



## STUDY VISIT

for parliamentarians, elected officials and public officers  
from Jordan and Morocco

### Agenda

Rome, 8-11 May 2018



Middle East and North Africa  
Transition Fund



MENA - OECD  
Governance Programme



**OECD**

BETTER POLICIES FOR BETTER LIVES

## The OECD

The Organisation for Economic Co-operation and Development (OECD) is an international body that promotes policies to improve the economic and social well-being of people around the world. It is made up of 35 member countries, a secretariat in Paris, and a committee, drawn from experts from government and other fields, for each work area covered by the Organisation. The OECD provides a forum in which governments can work together to share experiences and seek solutions to common problems. We collaborate with governments to understand what drives economic, social and environmental change. We measure productivity and global flows of trade and investment.

## The MENA-OECD Governance Programme

The MENA-OECD Governance Programme is a strategic partnership between MENA and OECD countries to share knowledge and expertise, with a view of disseminating standards and principles of good governance that support the ongoing process of reform in the MENA region. The Programme strengthens collaboration with the most relevant multilateral initiatives currently underway in the region. In particular, the Programme supports the implementation of the G7 Deauville Partnership and assists governments in meeting the eligibility criteria to become a member of the Open Government Partnership. Through these initiatives, the Programme acts as a leading advocate of managing ongoing public governance reforms in the MENA region. The Programme provides a sustainable structure for regional policy dialogue as well as for country specific projects. These projects correspond to the commitment of MENA governments to implement public sector reforms in view of unlocking social and economic development and of meeting citizens' growing expectations in terms of quality services, inclusive policy making and transparency.

## MENA–OECD Women in Government Platform

The OECD has a long-standing experience on promoting equal opportunities for women and men. In the framework of the MENA-OECD Governance Programme, the MENA–OECD Women in Government Platform offers a platform to exchange good practices and lessons learnt to advance gender equality in public life among OECD member and partner countries. Building on the benchmarks of the 2015 OECD Recommendation on Gender Equality in Public Life, the Platform delivers country-specific support to strengthen gender-sensitive parliaments and public administrations and women's political participation. It provides implementation support and develops policy toolkits and guides offering practical advice to close remaining gender gaps.

## The MENA-OECD Governance Programme Centre

The MENA-OECD Governance Programme Centre has been established in September 2012 by the Italian Government (through the Italian National School of Government) and the OECD with the mission of developing capacity building activities to support governments and public administrations of the Arab countries and promote initiatives in order to pursue efficiency and effectiveness of public sector and Good Governance. These activities also aim to strengthen the role that high-level and highly skilled policy makers and practitioners will play in the development and implementation of these enhanced policies.

*More information:* [www.oecd.org/gov/women-in-government.htm](http://www.oecd.org/gov/women-in-government.htm); [www.oecd.org/mena/governance/gender-equality-in-public-life.htm](http://www.oecd.org/mena/governance/gender-equality-in-public-life.htm); [www.tcmnaoecd.org](http://www.tcmnaoecd.org)

## Overview of the study visit

### Setting

The study visit takes place in the framework of the G7 Deauville Partnership MENA Transition Fund regional project on “Promoting Women’s Participation in Parliaments and Policy-Making”. Study visits are a vehicle for promoting peer-to-peer policy dialogue and exchange of good practices between MENA and OECD practitioners.

This study visit will bring together members of parliament, parliamentary secretariat members, and local elected officials from Jordan and Morocco. The study visit will focus on gender-sensitive law-making and the greater inclusion of women in public life.

The study visit is hosted by Italy – an OECD and G7 member country. The study visit takes place in Rome and will include site visits to Parliament, the Presidential Council of Ministers, Lazio Regional Council and Capitoline Hill. Delegates will also have the opportunity to meet Italian officials committed to the gender equality agenda at the ministerial, parliamentary, regional, and local levels, as well as representatives from civil society.

