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Title/Titill: Structural disadvantage or Less Driven Women? Manager's Views on Gender Disparities and Gender Quotas in Leadership Positions

Year/Útgáfuár: 2019

Version/Útgáfa: Post-print (lokagerð höfundar)

Please cite the original version:

Vinsamlega vísið til útgefnu greinarinnar:

Einarsdóttir Th. Rafnsdóttir G.L., Valdimarsdóttir M. (2020)
Structural disadvantage or Less Driven Women? Manager's Views
on Gender Disparities and Gender Quotas in Leadership Positions.
Politics & Gender, 16(1), 285-313. doi:
<https://doi.org/10.1017/S1743923X1800106X>

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American Political Science Association 2019

Structural Hindrances or Less Driven Women? Managers' Views on Corporate Quotas

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High levels of women in politics and paid work, together with the availability of paid parental leave and public child care, make the gender imbalance in business leadership in Iceland all the more confounding. This study analyzes business leaders' attitudes toward gender and leadership positions after a gender quota law for company boards was implemented in 2013. We explore support for gender quotas and whether it is related to how respondents explain women's underrepresentation in leadership positions. A questionnaire was sent to 1,349 managers in the 250 largest companies in Iceland. Our findings indicate that women are more supportive of gender quotas than men. The way in which the respondents explain the underrepresentation of women as top managers is strongly related to their support for gender quotas. Those who believe that women are structurally disadvantaged are more likely to support gender quotas than those who adhere to individual explanations. Furthermore, male dominance at higher company levels is related to negative views on gender quotas, whereas this does not apply at lower levels. The research emphasizes the impact of business leaders on the recruitment of women to business leadership positions and, at the same time, has implications for policy interventions.

Published by Cambridge University Press 1743-923X/19 \$30.00 for The Women and Politics Research Section of the American Political Science Association.

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doi:10.1017/S1743923X1800106X

41 **Keywords:** Gender disparities, gender quotas, managers, structural versus individual
42 hindrances

43 **A**n overwhelming male dominance persists all over the world within the
44 board and management positions of corporations. Increased political
45 representation, education, and labor market participation among women
46 are only weakly correlated with the number of women in leadership
47 positions in the corporate sector (World Economic Forum 2018). The
48 proportion of female chief executive officers (CEOs) in Fortune 500
49 companies (the largest companies in the United States) is very low and
50 only increased from 0.2% in 1995 to 6.4% in 2017, although progress
51 has been more rapid in recent years (Zarya 2017).

52 Iceland is a case in point. Despite high levels of women in politics and
53 paid work and the availability of paid parental leave and public child care,
54 the gender imbalance in business leadership is perplexing. This has raised
55 concerns that women's talents are being underutilized in decision-making
56 at the top level in corporations (Terjesen, Aguilera, and Lorenz 2015). The
57 European Commission (2012) points out that change is necessary in the
58 corporate world to strengthen Europe's competitiveness and to create a
59 sustainable future in which both women's and men's talents are fully
60 utilized. A comparable concern is found in the European Parliament's
61 report on women in business leadership (Pande and Ford 2011), which
62 argues that the shortage of women in managerial positions in business is
63 unacceptable and calls for some form of kick-start, such as gender
64 quotas. This is a bold demand because there has been skepticism
65 surrounding the implementation of gender quotas in the business world
66 (Rafnsdóttir, Einarsdóttir, and Snorrason 2014). Unlike electoral quotas,
67 which are based on the assumption that legislatures are expected to
68 reflect and be accountable to the entire voting population, corporate
69 boards are supposed to be responsible only to shareholders (Chandler
70 2016).

