later, in 2007 (Resolution 1555 and Recommendation 1799 ⁽⁵⁾), the CoE focused specifically on the image of women in advertising, calling on its members to adopt provisions, including regulatory and self-regulatory measures, alongside more education-oriented interventions. It also called for a European code of conduct on this specific subject. The latest contribution, *Women and Journalists First* (CDEG 2011), published by the CoE's Steering Committee for Equality between Women and Men, provides 'a strong plea to rethink current habits and procedures in making quality news' in order to realise 'democracy in practice, quality in journalism and an end to gender stereotyping' ⁽⁶⁾.

In spite of an increasingly favourable European legal and policy framework for the media industry to support the advancement of women, the overall progress in implementing the principle of gender equality in the media sector is slow. A lot still needs to be done by the national regulators of the media sector and by the media organisations themselves. It is important to address the issue of gender inequality within their internal structures and follow the path already established in other sectors to ensure women's presence and access to decision-making.

The insufficient number of women present in decision-making positions in media organisations is still a crude reality in the EU and Croatia. As can be seen from



the discussion below, the situation has not changed significantly since 1995, when the first worldwide comparative study on women's presence in the media, *An unfinished story: gender patterns in media employment* (⁷),

was published by Unesco. Without substantial structural changes in the media sector, the progress of gender equality is going to be slow.

The gender balance in decision-making in media organisations EU-wide indicators

The research aimed to collect data and provide analysis on the gender composition of decision-making bodies and the internal gender equality policies of media organisations. Between June and October 2012, 99 media organisations — the majority of public broadcasting service providers and selected private media organisations (broadcasting and printed media) in the 27 EU Member States and Croatia — were surveyed ⁽⁹⁾. The survey was complemented by in-depth interviews of 65 senior women media professionals. The narratives offer deeper insight into gender relations, cultural norms and management practices that helped or hindered women to advance their careers in the media sector.

Based on the findings of this complex and comprehensive research, three indicators were developed and proposed. The first two indicators address decision-making directly, by analysing the proportion of women and men in top level positions in media organisations, in both internal and external decision-making bodies. The third indicator is of a qualitative nature and measures the existence of gender equality policies put in place by media organisations to promote gender equality and career progression of women in media organisations. This indicator focuses on providing an overview of the wide range of existing policies and measures and considers their distribution among the different organisations without going into depth about the content, impact and effectiveness of policies and measures.

Indicator 1: Proportion of women and men in decision-making posts in media organisations in the EU

This indicator measures the extent to which women occupy positions associated with a range of management and operational functions within media organisations, incorporating both strategic and executive decision-making, so as to include both policy makers and media content makers ⁽⁹⁾.

The indicator encompasses the following four different decision-making levels, from the highest strategic roles to middle managers.

Level 1: the highest decision-making level covering all strategic decisions related to the organisation. The titles that may be included in this level are: chief executive officer, chairperson, president, director, or similar positions. The person holding this position is likely to chair

the most senior strategic or policy-making board or committee(s) of the organisation.

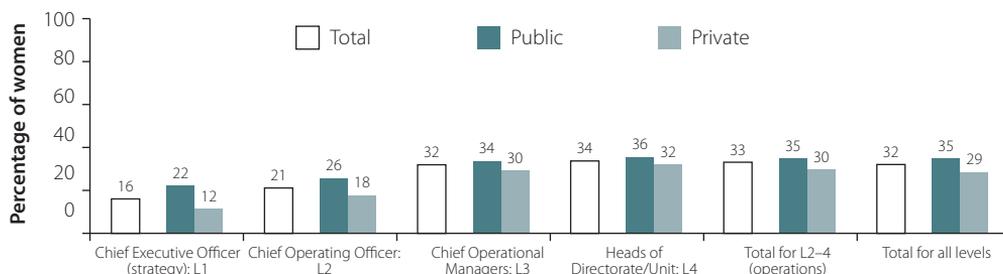
Level 2: the chief senior operational managerial position. He/she operates at the top decision-making level and has under his/her responsibility budgetary control, overseeing programmes and editorial policy. The titles that may be included in this level are: director-general, executive director, editor-in-chief, or similar positions. The person holding this position is likely to chair the most senior operational decision-making committee(s).

Level 3: the senior operational management positions. They operate as decision-makers and have oversight of specific programmes/media content and execution of budgets. The titles that may be included in this level are: heads of departments, acting directors, management team member, or similar positions. These positions are likely to be held by members of the operational decision-making committee(s).

Level 4: the managerial positions that entail responsibility for one of the main operational units of the organisation — for example, television, radio, sport, entertainment, news, or significant areas of responsibility, e.g. digital services, finance, HR. The titles that may be included in this level are: heads of divisions which are responsible sub-areas: head of news, head of sport, head of culture, head of HR, head of management unit, etc.