### Objective

The aim of the study visit is for delegates from Jordan and Morocco to observe the Italian experience regarding the promotion of women in political life, as well as the drafting, negotiation and implementation of gender-equality policies at all levels of government: national, regional and local. Meetings and discussions will allow delegates and Italian representatives to exchange practical information and views on similar reform processes and their application.

## BACKGROUND INFORMATION ON ITALY

### THE ITALIAN POLITICAL SYSTEM

Italy is a Parliamentary Republic.

The Constitution of the Italian Republic was enacted by the Constituent Assembly on 22 December 1947 and had effect from 01 January 1948.

It is composed of 139 articles (four of which were later abrogated) and arranged into three main parts: Fundamental Principles or Principi Fondamentali (articles 1-12); Part I concerning the Rights and Duties of Citizens or Diritti e Doveri dei Cittadini (articles 13-54); and Part II the Organisation of the Republic or Ordinamento della Repubblica (articles 55-139); followed by 18 Transitory and Final Provisions or Disposizioni transitorie e finali.

It establishes the citizen's rights and duties and the state's political order. Power is divided among the executive, the legislative and judicial branches; the Constitution establishes the balancing and interaction of these branches, rather than their rigid separation.

The forces that enlivened debate in the Assembly fell into three tendencies, Christian democratic, solidaristic, socialist/communist and liberal. Each deeply anti-fascist, there was general agreement against an authoritarian form of constitution. The result was that some aspects of the text (concerning marriage and the family for example) refer to Roman Catholic-orientated Christian democratic themes, while others (concerning workers' rights for example) are more reminiscent of communist and socialist thinking. This has been repeatedly described as the constitutional compromise.

The text of the Constitution has been amended 13 times. Four amendments were passed during the thirteenth legislature (1996-2001), these concerned parliamentary representation of Italians living abroad; the devolution of powers to the Regions; the direct election of Regional Presidents; and guarantees of fair trials in courts.

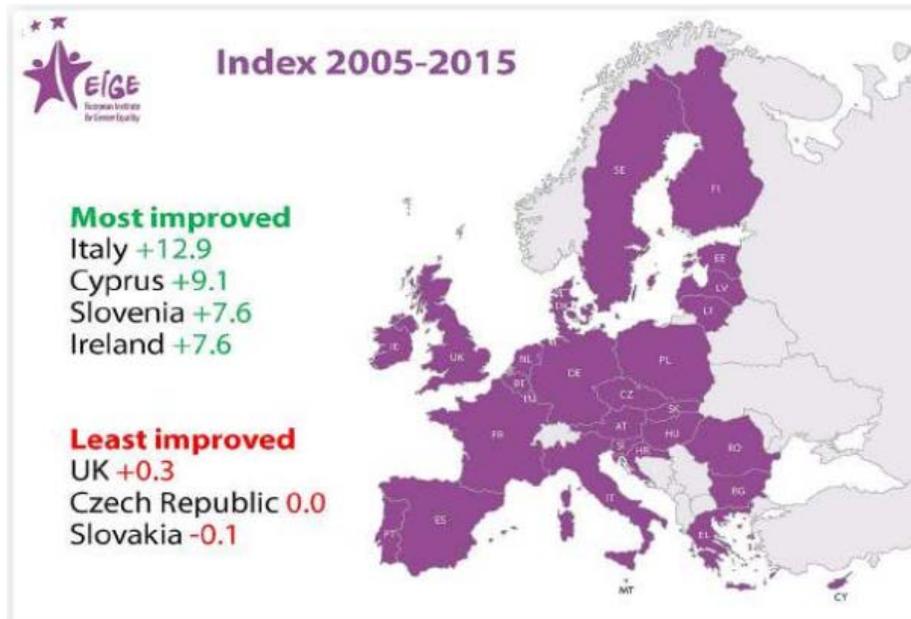
In order to make it virtually impossible to replace with a dictatorial regime, it is difficult to modify the Constitution; to do so (under Article 138) requires a substantial majority in both Houses of Parliament and, in some cases, a referendum. Under Article 139, the republican form of government cannot be reviewed. Legislative acts of parliament in conflict with the Constitution are subsequently annulled by the Constitutional Court.