71 It is of vital importance how problems are framed and conceptualized.
72 Bacchi's (1999, 2009) method of policy analysis, "What's the Problem
73 Represented to Be?" (WPR), proposes that problems do not merely exist
74 "out there" in societies but are produced through their formulations
75 and conceptual framing. It is a widespread opinion that the low
76 representation of women in leadership positions is due to issues of supply
77 rather than demand, indicating that the hindrances lie with individual
78 women themselves, rather than in structural hindrances and
79 discrimination (Pande and Ford 2011, 8). Hakim (2011), for example,
80

81 claims that women's own career aspirations and priorities explain the small
82 number of women in top leadership. This is contested by others, such as
83 Pande and Ford (2011), who claim that women's lack of interest is not
84 the primary constraint on female leadership. On the contrary, they find
85 evidence that individuals and groups who are affected adversely by
86 quotas, such as male incumbents and firm owners, respond strategically
87 to reduce the impact of gender quotas on leadership outcomes. This is
88 in line with an Icelandic study showing that 49% of female managers,
89 compared with 25% of their male counterparts, believe that the business
90 sector is dominated by men, with insufficient trust in women
91 (Rafnsdóttir et al. 2015).

92 Within the existing legal framework, business leaders can have a strong
93 impact on the selection of top management professionals in corporations
94 and on the headhunting process for board members; therefore, it is
95 important to analyze their views on this matter and determine whether
96 there are any demographic or institutional patterns. In addition, the
97 structural and individual explanations for the lack of gender diversity in
98 business leadership point toward different policies, interventions, and
99 actions on behalf of governments and corporations to resolve the
100 problem of gender disparity.

101 Against this background, we address the following questions, with
102 Iceland as a case example: (1) Are certain groups of corporate leaders
103 more likely than others to support gender quotas in corporations,
104 depending on their gender, age, and the type of corporation they belong
105 to (women in the majority, gender balanced, or men in the majority in
106 the company's leadership)? (2) Do corporate leaders tend to explain the
107 underrepresentation of women as managers by pointing to structural or
108 individual explanations?

109 110 111 THE ICELANDIC CONTEXT

112
113 Gender relations in Iceland are characterized by high political
114 representation of women and high female labor market participation.
115 Since 2009, the country has served as a beacon of gender equality in
116 terms of the global gender gap (World Economic Forum 2018). Political
117 opportunity is the factor that grants Iceland top placement in the Global
118 Gender Gap Index (Einarsdóttir and Hjartardóttir 2009; Inter-
119 Parliamentary Union 2018), although it was not until 2009 that Iceland
120 reached the Nordic level of female representation in parliament, partly

121 as a result of gender quotas within the political parties (Einarsdóttir and
122 Hjartardóttir 2009). Iceland has the highest female labor market
123 participation among Organisation for Economic Co-operation and
124 Development (OECD) countries: 86.2% in 2016 compared with the
125 OECD average of 63.3% (OECD 2017). Women work 35 hours a week
126 on average, compared with 44 hours for men (Statistics Iceland 2015).
127 Despite high female labor market participation, Iceland has one of the
128 highest fertility rates in Europe: 1.8 in 2015, compared with the
129 European Union average of 1.58 (Eurostat 2017). This has been met
130 with public child care and nine months of paid parental leave, including
131 a three-month nontransferable paternity leave (Centre for Gender
132 Equality 2017; Gíslason 2007). In this light, the underachievement of
133 women in top leadership in economic life is a highly topical issue.

134 The fact that Iceland is far from being a gender equality front-runner in
135 economic leadership prompted the minister of business to present a bill in
136 December 2009 that considered the gender ratio on the boards of public
137 companies. The economic crisis in 2008 called for a rethinking of the
138 relationship between the state and the market (Chandler 2016). In
139 Iceland, the crisis opened a window of opportunity for wider support of
140 gender quotas, which had already been enforced in the public sphere.
141 This was not least due to the increased representation of women in the
142 parliament and how (left-of-center) women parliamentarians joined
143 forces to challenge status quo (Axelsdóttir and Einarsdóttir 2017; Phillips
144 1995). In 2010, legislation requiring a minimum of 40% representation
145 for each gender on boards for companies with more than 50 employees
146 was passed (Public Limited Companies and Private Limited Companies
147 Act no. 13/2010). Public limited companies, private limited companies,
148 and cooperative limited companies were granted an adaptive period until
149 September 2013. Shortly after, the Althing (the national parliament)
150 passed similar legislation regarding pension funds (Act on Mandatory
151 Pension Insurance and on the Activities of Pension Funds no. 122/2011;
152 KPMG and University of Iceland 2013). A few years earlier, a gender
153 quota for public committees, councils, and boards had been introduced
154 (Act on Equal Status and Equal Rights of Women and Men no. 10/
155 2008). Soon after the implementation of the quota, women's
156 representation on boards increased, but almost exclusively in the
157 companies that the laws applied to.