In total, women occupy only 16% of the highest level decision-making positions (level 1) within selected media organisations (both public and private) in the EU. While comparing the proportion of women and men in top level positions in public and private media organisations, the biggest differences were found at the highest levels of decision-making (level 1 and level 2). The findings show that the proportion of women at these levels is higher in public media organisations. The representation of women in decision-making posts increases at the lower levels: 26% at level 2, 34% at level 3 and 36% at level 4. This tendency is common for both public and private service providers. It can also be noticed that women's participation in decision-making reaches similar proportions at the top levels — level 1 (16%) and level 2 (21%) and that this is far fewer compared to the lower levels of decision-making positions — level 3 (32%) and level 4 (34%) that are also close in values. On average, women's participation in decision-making, at all levels, is only 32% in media organisations in EU-27.

Figure 1: Proportion of women at all decision-making levels (levels 1 to 4) in media organisations, EU27, 2012



Notes:

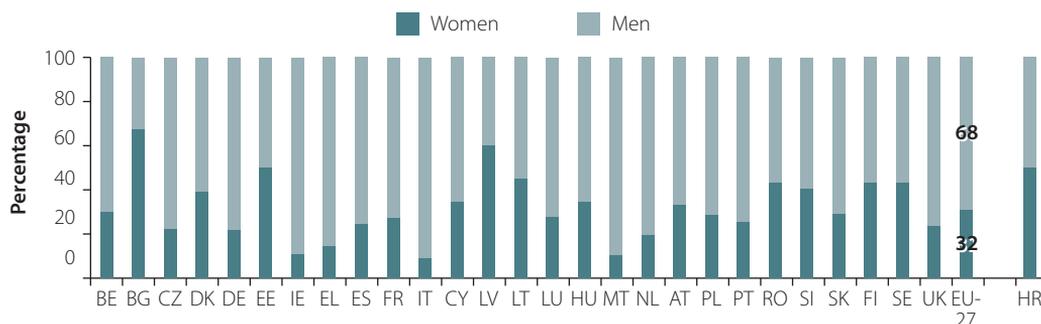
- (1) The data are indicative for EU level and the sample of media organisations is representative for EU level. At country level, the limited number of media organisations selected and analysed imposes restrictions on generalisations.
- (2) The risk of double-counting individuals who could have had more than one role within the organisation was avoided by counting the person and not the position.
- (3) The full set of data for 2012 is available in Annex 2 of the report.

Source: The data were collected in summer 2012, using a structured questionnaire.

There are differences among Member States in what concerns women’s presence at the top decision-making level of media organisations. These differences are interesting to observe, but caution is needed as these data are only indicative of the situation in each of the Member States, due to the sample size: a small number of media organisations had to be selected for each Member State for reasons of representation at EU level. Moreover, it was important for the project to be feasible in a short time. These were some of the factors that affected the decisions in choosing the media organisations that were eventually selected and analysed for each Member State ⁽¹⁰⁾.

As concluded above, overall, women comprise a mere 32% of all top level decision-making positions in the EU-27. However, there are Member States where women’s presence in decision-making is significantly higher than the EU average. For example, in Bulgaria and Latvia, there are more women than men across all levels of decision-making. In several other Member States, women reach between 40% and 50% of decision-makers in the media organisations (in Estonia, Lithuania, Romania, Slovenia, Finland and Sweden). There are also Member States where women still find it difficult to reach decision-making positions in media organisations, as in Ireland, Greece, Italy and Malta.

Figure 2: Percentage of women and men at all levels of decision-making (levels 1 to 4) in media organisations by country, EU-27 and Croatia, 2012



Notes:

- (1) The data are indicative at EU level and the sample of media organisations is representative at EU level. At country level, the limited number of media organisations selected and analysed impose restrictions on generalisations.
- (2) The risk of double-counting individuals who could have had more than one role within the organisation was avoided by counting the person and not the position.
- (3) The full set of data for 2012 is available in Annex 2 of the report.

Source: The data were collected in summer 2012, using a structured questionnaire.

Indicator 2: Proportion of women and men in the boards of media organisations in the EU

This indicator provides information on the proportion of women and men on the boards of media organisations. Boards are generally strategic decision-making bodies of the media organisations, and in some they are also responsible for the executive decision-making of the organisation. Board members form the most senior external oversight committee, either of the organisation or of its parent company, and in most cases are not paid employees of the media organisation. This indicator includes both the chairpersons and the members of the boards. The indicator shows the proportion of women in positions at the top strategic decision-making bodies of the media organisation (see Figure 3).

Figure 2 shows that in public media organisations in the EU, women occupy 29% of board positions and that only 21% of board positions are occupied by women in private media organisations. On average, the proportion of women on the boards of all surveyed media organisations is 25%, and it includes the members and chairpersons of the decision-making boards of the surveyed media organisations.

Given these realities, looking at and analysing the barriers women still face in media organisations in EU Member States may help in finding solutions.

Barriers for women's career progression to top level decision-making

There are various reasons for women's under-representation in top management positions and within

the boards of different organisations, including media. Various research projects done during the last 20 years offer explanations at individual, organisational and societal levels ⁽¹⁾.