The President of the Republic is the Head of the State and represents national unity. He is elected by the two chambers of Parliament in joint session for a period of seven years at the end of which he can be re-elected. He appoints the Prime Minister and five judges of the Constitutional Court. He presides over the Supreme Law Council [Consiglio Superiore della Magistratura]. He can veto bills and send them to Parliament for a new inspection. He must be a native-born Italian citizen at least 50 years old.

## BACKGROUND INFORMATION ON ITALY

### INTRODUCTION

On the basis of the report of the European Institute for Gender Equality (EIGE) of October 2017, the progress towards gender equality in UE countries is relatively slow: the global index-measured on job, wealth, knowledge, time, power and health-increased only 4.2 points in ten years, starting from a value of 62 in 2005 and ending at a value of 66.2.



According to the mentioned report EIGE, Italy has instead recorded the most significant improvements in the direction of gender equality, with an index increase of around 13 points in the decade 2005-2015. This result is proved by the slightly decreasing gender differences in four of the five domains analysed: work, wealth, knowledge and power.

### LAWS AND POLICIES

According to the Italian Constitution men and women were equal in public offices and in elective positions, without any exception. In fact, art. 51 par. 1, of the Constitution stated: "Citizens of one or the other sex are eligible for public office and for elective positions under equal conditions, according to the rules established by law". Moreover, art. 3 of the Constitution states the general principle of equality: "All citizens have equal social status and are equal before the law, without regard to their sex, race, language, religion, political opinions, and personal or social conditions. It is the duty of the republic to remove all economic and social obstacles that, by limiting the freedom and equality of citizens, prevent full individual development and the participation of all workers in the political, economic, and social organization of the country".

With law n. 3 of 2001, in the art. 117 of the Constitution a new paragraph was introduced which states: "Regional laws shall remove any hindrances to the full equality of men and women in social, cultural and economic life and promote equal access to elected offices for men and women".

In general, the progress of gender equality in the Italian legislative framework was due also to the need to adopt European Union (EU) directives and to the use of European Funds during the 1990s and 2000s.

In 2006, the National Code of Equal Opportunities between Women and Men was established, with the view to regulating the promotion of equal opportunities between women and men in all areas of society. It organised and harmonised 11 laws on equal opportunities in a single text.

It provides the legal framework for the development of gender equality and gender mainstreaming at national level. Moreover, several guidelines provide for the implementation of gender mainstreaming both at national level. These include the directive on promoting the implementation of gender-mainstreaming methods within public administrations and the Prodi-Finocchiaro Directive on actions to promote the allocation of powers and responsibilities to women.

The strategic goal of gender mainstreaming was reinforced two years later by the introduction of the first gender-mainstreaming operational tool (VISPO), which was fully developed during the 2000–2006 planning period. VISPO aimed at mainstreaming equal opportunities in regional programmes and facilitating the implementation of gender mainstreaming in the new programming period for use of Structural Funds.

At regional level, the VISPO guidelines provide a framework for the development of a model for the evaluation of equal opportunities, including gender impact assessment, gender analysis and evaluation. Other methods include capacity-building and gender planning. Since 2006, the Equal Opportunity Department has collaborated with the National Statistics Institute (ISTAT) to create three gender-sensitive surveys, namely gender-based violence, work-life balance and women’s participation in public life.

From 2000 onwards, gender-mainstreaming actions and activities have been coordinated through the European Social Fund and the European Regional Development Fund (ERDF) programmes. The Equal Opportunities Department is responsible for gender policy in Structural Fund planning, and coordinates and manages the complex framework set up at national and local levels to support equal opportunity policies.