158 Female representation on company boards covered by the law, especially
159 the largest companies (250 employees or more), has been steadily
160 increasing, reaching 39% in 2016. On the other hand, the gender

161 composition of company boards *not* affected by the law has been stable over
162 time, reaching 26% in 2016. The quota law has changed neither the basic
163 gender balance of companies boards *not* covered by the law (less than 50
164 employees) nor the gender balance of CEOs and board chairs, regardless
165 of whether the companies are covered by the law (see [Table 1](#)). Hence,
166 female CEOs have lower representation in companies covered by the
167 quota law (50 employees and more) than in companies *not* covered by it
168 (12% against 22%) as of 2016. Female chairs are also fewer in
169 companies covered by the law than in companies not covered by it (16%
170 against 24%). Against this backdrop, this research aims to develop
171 theoretical and practical knowledge about the reasons for the lack of
172 gender diversity in business leadership.

173 174 175 GENDER QUOTAS, DEBATES, AND TRENDS

176
177 While the history of electoral quotas can be traced back to the 1970s
178 (Dahlerup 2006), the introduction of corporate quotas is a quite recent
179 phenomenon, with the first quotas enforced in Norway in 2008 and
180 shortly after that in Iceland. In principle, the same arguments apply to
181 both types of quotas in terms of pros and cons. However, quotas in
182 political representation have been considered more justifiable than
183 corporate and employment quotas, “because government should be tied
184 to the people in some degree,” according to Bacchi (2006, 33). Similar
185 arguments have been put forth by Phillips, claiming that gender parity in
186 elected assemblies “is a major, and necessary, challenge to the social
187 arrangements which have systematically placed women in a subordinate
188 position” (1995, 82). Consequently, there has been less pressure for
189 quotas in companies and corporate boards than in politics. The reason,
190 according to Teigen, is consideration for the “autonomy of industry and
191 respect for private self-governance” (2011, 87), which has limited the
192 interest in and the request for measures.

193 However, these boundaries between politics and economics are now
194 being blurred, reflected in an increased willingness to introduce active
195 measures in corporate life. The dearth of women in leadership positions
196 in private business has attracted increased attention internationally, and
197 the issue of gender quotas in the business world is on the agenda in the
198 leadership debate in European countries and worldwide (Dämmrich
199 and Blossfeld 2017). In 2015, 10 countries had established quotas for
200 female representation (ranging from 33% to 50%) on publicly traded

Table 1. Gender division among CEOs and chairs of boards in companies to which quota laws apply (50+) and do not apply (1–49).

	<i>Number of Employees</i>	<i>Men</i>	<i>Women</i>
CEOs			
	1–49	78%	22%
	50–99	86%	14%
	100–249	87%	13%
	250+	90%	10%
Chairs			
	1–49	76%	24%
	50–99	86%	14%
	100–249	82%	18%
	250+	84%	16%
Company boards			
	1–49	74%	26%
	50–99	73%	27%
	100–249	65%	35%
	250+	61%	39%

Source: Statistics Iceland.

corporate and/or state-owned enterprise boards of directors, with various sanctions. Fifteen other countries had introduced nonbinding gender quotas into their corporate governance codes, enforcing a “comply or explain” principle. Many other countries are in the process of debating, developing, and approving legislation for gender quotas on boards (Terjesen, Aguilera, and Lorenz 2015). While politicians, high-ranking officials, and gender equality representatives have in general driven the debate forward, the main voices against gender quotas are those of corporate managers and owners, as well as representatives of employers’ organizations. For instance, this was the case in Norway (Teigen 2015), whereas in Iceland, the opposition to gender quotas has been strongest among right-wing political representatives (Rafnsdóttir, Einarsdóttir, and Snorrason 2014), especially right-wing female parliamentarians (Axelsdóttir and Einarsdóttir 2017).