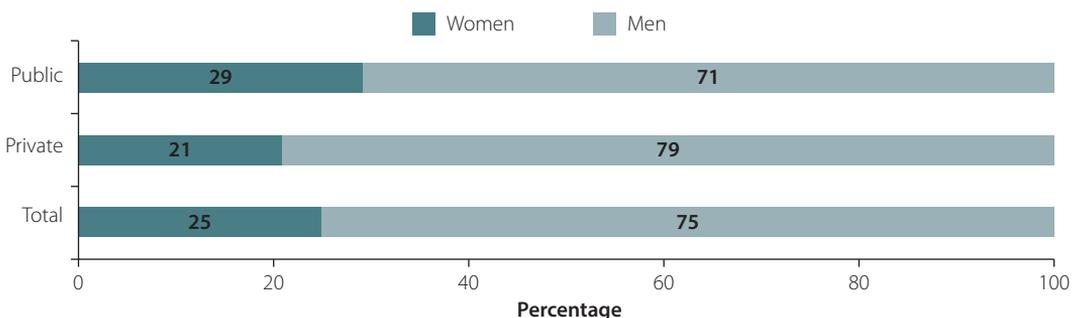
Individual-level analysis is primarily focused on whether women have the requisite skills and other attributes for senior management. Organisational level explanations draw attention to the male-biased workplace structures and cultures with which women contend when trying to progress into senior positions. Societal-level perspective locates individuals and organisations within the broader context of social, political and economic structures that shape individual and organisational behaviour, and in turn are reproduced or reformed by it ⁽²⁾.

Interviews of senior women media professionals demonstrate that individual preferences influence choice of career paths:

'There are just as many women [in the organisation] with the necessary education but they often choose positions that deal with communication, because they are easier to combine with having children. Taking a communication position as a young journalist results in much smaller odds for becoming a senior media officer later on in one's career, compared to having been in the news environment from the beginning... but it is hard to have children if one is in the news section because of late daily dead-lines...!' (Dororea)

'I have found one thing common to many women in management positions, not just in

Figure 3: Proportion of women and men in decision-making bodies in media organisations, EU-27, 2012



Notes:

- (1) The data are indicative for EU level and the sample of media organisations is representative for EU level. At country level, the limited number of media organisations selected and analysed impose restrictions on generalisations.
- (2) The risk of double-counting individuals who could have had more than one role within the organisation was avoided by counting the person and not the position.
- (3) The full set of data for 2012 is available in Annex 2 of the report.

Source: The data were collected in summer 2012, using a structured questionnaire.



the media. They all seem to ask “why me? Do I really deserve to be here? Can I really do this job?”...’ (Clare)

Other answers point towards constraints of the organisational structures and culture on women:

‘...the substantive strategic functions are done by men and women work more in production.’ (Liesbet)

‘If you are surrounded by men, you tend to take their standards, rules and agendas for granted. And believe me; they would be different in mixed teams.’ (Katharina)

There were also answers that presented a mixed picture in which individual choices had different outcomes than intended due to the stereotypes embedded in the organisational culture:

‘My dedication to my job has involved everything required and more, but outside of it, I also had my children to look after and I did not participate in the informal networks outside of my work, and this had a detrimental effect on me.’ (Gabriela)

‘To get to where I am today has taken a lot of dogged determinism, hard work and, on far too many occasions, the strength to breathe in deeply, swallow your pride and face gender stereotypes and blatant discrimination with stoicism and a smile.’ (Patrice)

There are numerous consequences pertaining to the persistence of gender inequality in the media sector. Segregation patterns in employment in the media, for example the career stagnation of women in reporting roles, contribute to gender inequalities in pay⁽¹³⁾, with a gender pay gap estimated by Eurostat in 2010 at 17% across a number of EU Member States. That pay gap figure becomes 20% for women journalists in Estonia⁽¹⁴⁾. In the United Kingdom, women are still under-represented and paid 20% less than their male counterparts performing the same or similar duties, in spite of much change in British journalism, including the steady rise in the number of women in the profession by the 1980s⁽¹⁵⁾.

The media sector suffers from a problem of retention, somewhat similar to the ‘leaky pipeline’ phenomenon experienced in other employment sectors. While a greater number of women now occupy the field of media, more women than men say they plan to leave it within five years. Among the reasons given are low pay,

poor job security, and burn-out. Women’s difficulties are compounded by family issues, sexism, discrimination, and the glass ceiling that limits professional prosperity.

For the future, it is important to tackle these issues, primarily by recognising that women’s presence in the workforce is not the same as women’s presence in decision-making. Improving the participation of women in decision-making roles is precisely how change could occur throughout the media sector.