## **STRUCTURES**

At national level, gender mainstreaming is primarily coordinated by the Department for Equal Opportunities within the Presidency of the Council of Ministers (under the Vice-Minister for Labour and Social Policies). It was established in 1997 and acts as an operational unit. The department is in charge of designing, coordinating and monitoring policies for the promotion of equal opportunities.

Moreover, several gender-equality structures with advisory and monitoring functions have been established both at national and local level. These include the National Commission for Equality of Men and Women and the Equal Opportunity Commissions operating at local level, as well as the Network of Equality Advisors in the field of employment, and a National Committee responsible for proposing, informing and promoting positive actions in the field of equal opportunities in the labour market.

## **EQUAL PARTICIPATION IN POLITICAL DECISION-MAKING**

Achieving gender equality there is a crucial first step to ensure that public policies and budgets reflect perspectives and interests of both women and men. In adopting the Un Sustainable Development Goals (SDGs), OECD countries have committed to achieve gender equality in political leadership. Yet, increases in women’s political representation have been small over the past 15 years, women are still under - represented among government ministers and hardly fill one - third of parliamentary seats in lower houses across OECD legislatures on average. Enhancing women’s full participation in political leadership requires a comprehensive and co - ordinated policy response beyond measures targeting women as underrepresented groups in politics.

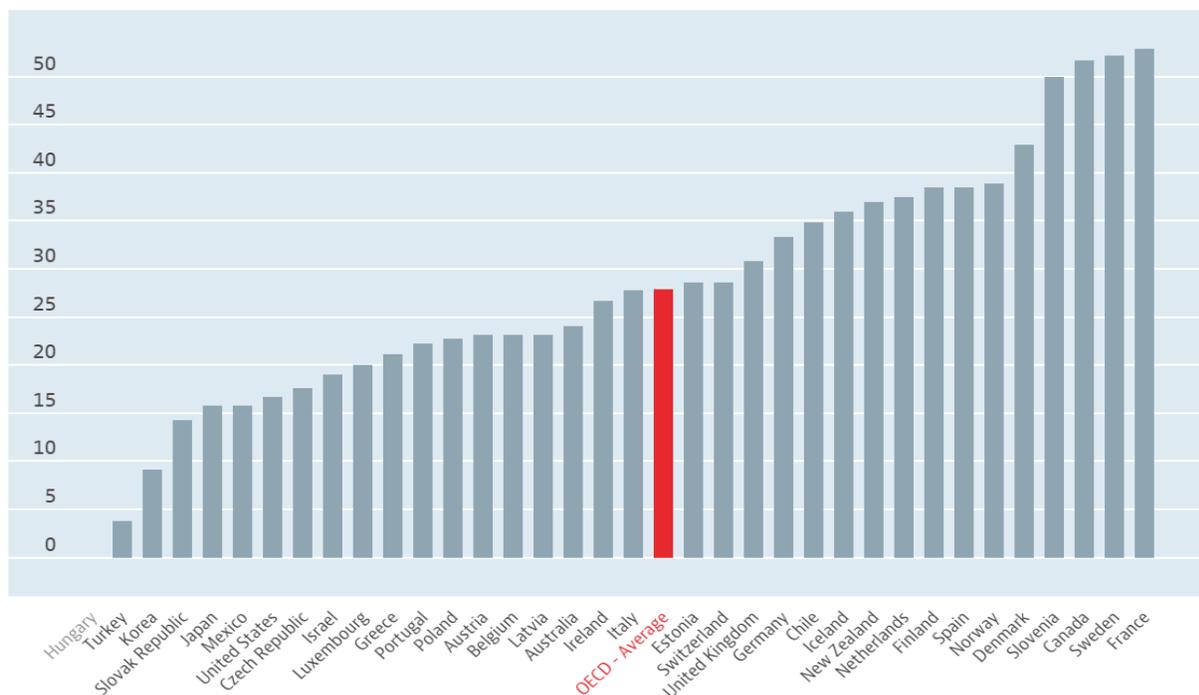
Increasing gender-responsiveness of legislatures and public administrations as workplaces as well as establishing sound accountability and monitoring mechanisms are essential steps to sustain progress in gender equality. Among OECD countries, on average, 29% of the seats in lower/single house legislatures were filled by women in 2017.