Prior to the implementation of the Icelandic quota law, most Icelanders saw it as important to increase the gender balance in top management. A survey conducted in 2011 showed that 85% of women and 71% of men saw it as important to equalize the proportion of men and women in top management positions within private companies and public institutions (Rafnsdóttir, Einarsdóttir, and Snorrason 2014). This support was more pronounced among managers: 97% of female managers in Icelandic

241 corporations, compared with 74% of their male counterparts, saw it as
242 important to increase gender equality in this area. However, this did not
243 translate into support for gender quotas: only 69% of female managers
244 and 25% of male managers supported gender quotas for boards of
245 corporations. The oldest (60+) and the youngest (30–39) age groups
246 were most in favor of increasing the proportion of women (Rafnsdóttir,
247 Einarsdóttir, and Snorrason 2014). In a 2017 survey, 64% of women in
248 Iceland and 36% of men supported the gender quota laws. The youngest
249 (18–29) and the oldest (60+) age groups were most supportive of
250 gender quota laws (54% versus 53%). Those with lower incomes were
251 more supportive than those with higher incomes, and those who
252 supported left-wing parties were more supportive than those who
253 supported right-wing parties (Social Science Research Institute 2017).

254 The impact of age and cohorts on support for gender equality is
255 documented in research (Clark 2017). In an international comparative
256 study, Inglehart and Norris (2003) found that the older the cohorts, the
257 more traditional their beliefs about gender relations. However, support
258 for gender equality seems to have reached a “plateau” in affluent
259 (postindustrial) societies; egalitarian values have stopped increasing in
260 popularity since the postwar generations (2003, 39–40). Seierstad (2016)
261 found the same trend in interviews with women board members in
262 Norway. Although her participants were largely in favor of quotas, the
263 youngest women expressed reservations and skepticism, a “disinclined
264 support,” toward gender quotas (2016, 397). As for education, Inglehart
265 and Norris (2003) found stronger support for gender equality among the
266 well educated, whereas the 2011 Icelandic survey (Rafnsdóttir,
267 Einarsdóttir, and Snorrason 2014) did not show a significant correlation
268 between views toward gender quotas and education, occupation, or
269 income. This calls for more detailed explorations of the impact of age
270 and education on gender equality views, which we will discuss in this
271 article.

272 The arguments for and against corporate gender quotas are often based
273 on the same grounds: justice or democracy, and profitability or utility
274 arguments (Axelsdóttir and Einarsdóttir 2017; Teigen 2011, 2015). The
275 *justice arguments for quotas* emphasize that women’s qualifications and
276 proficiencies are undervalued in the current male-dominated system and
277 that women have the right to equal representation as men (Einarsdóttir
278 2007; Teigen 2011). *Justice arguments against quotas* claim that quotas
279 violate the principle of equal treatment and give women preference over
280 men in a form of “reverse discrimination” (Seierstad 2016, 392), creating

281 a situation in which women are chosen because of their gender and not
282 their qualifications (Dahlerup 2006; Rafnsdóttir and Þorvaldsdóttir 2012;
283 Teigen 2011). Quotas have further been seen as disadvantaging women
284 who have reached their position without quotas and harming the
285 reputations of women, who may be seen as secondary board members
286 (Rafnsdóttir and Þorvaldsdóttir 2012).

287 The *profitability arguments for quotas* claim that women have special
288 qualities that are underutilized in management, imposing a loss on firms
289 in the long run (Einarsdóttir 2007; Teigen 2011). These alleged female
290 characteristics are empathy, carefulness, and cooperation, in opposition
291 to the alleged male characteristics of competitiveness, initiative, and
292 power (Rafnsdóttir and Þorvaldsdóttir 2012; Teigen 2011). The
293 *profitability arguments against quotas* claim that if leadership ability is
294 correlated with gender, for whatever reason, the paucity of female leaders
295 may in fact be efficient. Assigning leadership positions to inexperienced
296 and worse-performing women leaders may worsen allocation (Pande and
297 Ford 2011) as quotas lead to less competent women replacing more
298 competent men (Teigen 2015).