Indicator 3: Policies to promote gender equality in media organisations

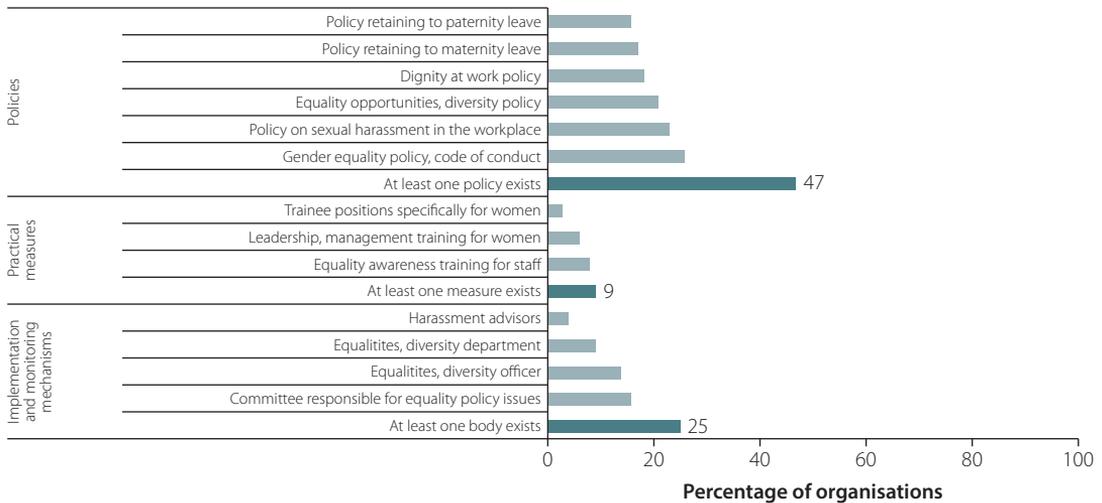
The adoption and effective implementation of internal gender equality policies and measures, and of codes of conduct, are necessary to ensure an increase in women’s access to decision-making positions. Gender equality policies may also provide guidance in identifying the factors that support or hinder women’s performance and access to high level decision-making positions.

Such an indicator would track the extent to which media organisations address the issue of gender (in)equality within their internal policies. It would review the presence of codes of conduct and mechanisms for implementing and monitoring gender equality, and also practical measures adopted by organisations in order to support women’s career development and to improve the gender balance in the workplace.

It encompasses:

- policy measures, to include for example policies on gender equality/codes of conduct; equality opportunities/diversity (including gender); sexual harassment in the workplace; dignity in the workplace; maternity, paternity and parental leave;
- implementing and monitoring mechanisms; committees on equality policy issues, harassment advisors; equality/diversity department or officer;
- practical measures to foster women’s advancement and the portrayal of women in the media including trainee positions specifically for women; leadership/management training for women; equality awareness training for staff.

Figure 4 shows that almost half (47%) of selected media organisations in the EU have at least one policy/code for gender equality. Of those who have at least one policy, 26% mentioned it to be a gender equality policy or a code of conduct and 21% mentioned an equal opportunities or diversity policy. A sexual harassment policy exists in 23% of media organisations, followed by dignity in the workplace (18%), policy relating to maternity leave (17%) and policy relating to paternity leave (16%).

Figure 4: Policies, measures and implementing bodies existing in media organisations, EU-27, 2012**Notes:**

- (1) The data are indicative at EU level and the sample of media organisations is representative at EU level. At country level, the limited number of media organisations selected and analysed impose restrictions on generalisations.
- (2) The full set of data is available in the Report, Annex 2.

Source: The data were collected in summer 2012, using a structured questionnaire.

Just a quarter of media companies have at least one implementation and monitoring mechanism in place: e.g. committees responsible for equality policy (16%), equality/diversity officers (14%), equality/diversity departments (9%) or harassment advisors (4%).

Finally, 9% of media organisations have at least one practical measure in place: equality awareness training courses for staff (8%), leadership/management training courses for women (6%) or trainee positions for women (3%). Policies to promote gender equality are more often implemented in public than in private media organisations: more than half of public media companies (52%) and 43% of private media companies have at least one policy/code for gender equality; 29% of public and 22% of private companies have at least one implementation and monitoring mechanism; and 14% of public and 6% of private companies have at least one practical measure in place.