In Italy, the 34% of the new members of parliament are women: this is the highest percentage in Republican history. The 18th legislature sees the highest number of women elected ever, both to the Chamber and to the Senate. During the last ten years, the number of women in the Chambers has always grown. The last legislature had already marked a surge in “pink quotas”, both in Montecitorio and in Palazzo Madama. In the Chamber the increase had been 50%, rising from 20.41% in the 16th legislature to 30.7%. With the 18th legislature, the percentage now increases further to 34.62%. Only 10 years ago, in the fifteenth legislature, women were at 17.2%.

At the Senate, compared to the 28.44% of senators in the 17th legislature, in the 18th legislature the percentage rose to 34.75%, an increase of 22%. The trend in recent years has led to almost doubling the percentage of women, considering that in the period 2006-2008 the figure was 13.43%. Considering the main parties, the 5-star Movement is the one that has elected the highest percentage of women, just under 40%. It was followed, but much more behind, by Forza Italia (34.93%) and the Democratic Party (33.93%). Detached the other big winner of these elections, la Lega, with almost 10 percentage points less than the 5 star Movement (30.89%). Fratelli d'Italia is at 30.22% and Liberi e uguali at 27.77%.

Awaiting the nomination of the new ministers, the following table shows the number of women ministers in Italy in 2017, compared to the OECD average.