299 A recent Icelandic study reveals that senior managers' views on gender
300 quotas vary depending on whether private or public companies are at
301 stake (Diðriksdóttir 2017). Senior managers generally favor quotas for the
302 boards of state-owned companies, for local governments, and for public
303 institutions. On the other hand, managers (especially male managers)
304 see gender quotas as questionable in private companies, as they are
305 considered to violate the property rights of shareholders. Furthermore,
306 the correlation between support for quotas and utility arguments is
307 stronger than the correlation between support for quotas and justice
308 arguments. This suggests that interventions such as gender quotas must
309 be supported by utility arguments to be accepted (Diðriksdóttir 2017).

310 Recent research indicates a complex combination of policies to enhance
311 gender balance in top executive management (Axelsdóttir and Halrynjo
312 2018). Seierstad (2016) calls for a deeper dialogue on gender quotas that
313 goes beyond the narrow perceptions of justice and utility arguments as
314 opposites, as they are not necessarily mutually exclusive. The women
315 board members she interviewed expressed complex and often
316 contradictory views, embracing utility and justice arguments at the same
317 time. Seierstad concludes that the picture is more nuanced than hitherto
318 portrayed, implying “a ‘dual entanglement’ of merit and gender within
319 justice and utility logics in their deployment to support radical strategies
320 such as quotas” (2016, 400). In line with Seierstad's call, we add a new

321 dimension to the current debate by analyzing whether managers use
322 *individual* or *structural* approaches when describing the lack of gender
323 balance in business leadership positions. In this way, we develop
324 theoretical knowledge of the current situation as well as practical
325 knowledge, as these two frameworks — the individual and the structural —
326 require different implementation strategies.

328 **INDIVIDUAL AND STRUCTURAL APPROACHES TO** 329 **GENDERED LEADERSHIP** 330

331 To deepen the debate about lack of gender diversity in business leadership,
332 we use individualistic and structural approaches to analyze our data.
333 However, as Lewis and Simpson (2017) point out, these two approaches
334 are not always completely separate in the theoretical discussion, even if
335 they are viewed as opposite approaches. Although most research in the
336 area emphasizes structural constraints (Lewis and Simpson 2017), the
337 individualistic framework has been prominent, especially since Hakim
338 (e.g., 1998, 2000) introduced the preference theory.
339

341 **Individualistic Framework** 342

343 The individualistic framework has much in common with postmodern
344 theorizing of the individualization of Western societies (e.g., Bauman
345 2001; Kangas and Rostgaard 2007; Lewis and Simpson 2017). “The
346 process of individualization frees people from structural constraints — a
347 process which inevitably erodes the explanatory validity of structural
348 variables” (Kangas and Rostgaard 2007, 241). Thus, applying the theory
349 to the lack of gender diversity in business leadership, the individualistic
350 framework sees women as less qualified than men or as less interested in
351 becoming business leaders. In other words, preferences and decisions
352 about family formation and labor market participation matter (Fortin
353 2005; Gash 2008). Hakim (2004, 2011) has received considerable
354 attention for profoundly criticizing the European trend toward legislating
355 against gender segregation in the labor market. Based on the preference
356 theory, she points out that managers and policy makers should not
357 expect the same job outcomes from women and men because they have
358 different career aspirations, priorities, and life goals. She states that
359 women’s lifestyle choices explain continuing occupational segregation
360 and that women do not seek careers to the same extent as men.

361 The preference model is based on Becker's rational choice theory,
362 proposing that gender segregation is primarily the result of people's
363 choices according to their human capital levels and lifestyles (Becker
364 [1981] 1991).