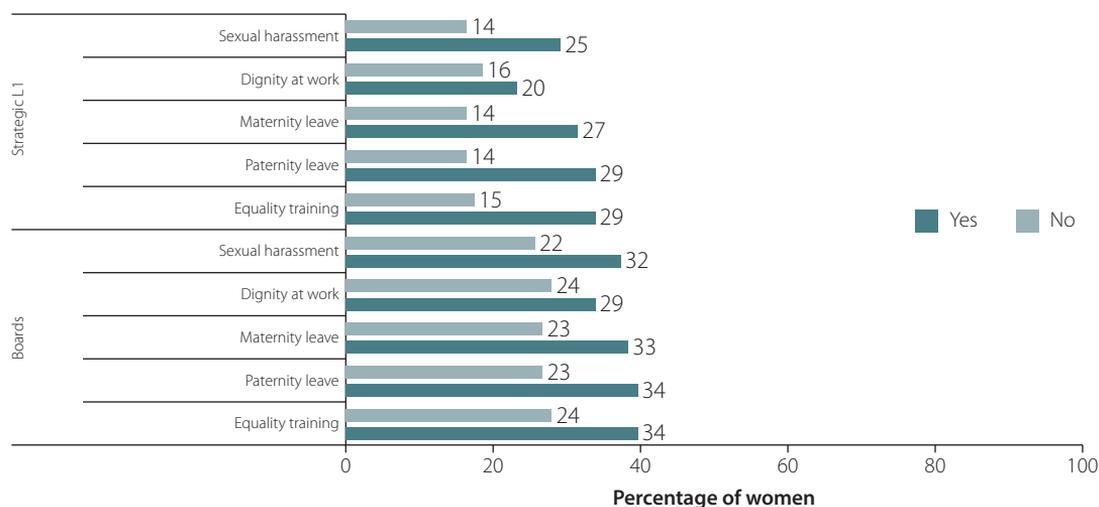
In spite of this low sensitivity to gender equality of the media organisations, the results nevertheless show that there is more likelihood of having a higher proportion of women in strategic decision-making positions in the media organisations that implement internal practical gender equality policies and measures (see Figure 5).

The landscape of media organisations is varied when it comes to measures addressing and supporting gender equality internally. On the one hand, some media organisations have detailed and comprehensive gender policies and measures in place but are less active in recruiting or promoting women into senior positions; on the other hand, some media organisations do not have gender equality plans in place but they have a high number of women in senior decision-making posts. The examples show that the relationship between the access for women to decision-making and gender sensitivity of an organisation is complex. Further research and analysis would help to show what hinders women's career prospects and accession to decision-making positions.

Examples of good practices for supporting the access of women to decision-making positions within media organisations ⁽¹⁶⁾

Two examples of media organisations are presented below. They are part of a collection of good practices identified within media organisations from all 27 EU Member States and Croatia ⁽¹⁷⁾. Both examples come from public media organisations, the Observatory of Diversity and Media in France and the national broadcaster Österreichischer Rundfunk in Austria.

Figure 5: Percentages of women in strategic decision-making positions and on boards of media organisations whether or not various gender equality policies are in place, EU-27, 2012



Source: Data were collected from 96 selected media organisation from all 27 Member States from July to September 2012.

France: Act of commitment for a process of self-regulation aiming to improve the image of women in the media

In March 2008, the French Secretary of State for Solidarity set up a commission on the Image of Women in the Media, which was made permanent in May 2011. The commission comprises key stakeholders including professionals from media organisations (radio, television, press, Internet, and cinema), representatives of state media authorities and regulatory bodies, experts from the fields of education, law, health and NGOs. Its objectives include monitoring and reflecting on the image and role of women in the media, and making concrete proposals for improvements. The commission was set up in recognition of the key role media plays in shaping — and often constraining — the roles of women and men in society. The establishment of the commission builds on previous initiatives in France. In terms of diversity (including gender, but also ethnic origin, age, etc.), clauses were introduced (since 2001) in the contracts for all private television channels to reflect the diversity of French society, the High Audiovisual Council (CSA) has been given a much stronger role in monitoring diversity in the media (by the 2006 Equality Law and the 2009 Law on Audiovisual Communication), and the Observatory on Diversity in the Media was set up in 2008. In the field of gender equality, the State Gender Equality Department produced a report, in 2007, on human dignity, particularly in advertisements, and access to decision-making roles.

In a study conducted in 2011 ⁽¹⁸⁾, women represented only 24% of experts/principal personalities on news

programmes and 29% of anchor presenters of documentaries or current affairs programmes. A study of press articles, in 2006, by the Association of Women Journalists showed that of 826 people mentioned only 17.7% were women. Overall, the Commission’s report of 2011 shows that women represent 23% of experts in radio programmes, 15% in the written press and 18% on television. The Commission’s own study highlighted that women represented only 23% of strategic directors in television companies. However, there has been progress, however, in some professions: women represented 43% of journalists in 2011, compared to 37.5% in 1996.

As such, the ‘Act of commitment for a process of self-regulation aiming to improve the image of women in the media’ was prepared and signed on 13 October 2011. The act is monitored on an annual basis. The overall findings of the evaluation of the first year showed that the signing of the act has clearly led to a high degree of awareness-raising and enthusiasm of media organisations on this issue. As an indicator, 60% of the organisations agreed to be interviewed as part of the annual hearings. Moreover, significant progress has been achieved in terms of changes to recruitment policies and the access of women to important and visible roles. However, the proportion of women experts in programmes/articles has not made any significant progress. Out of 1 007 experts in total in the three types of media, only 18% were women. For the different types of media, only 15% in the written press, 23% on the radio and 18% on television were women.