**Women in politics** Women ministers, Percentage, 2017



Source: <http://www.oecd.org/gender/data/governance/>

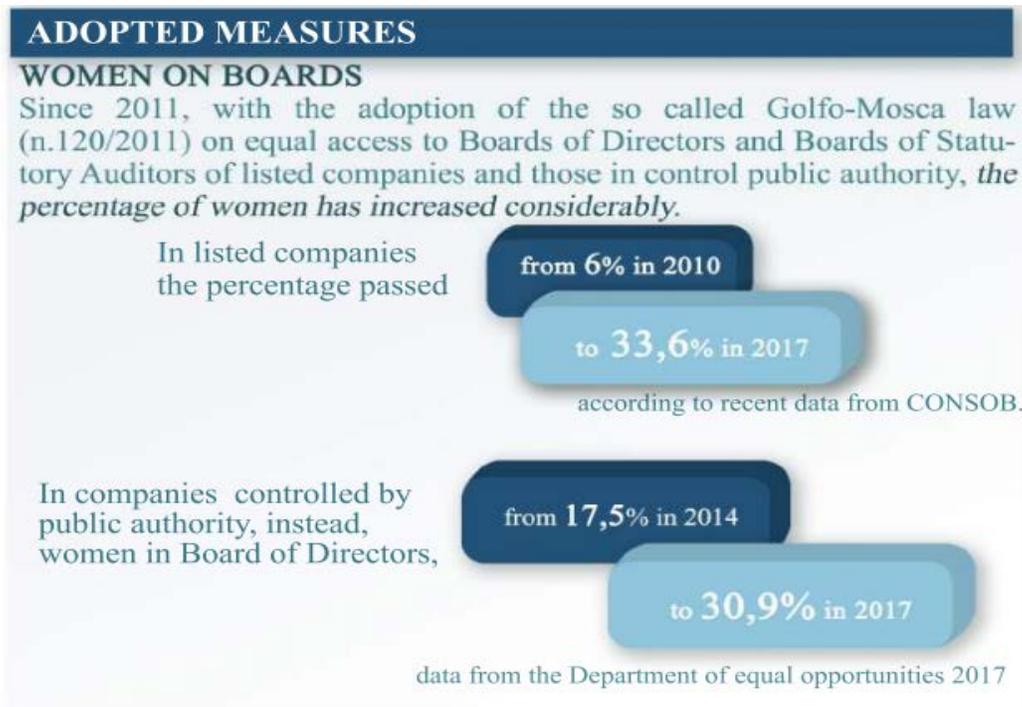
## WOMEN ON BOARDS

Despite the increased number of highly-qualified and talented women (women account for about the 60% of graduates in the EU even if the situation between countries differs) and their participation in the labour market is on the rise (European Commission, 2015), women remain significantly underrepresented than men at the top of the corporate hierarchy, both in the boardrooms and in top management, in both the private and the public sector.

The most significant increases were recorded in countries, such as Norway, France, Spain and Italy where, by implementing policies in support of the gender diversity, compulsory gender quotas systems have been introduced. While the number of women directors remains static, or grows only slowly, the number of women trophy directors, those with four or more directorships, has increased rapidly.

As far as the Public Administration is concerned, there is a National Directive for implementing the Measures for Equality and Equal Opportunities between women and men issued by the Department for Public Administration of the National Government in 2007. This Directive aims at implementing the existing measures within the Public Administration (both at peripheral and central levels), increasing the presence of women in managerial positions, developing good practices for human resources management in view of equal opportunities, promoting awareness and the actual application of the tools for gender equal opportunities among human resources managers in the public administration. The Directive also encourages the adoption of gender balance and provides for a monitoring activity on its implementation.

Furthermore, Italy promulgated the Law No120 of 12 July 2011, imposing gender quotas on boards (so-called pink quotas) to balance women presence in the management and supervisory boards of companies listed on the stock exchange as well as those majority-owned by a government entity.



In order to further strengthen these results, the consolidated law on public participation /Legislative Decree N. 175, was adopted in 2016, according to which at least one third of the nominees of public company directors must be the least represented gender.

## AGENDA

Tuesday, 8 May 2018  
“The role of Legislatures in Achieving Gender Equality”

9:40 Arrival to Palazzo Montecitorio – Italian Chamber of Deputies

10:00 – 11:00 Welcoming Remarks (15 - 20 minutes):

- Ms. Renata Pavlov, Executive Director, MENA-OECD Governance Programme Centre
- Ms. Elena Gentili, Gender in Governance Coordinator, OECD
- Mr. Suleiman Haweeleh Eid Alzaben, Second Deputy Speaker of the House of Representatives, Jordan
- Ms. Fatima Barkan, Director for Women, Morocco’s Ministry for Family, Solidarity, Equality and Social Development
- Mr. Mauro Ghilardi, Vice President for Human Resources and Organization of Ferrovie dello Stato Italiane,

11:00 -13:00

Parliament as institution: changing working methods and creating an enabling environment for gender equality

In Italy’s most recent election, women’s representation reached 36%, the highest rate in the nation’s history. Italy is also unique in that women have held top-tier leadership posts within the parliament and Council of Ministers.

In this session, we meet with current and former female members of parliament who will shed light on Italy’s road to 30%, and on what has enabled Italian women to reach leadership positions within Parliament. It will also discuss legislative changes to the working methods of Parliament to incorporate gender-sensitive language and methods of creating an enabling environment to promote women’s political participation.

This session will also include women leader’s voices from Morocco and Jordan, to hear their country’s stories on female political representation and the progress and challenges along the way.

Reform Process: legislative reforms for gender equality and the role of parliamentary committees  
This session will offer a unique opportunity to hear from women leaders who have been at the forefront of lobbying and successfully fighting for gender equality reforms in the Italian legislature. Italy has been active in the fight against gender-based violence and many successful legal changes have been implemented in recent years, including the “anti-femicide law” which scales up state responses to stalking and harassment. Other measures still remain in progress, such as work on closing the gender pay gap and Italy’s decline on the Global Gender Gap rankings (down 32 places in 2017 to 82<sup>nd</sup> place).