365 Although Hakim's and Becker's approaches have been influential, they
366 have also been criticized for ignoring the social construction of preferences
367 and choices and for overlooking the heterogeneity of women and men
368 (Browne 2006; Pascall 2012). By analyzing Irish women's commitment
369 in labor market, Collins and Wickham (2004) conclude that Hakim's
370 stress on the importance of women's preferences and aspirations makes a
371 point but needs to be investigated, rather than deducted from social
372 policies and official ideologies. This free choice theorizing resonates
373 with postfeminist approaches in which women are considered to have
374 full responsibility for their own career and well-being, juggling complex
375 roles based on a cost-benefit calculus. Gender inequality is converted
376 from a structural problem into an individual affair, where everything
377 depends on the individual's capacity to exercise his or her own
378 autonomous choices (Budgeon 2015; Rottenberg 2014).

381 **Structural Framework**

382
383 Within the structural framework, women as individuals are viewed as
384 equally qualified for and interested in business leadership as men.
385 Nevertheless, institutional and societal processes determine the
386 embodiment of women's labor force participation, rather than
387 preferences or personal choices (e.g., Crompton and Lyonette 2005;
388 James 2007; Rafnsdóttir and Heijstra 2013). It is assumed that invisible
389 barriers exist that work against gender balance at the management level
390 (Teigen 2011). From this perspective, the quota law can be seen as a
391 direct regulatory push to penetrate the glass ceiling and other invisible
392 barriers. Joan Acker (1990, 2006) introduced the terms "gendered
393 institutions" and "inequality regimes" to highlight the fact that
394 bureaucratic organizations are not as gender-neutral as is often assumed.
395 She refers to "systematic disparities between participants in power and
396 control over goals, resources, and outcomes; workplace decisions such as
397 how to organize work; opportunities for promotion and interesting work;
398 security in employment and benefits; pay and other monetary rewards;
399 respect; and pleasures in work and work relations" (Acker 2006, 443).
400 The hiring process may, for instance, be imbued with gender, as

401 competence involves judgment and can be affected by the gender of both
402 the applicant and the decision makers (Acker 2006, 450). Inequality
403 regimes have proven to be relatively persistent, according to Acker (2012).

404 Menéndez, Fagan, and Ansón refer to *gendered institutions* as a wide
405 range of organizational structures such as “job design, career ladders,
406 work practices, recruitment and selection methods” (2012, 4). They see
407 the cultures of organizations as shaped by assumptions and expectations
408 about gender-appropriate roles. They claim that organizational processes
409 are “gendered rather than gender-neutral,” characterized by structural
410 rather than individual causes of gender disparities in business leadership.
411 Blair-Loy (2003) and Weyer (2007) argue that women are not viewed as
412 suitable candidates for leadership positions because of gendered working
413 conditions. In a study in 26 European countries, Dämmrich and
414 Blossfeld (2017) found that women’s chances of gaining a supervisory
415 position varied depending on gender composition in the occupations.
416 Women were disadvantaged compared with men in almost all
417 participating countries in female-dominated occupations (> 69%
418 women) and gender-mixed occupations (31% to 69% each gender). On
419 the other hand, the results varied among countries for women in male-
420 dominated occupations (> 69% men) depending on structural
421 conditions and national context.

422 Building on this, we use survey data to analyze (1) whether certain
423 groups of leaders are more likely than others to support gender quotas,
424 depending on their gender, age, education, and type of organization
425 (women in the majority, gender balance, or men in the majority in the
426 company’s leadership) and (2) whether the leaders tend to explain the
427 underrepresentation of women as managers differently (by appealing to
428 structural or individual explanations).

430 HYPOTHESES AND ANALYTICAL STRATEGY

431
432 We draw on these theories and ask what explains the gender disparity
433 among business leaders. We seek to understand what factors explain
434 differences in support for gender quotas among managers in corporations
435 in Iceland. In line with our previous discussion, we hypothesize the
436 following:

437
438 *H₁: Women are more likely than men to support gender quotas.*

439 *H₂: Support for gender quotas increases with education.*

440 *H₃: Support for gender quotas increases with age.*

H₄: Individuals working in male-dominated corporations (in terms of the gender balance among board members, managers, middle managers, and total employees) are less likely to support gender quotas than people working in corporations with more gender-equal distribution.