Austria: Österreichischer Rundfunk (ORF) (Austrian Broadcasting Corporation), the Austrian national public service broadcaster

The results of internal monitoring that took place in July 2011, showed that in the ORF significant gender imbalances existed within the organisation. There are 1 455 women and 2 030 men employed by the ORF, making women 41.8% of the organisation's workforce. When it comes to gender distribution among the different departments, under 'programmes' 53 % of those employed are women; in regional studios they represent 44%; in the administration and technical departments they constitute a much lower proportion, 27% and only 12.5% respectively. The gender imbalances are even more striking at the decision-making level, as there are no women present in the Executive Board (Geschäftsführung). Among the directors of the regional studios, women account for 11% of the total number and 22% of the total number of the heads of departments. Conversely, women account for the majority of part-time employees (68%). The analysis of remuneration groups shows a lower proportion of women in higher remuneration groups. The higher remuneration groups receive flat rates for overtime; therefore the percentage of women with an overtime flat rate is 25%.

In order to address these gender inequalities, the ORF Gender Equality Plan was developed and adopted within the ORF in 2012. The gender equality plan was developed internally by the team for gender equality, agreed with the Central Works Council and the Directorate-General and released as a compulsory regulation from the Directorate-General of the ORF in September 2012. The plan is in accordance with the legal and political framework in Austria, BGBl I Nr. 66/2004 and the ORF law BGBl I Nr. 126/2011 §§ 30a ff.

The ORF Gender Equality Plan is a stable and long-lasting (six years) self-regulation tool, adopted to redress gender imbalances. Its objectives are to:

- promote gender equality within the organisation;
- promote women's career;
- abolish existing discrimination;
- enable reconciliation of family and work for women and men;
- achieve the share of women (45%) in those areas, within the organisation, where women are under-represented;
- increase the representation of women in technical professions.

The first evaluation of its implementation will be carried out in September 2013.

Due to gender mainstreaming as the central approach of the plan, all decision-makers are in charge of the

implementation. A group of three equal opportunity officers (Gleichstellungsbeauftragte), one of whom holds a full time position, and their deputies advise on implementing the plan and monitor its application.

There are three equal opportunity officers and three deputy officers covering three different departments: (a) programme; (b) technical department and administration; and (c) regional studios. The six equal opportunity officers come together as a working group.

Currently, in the 27 EU Member States and Croatia, no other state media broadcasters are implementing such measures. The ORF Gender Equality Plan is a self-regulation tool safeguarding gender equality and is grounded in a clear, appropriate, and comprehensive definition of women's access to decision-making within media organisations, as its expected outcome is to increase the share of women at top level positions and the highest editorial positions, charging them with responsibility in media policymaking and production.

Equal access for women to decision-making and expression in and through the media still represents a challenge for Europe. A number of methods and tools have been tested in recent years throughout the EU to improve both sides of gender equality in the media. Only a few of the methods have been in place longer than 10 years. Seeds of change are there, but with a number of limitations.

- The adoption of methods and tools still occurs most commonly under the pressure of women's organisations (NGOs or female sections of professional associations) rather than on the initiative of companies themselves; this points to a lack of awareness/interest of the industry, but also to the positive role that the involvement of stakeholders can play.
- The initiatives focused on the media content and on the access of women to expression prevail over initiatives aimed at supporting women's careers as media professionals and their access to decision-making. While this might in part reflect a media landscape where smaller online media initiatives are gaining in importance over larger media corporations (the only ones where it is possible to speak of formal career ladders, decision-making bodies and glass ceilings), it should not lead to underestimating the importance of equality in the powerful larger media groups.
- The methods and tools still correspond, in most cases, to the information and awareness-raising stage, where the phenomenon of gender inequality and the potential of women as a resource must be made visible; only a few initiatives are action-oriented and introduce real changes in the structure and functioning of media organisations.



Conclusions

This report marks the first effort in the framework of the implementation of the Beijing Platform for Action (BPfA) in the EU, to propose indicators — measuring the progress of gender equality in media organisations in the EU. The existing consensus at EU level on the need to promote gender equality in the media could be strengthened by regular monitoring and making use of the proposed indicators.

Persistent gender inequalities in the media sector can be challenged by advancing women in decision-making

The persistent inequalities in the form of under-representation, glass-ceiling barriers to advancement and low pay (compared to men) remain firmly embedded within the media sector. There is a large degree of vertical segregation within media organisations where women are vastly under-represented at higher levels. The problems of segregation, both vertical and horizontal, underpinned by a deep-seated masculine culture need to be tackled, not least because the media sector suffers from a problem of retention, resulting in a loss of talent, which Europe can ill-afford. Given that it is precisely media content that, to some extent, fosters a broad understanding of the complexities of gender (in)equality across all players in society, including policy-makers and the public, it is urgent to break this reinforcing loop. For the future it is of the utmost importance to tackle these issues by recognising that women's presence in the workforce is not the same as women's presence in decision-making.

Explicit EU and national policies to advance women in decision-making positions should be extended to the media sector

Over the past two decades, European institutions have adopted a number of decisions, directives and recommendations (e.g. Directive 89/552/EEC concerning the provision of audio-visual media services and its subsequent amendments, including Directive 2007/65/EC on the pursuit of television broadcasting activities) which, taken together, constitute a solid legal and policy framework which might be used by all private sector organisations, including media organisations to promote gender equality and foster the advancement of women within their organisations.