Sharing a combination of successes and challenges, this session will provide an insight into the Italian experience of negotiating laws and overcoming obstacles to get them passed, and the value of public consultation to help create real change. Understanding what works in legislative reform processes, what are the bottlenecks, and what role can women play within policy and decision making, is key to unlocking future progress and change. This session will be an opportunity to also hear about Morocco’s experience with VAW legislation and reform, as well as about the role that civil society and women activists played in Italy to activate and support reforms that are relevant for gender equality.

Key questions: Does women reaching the 30% threshold affect parliament as an institution and the laws it passes? In what ways, or not, have Parliaments sought to ensure women’s equal

participation in debates, committees and leadership? Are there any internal mechanisms used within the Parliament to protect and advance women's equal participation?

Open discussion with Members of the Italian Chamber of Deputies

13:30 – 15:00

LUNCH BREAK

15:00 – 17:00

Visit of the Chamber of Deputies and attending the Parliament's sitting

Wednesday, 9 May 2018

“Setting the Precedent: Government Tools at the National Level for Gender Equality”

09:00 – 10:00

Transfer to Palazzo Madama (The Italian Senate)

10:00 – 13:00

Meeting with Members of the Italian Senate

- Ms. Emma Bonino, Senator, former Minister of Foreign Affairs, former EU Commissioner for Humanitarian aid and Consumer protection, former Minister for International trade, former Minister for European Affairs, former MP and former MEP
- Ms. Stefania Craxi, Senator, former Under-Secretary of State for Foreign Affairs, former Member of the Chamber of Deputies

This year, Italy elected its first ever-female President of the Italian Senate. Though Italian women are still under-represented in decision-making positions on the whole – Italy is unique in that women have held top-tier leadership posts within the parliament and Council of Ministers. Three women have served as President of the Italy's Chamber of Deputies and women have also served in the roles of Vice-President and Secretary-General of both chambers of Parliament. According to the Inter-Parliamentary Union, only 42 of 186 countries with a parliament have, at one time or another, selected a woman to preside over one or both parliamentary chambers – something that has occurred only 78 times in history. In this session, you will meet women who have risen to these positions of power and with them, we will discuss:

- ✓ What has enabled Italian women to reach leadership positions within the Parliament?
- ✓ What barriers remain to women's increased representation and participation in Parliament? Which are the most potent – political parties, the media, finance, social norms – or others?
- ✓ What role can women and men play to promote gender parity in elected office? Why is women's leadership and increased representation in parliament important?

Guided tour of the Senate

13:30 – 15:00

Lunch Break

15:00 – 18:00

Meeting with the Department of Equal Opportunities at the Presidency of the Council of Ministers, Largo Chigi 19, Sala Monumentale

An integrated, statewide and comprehensive approach is needed to make progress and achieve results on gender equality. Cross-sectorial coordination and the introduction of gender lens across all government's policies, budgets and services are central to realizing change on the ground. Italy's Department of Equal Opportunities has a crucial role to ensure gender mainstreaming while fostering coordination, implementation and adequate allocation of resources for gender equality goals across policy sectors.

Key questions: What is the role of national gender equality institutions to promote gender equality reforms and ensure their implementation? What lessons can be drawn from the Italian experience of gender mainstreaming and gender budgeting?