H₅: Those who appeal to individual explanations to explain women's underrepresentation among managers are less likely to support gender quotas than those who refer to structural explanations. Conversely, we expect that individuals who explain women's underrepresentation among managers as structural (i.e., as a result of discrimination against women in the job market) are more likely to support gender quotas (see Meier 2008).

Our fifth hypothesis is presented in Figure 1. We expect the foregoing characteristics (gender, age, education, and type of workplace) will correlate with support for gender quotas partly because they are related to differences in how people tend to explain the underrepresentation of women.

METHODS

Data

An electronic questionnaire was sent in November 2014 to management professionals (i.e., all those who report directly to the chair or CEO of a company) in the 250 largest companies in Iceland according to income. The companies were selected from a list of the 300 largest companies in Iceland presented in the business magazine *Free Commerce (Frjáls Verslun)*. The magazine classifies companies by turnover. A total of 1,349 individuals received the questionnaire by email, with a 73% response rate. The questionnaire consisted of 59 questions; participants were not required to answer all questions, and thus not all participants completed the survey. Most instances of item nonresponse were questions at the end of the survey, including questions about the participant's characteristics and background (such as gender, age, and education). Therefore, we see item nonresponse as a sign of a hurriedness rather than the managers deliberately skipping the last questions. A survey including 59 questions may be too long for busy managers, and in fact some participants noted that the length was a problem in messages to us. The final sample in the analyses is between 489 and 504, with about 27% female respondents (see Rafnsdóttir et al. 2015 for more detailed information).

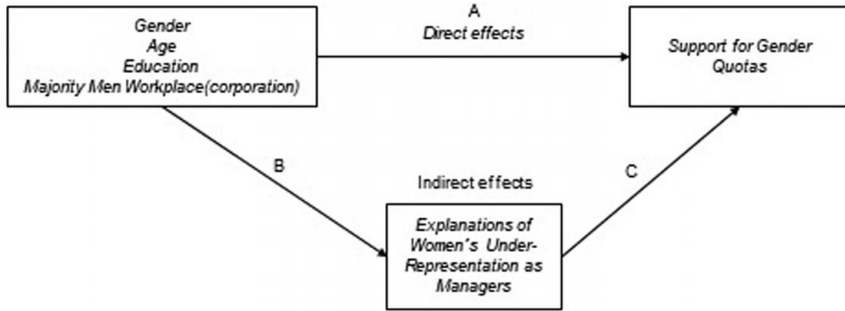


FIGURE 1. Hypothesized model.

Measures

To increase the reliability of our dependent variable, *support for gender quotas*, we averaged the score of 10 survey items asking about views on gender quotas in different situations. All survey questions are shown in [Table 3](#). The answers ranged from 1 (disagree completely) to 5 (agree completely). Some of the survey items were negatively worded, so we reversed those items so that all 10 survey items would reflect support for gender quotas. Cronbach's alpha, which was used to assess the reliability of the combined measure, was equal to 0.92, indicating strong internal consistency in the answers to the questions regarding gender quotas. The average score on the combined measure was 2.99 (standard deviation [SD] = 1.04).

We created two variables to measure explanations of women's underrepresentation as corporate managers.¹ The first measure captures the view that women in the workforce face a *structural disadvantage* that prevents them from reaching the highest positions. This measure was constructed by averaging the scores for five survey items: (1) "Too much of the recruitment for management positions happens through informal networks," (2) "A lot of men have problems working with female managers," (3) "Recruitment of women into management positions is not

1. The questionnaire included 12 survey items asking participants to state how strongly they agreed or disagreed with reasons for the underrepresentation of women as corporate managers. After conducting factor and item response analyses, we decided not to use two items: "too few women seek management positions" and "many women are less likely than men to have career opportunities due to family and child care responsibilities." These two questions loaded weakly on both factors, and reliability analyses showed an increase in the Cronbach's alpha when these items were dropped from the combined measures. Thus, both questions had a rather weak correlation with the two measures. Because we wanted a measure of the distinct view of either "structural inequality" or "women being less qualified," we decided not to use these two questions.