Despite the European Union's long-standing commitment to gender equality in decision-making, including its recent efforts in relation to improving the gender balance among non-executive directors of companies listed on the stock exchange, progress continues to be slow. The review of the policy documents shows instead that the dominant focus is on improving the portrayal of women in media content. Explicit policies which encourage media organisations to enable more women to reach decision-making positions in the media industry are lacking. Self-regulation practices within media organisations represent significant progress, but a comprehensive approach applicable to all media industries and effective enforcement in practice is still lacking.

Proposed new indicators to monitor the progress of gender equality in decision-making in media organisations

Three indicators have been proposed for measuring objective J.1 of the Beijing Platform for Action on increasing the participation and access of women to expression and decision-making in and through the media, as well as new technologies of communication. Two of these indicators analyse the representation of women in decision-making positions in media organisations and on the decision-making boards of media organisations. The third indicator assesses the existence of policies specifically developed in media organisations for the promotion of gender equality.

The report highlights that although women's presence in the workforce is relatively high, women occupy just 16% of the highest level decision-making positions of the media organisations in the EU. Women are less likely to hold top level 1 positions than level 2, 3 or 4. The presence of women in decision-making posts increases as the level of the position decreases — from only 21% of positions at level 2, to 32% at level 3, and reaching 34% at level 4. The proportion of women at all levels of decision-making of selected media organisations is just 32%.

Women comprise just one in four positions as board members in media organisations in the EU. The data shows that women are better represented on the boards of public service broadcasters than in private media organisations.

Almost half (47%) of the analysed media organisations have at least one policy/code for gender equality: just 26% of media organisations mentioned a gender equality policy or code of conduct and 21% an equal opportunities or diversity policy. A quarter of media organisations have at least one implementation and monitoring mechanism and 9% of them have at least one practical measure in place. Whilst few organisations are pro-active in pushing forward the gender equality agenda, public service broadcasters are more likely than

private organisations to have a policy, code of practice or measure in place.

The relationship between women's presence at decision-making level and the existence of gender equality plans and practical measures within the media organisations is not a straightforward one. However, the proportion of women in strategic decision-making positions is higher in those organisations that have gender equality policies and measures in place.



Recommendations

At the EU and national level

- Introduce explicit policies and actions encouraging the media sector to promote and support more women in decision-making positions.
- Make use of the proposed indicators for regular monitoring of the advancement of gender equality in media sector.
- Improve awareness of gender equality in the media by disseminating and sharing good practices identified in this area.
- Assure specific funding and support civil societies' initiatives on gender equality in the media.
- Cooperate with the media and civil society organisations on creating a platform and sharing good practices on women and the media.

At national level

- Adopt a proactive approach to ensure gender equality in media organisations by including gender

equality in the media in national action plans on gender equality.

- Encourage national media regulatory bodies to develop and implement specific policies on gender equality.
- Professional media organisations and associations could act as role models by striving for gender equality in their own internal structures.

Suggestions for future research

- Extend research to online, digital and private media sectors.
- Support and fund further research on women's and men's career advancement in the media sector.
- Promote the development of comparable and representative research on gender and the media at the EU level.