Speakers:

- Ms. Monica Parrella Director General, Department of Equal Opportunities, Head of the Office for Interventions on Equality and Equal Opportunities, Presidency of the Council of Ministers
- Ms. Salma Al-Nims, Secretary General, Jordanian National Commission for Women
- Ms. Fatima Barkan, Director for Women, Morocco's Ministry for Family, Solidarity, Equality and Social Development
- Ms. Paola Severini, Journalist, Director of the press Agency Angelipress
- Ms. Paola Bianchi, Department of Equal Opportunities
- Ms. Eugenia Gammarotta, Department of Equal Opportunities
- Ms. Titti Carrano, former President Di.Re -on the role of specialized NGOs and women's activism in fostering policy and legislative reforms

18:00

Transfer back to Crowne Plaza Hotel

Thursday, 10 May 2018

"Close to the People: Local Government and the Grassroots Power Base for Gender Equality"

9:30 – 12:30

Telefono ROSA Association Viale Mazzini 73 - Associazione Nazionale Telefono Rosa"

<http://www.telefonorosa.it>

Understanding the coordination of national and local policies to advance civil rights policies, inclusion and combat discrimination including a hotline to help referring cases of domestic violence (Telefono Rosa).

Speakers: (30 min)

- Ms. Maria Gabriella Carnieri Moscatelli President of Telefono Rosa, a key Italian association in support of women suffering violence. It operates under the umbrella of the Italian Government and the DEO, as well as under the umbrella of the Office of the President of the Italian Republic

Visit the 1522 Operations Room and meeting with representatives of the Association  
Q&A to follow

12:30 - 14:30

Transfer from Telefono Rosa to Casa Internazionale delle Donne and lunch

14:30 – 17:00

Casa Internazionale delle Donne Via della Lungara 19 International Women's House

Meeting with Civil Society and the Media

Civil society organizations are precious front liners in the implementation of services close to and supportive of citizen's needs. Their engagement on the ground also represents an important feedback for governments to evaluate the effectiveness of policies and programmes, identify gaps, as well as possible responses. Civil society, activists and the media also play a crucial role to hold governments accountable for policies and decisions supporting needed change and based on the needs of citizens. The media also has a critical role to play in the representation of women and men, changing stereotypes that hold women back from leadership and other opportunities and even reinforce the risk of violence.

This session will focus on why government needs to engage with civil society, including them in fruitful dialogue, exchange and cooperation. In this session, we will meet with Italian women's organizations, activists and media – movers and shakers that advocate for full recognition of women's rights and greater inclusion in decision-making.

Speakers:

- Ms. Francesca Koch, President of the Casa Internazionale delle Donne
- Ms. Silvia Barocci, Journalist, media and communication on violence against women (spot

1522 and Human Trafficking)  
• Ms. Luisa Betti Dakli, Journalist, Human Rights and Gender Violence expert  
Q&A to follow (45 minutes)

20:00 – 22:00

Working Dinner at the Club of the Ministry of Foreign Affairs, with representatives of the Ministry of Foreign Affairs and of the National School of Administration

Friday, 11 May 2018

08:30 – 09:30

Transfer to Women’s Shelter (Centro Maree, Regione Lazio/Differenza Donna Association)

10:00 - 12:00

Visit an Anti-Violence Shelter and meet organization representatives  
Government reformers alone cannot deliver on gender equality initiatives; the involvement of citizens and civil society is critical to developing, securing, and implementing gender equality reforms and programmes. CSOs offer specific expertise and experience, which represent an incredible added value to ensure impactful services in support of women.

The experience on the ground of specialized CSOs and their nearness to women’s voices is also fundamental to push forward important reforms aimed to eliminate discrimination and respond to citizens’ needs. In this session we will meet with Differenza Donna (DD), a women’s organization with long-term, extensive experience in the management of anti-violence shelters and integrated services against violence and discrimination.

Meeting and exchange with the board of Differenza Donna:

- Ms. Maria Spiotta, Responsible of Centro Maree’s multifunctional services
- Ms. Sabrina Frasca, Responsible for national and international capacity building programmes.
- Ms. Alessia D’Innocenzo, Centro Maree’s Shelter Manager

### Additional information

For any other information regarding the organisation of the study visit, you can contact:

- ✓ Elena Gentili, [elena.gentili@oecd.org](mailto:elena.gentili@oecd.org)
- ✓ Addie Erwin, [addie.erwin@gmail.com](mailto:addie.erwin@gmail.com)