Endnotes

- (¹) See Tuchman G., 'The symbolic annihilation of women by the mass media', in G. Tuchman, A. K. Daniels, & J. Benét (Eds.), *Hearth & home: Images of women in the mass media*, Oxford University Press, New York, pp. 3–38, 1978; Gallagher, M., *An unfinished story: Gender patterns in media employment*, Unesco, Paris, 1995; Byerly C. M., *Global report on the status of women in news media* (technical report), International Women's Media Foundation, Washington DC, 2011; *Women in Journalism, Seen But Not Heard: How Women Make Front Page News*, London, WIJ, 2012.
- (²) See for example, EFJ, IFJ, EWL; European Commission Advisory Committee on Equal Opportunities for Women and Men, Opinion on 'Breaking gender stereotypes in the media', Brussels, European Commission, 2010b.
- (³) Directive 2007/65/EC of the European Parliament and of the Council of 11 December 2007 amending Council Directive 89/552/EEC on the coordination of certain provisions lay down by law, regulation or administrative action in Member States concerning the pursuit of television broadcasting activities.
- (⁴) Proposal for a Directive of the European Parliament and of the Council on improving the gender balance among non-executive directors of companies listed on stock exchanges and related measures (2012/0299 (COD), accessible at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0614:FIN:en:PDF>
- (⁵) See, for example, references made in Recommendation CM/Rec(2007) 'Gender Equality Standards and Mechanisms', 2007; and in the Political Declaration, *A New Notion of Media*, 2009.
- (⁶) CDEG, *Women and Journalists First*, CDEG, 2011, p. 2.
- (⁷) Margaret Gallagher, *An Unfinished Story: Gender Patterns in Media Employment*, Unesco Publishing No 110, Paris, France, 1995. Available at: <http://unesdoc.unesco.org/images/0010/001016/101613eb.pdf>
- (⁸) The sample for any one country had to contain the public service broadcaster and up to three private organisations, depending on media density. The private media organisations were chosen based on: the size of the organisation (in terms of workforce), popularity of service or product (for example, audience ratings for TV and radio; circulation for newspapers) and importance (for example, in terms of opinion-forming). Due to the necessity to limit the number of organisations from one country, a selection among the private media organisations was done based on multiple criteria. For example, when a newspaper had a high circulation but a small workforce, or where several TV stations claimed to be the 'most popular' but where verifiable data on ratings was impossible to obtain. The findings of private media organisations are indicative and do not aim to represent the whole private media sector.
- (⁹) Different titles for positions may be placed within the same level of decision-making according to the responsibilities performed. Within the indicator, the titles included are provided only on an indicative basis as they are subject to considerable national variations.
- (¹⁰) For the methodology for the media organisation selection, please see the EIGE report 'Advancing gender equality in decision-making in media organisations', especially Annex 1, Methodology for data collection.
- (¹¹) See Colette Fagan, María González Menéndez and Silvia Gómez Ansón (Eds.), *Women on Corporate Boards and in Top Management*, 2012. The Introduction chapter presents the different research trends on the topic including the different authors belonging to the specific groups.
- (¹²) See Colette Fagan, María González Menéndez and Silvia Gómez Ansón (Eds.), *Women on Corporate Boards and in Top Management*, 2012, pp. 2–8.
- (¹³) See research by Robinson, G. J., *Gender, journalism and equality*, 2005.
- (¹⁴) See Palivre, B., *Representation of women in media, culture and society in the context of Estonian Press*, Tartu, 2011.
- (¹⁵) See Delano, A., *No sign of a better job: 100 years of British journalism*, 2000.
- (¹⁶) *Criteria for assessment: self-regulation to promote gender equality in the media*: EIGE's approach to good practices is based on the assessment of practices with potential through a set of criteria, general and specific and by means of a consultation process among stakeholders. For General criteria, selected tools or methods have been working well, showing achievement provided by the approach. It could be replicated elsewhere (transferability) and it appears to be good for learning how to think and act appropriately. Furthermore, the identified practice has to be embedded within a wider gender mainstreaming strategy, addressing advancement of gender equality and/or reduction of gender inequalities.
- (¹⁷) The Qualitative set of criteria encompasses criteria that are meant to integrate the general criteria by focusing on the specific field of Women and the Media. In particular, these criteria have been developed in order to assess whether a method/tool has a potential to promote women's

participation and access to expression and decision-making in and through media.

The criteria are:

- an approach centred on the role of women in the social construction of reality;
- a clear, appropriate, comprehensive definition of women's access and participation to expression in and through the media;
- to enable women to access prestigious roles in and through the media;
- to enable women to access all the professional roles involved in media production;
- to increase women's chances of having a voice in all the thematic domains covered by media;
- to contrast women's segregation in the thematic domains considered to be for women's interest/expertise only;
- to increase women's chances of having a voice in all the media products;
- a clear, appropriate, comprehensive definition of women's access and participation to decision-making within media organisations;
- to promote balanced participation of women in decision-making within media organisations (understood as access to top level positions and to the highest editorial positions, entitled with responsibility and agency in media policymaking and production);
- to increase the attention given to women's social, economic and cultural issues;
- to promote the creation of women's formal or informal networks;
- to promote work/life balance and worker's well-being;
- to promote women's careers within media organisations at any level;
- to ensure gender equality by promoting the transparent organisation of work, based on clearly-defined and shared criteria in evaluation and tasks management;
- to acknowledge and contrast forms of multiple discrimination that intersect gender discrimination.

The ad hoc dimension for self-regulation includes criteria that are intended to:

- increase women's access to roles enhancing their intellectual skills and competences;
- give women a voice in the media products that are more relevant in public-opinion shaping;
- promote women's participation in media production process at any level;
- promote access of women to decision-making in media;
- promote a transparent organisation of work, based on clearly-defined and shared criteria in promotion and tasks management;
- provide self-regulation tools of a stable, long-lasting nature adopted to redress gender imbalances;
- enhance a strong basis on women and the media issues.

⁽¹⁸⁾ As part of the work in gender mainstreaming, EIGE is collecting good practices in gender mainstreaming and gender equality in different policy areas. Good practices are often used for promoting gender equality and sharing experiences on mainstreaming gender into the policies and programmes of the institutions of the European Union and Member States. Documenting good practices entails recording positive steps made towards achieving gender equality. Good practices need to be recognised as such, shared, and interpreted: their elements — contexts in which they work and contexts in which they do not work; mechanisms at work — have to be identified and disseminated. EIGE conducted a specific study and research to identify good practices in media organisations for supporting and promoting women to decision-making.

⁽¹⁹⁾ 'Commission sur l'image des femmes dans les medias' (2011), *Rapport 2011 : Les expertes — bilan d'une année d'autorégulation*.

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