521 a priority within the business sector,” (4) “Women applicants are ignored
522 during the recruitment process,” and (5) “The business sector is dominated
523 by men with insufficient trust in women” (Cronbach’s alpha = 0.72).

524 The second measure was also constructed by averaging five survey items:
525 (1) “A lot of women handle the pressure from a leadership position more
526 poorly than men,” (2) “Women are less likely than men to choose to
527 pursue a career path with great responsibilities,” (3) “Women are less
528 likely than men to be willing to fight for their career,” (4) “There are not
529 enough qualified women to recruit,” and (5) “Women are less interested
530 in positions with responsibilities than men are.” This measure captures
531 the view that the explanation for women’s underrepresentation in
532 management positions can be found at the level of *individual women* —
533 that is, that women are less driven or less qualified than men to be
534 managers (Cronbach’s alpha = 0.74). The answer choices for all 10
535 items ranged from 1 (completely agree) to 5 (completely disagree).

536 We also use self-reported *gender* and *age*. In our final analyses, there were
537 315 men and 117 women. The average age was 48.35 years (SD = 8.57),
538 the youngest person was 20, and the oldest was 69. Participants were asked
539 about their highest *level of education*. We constructed two dummy
540 variables included in the regression analyses: one for participants with an
541 undergraduate degree and one for participants with a graduate degree.
542 Participants without any university degree served as a reference group.
543 About 16% of our sample had no university degree, 30% had an
544 undergraduate degree, and 54% had a graduate degree (see [Table 2](#)).

545 We also examined the impact of company gender distribution. We
546 created four dummy variables, one each for individuals working in a
547 company with *majority male board members*, *majority male managers*,
548 *majority male middle managers*, and *majority male total employees*.
549 Participants were given the options of (1) nearly all women (over 90%),
550 (2) mostly women (61%–90%), (3) somewhat equal gender division
551 (40%–60%), (4) mostly men (61%–90%), and (5) nearly all men (more
552 than 90%). We compared individuals working in companies with nearly
553 all men and with all other groups. Descriptive statistics for all variables
554 included in the analyses are shown in [Table 2](#).

555 556 557 FINDINGS

558
559 We begin our analyses in [Table 3](#), examining gender differences in the
560 responses to each survey item regarding gender quotas. A relatively high

Table 2. Descriptive statistics

	Mean	SD	Min.	Max.
Support for gender quotas	2.99	1.04	1	5
Explanation: Women less qualified	2.64	.76	1	5
Explanation: Structural inequality	2.74	.73	1	5
Female	.27	.44	0	1
Age	48.35	8.57	20	69
Education				
No university degree	.16	.37	0	1
Undergraduate degree	.30	.30	0	1
Graduate degree	.54	.54	0	1
Over 90% board members male	.19	.39	0	1
Over 90% managers male	.29	.46	0	1
Over 90% middle managers male	.19	.19	0	1
Over 90% total male employees	.14	.35	0	1

percentage of women agreed that gender quota laws can be beneficial to the management of public companies (77.1%), but only about 42% of men agreed with that statement. When asked about gender quotas in management in private companies, a somewhat lower percentage of women respondents agreed, and a much lower percentage of men (only about 20%). About 56% of female participants agreed with the statement that, in general, gender quotas are an important way to attain gender equality in any corporation's management, but only 17% of male participants agreed with this statement.

Table 3 likewise shows that men were twice as likely as women to agree with the statement that obligatory gender quotas are not beneficial because the government should not set rules about who represents the owners of companies (almost 64% of men versus about 31% women). However, a high percentage of both women and men agreed that gender quotas harm profitability. Most men and women agreed that competence is more important than gender (about 63% of women and almost 84% of male participants). Very few women (under 5%) believed that there are not enough qualified women, and about 17% of males agreed with that statement.

The next step in our analyses was to examine the impact that our independent variables had on the combined measure of support for gender quotas (Path A, Figure 1). We begin in Table 4 by not including the variables for explanations for the underrepresentation of women as managers, thus solely examining the direct relationships between the independent variables shown in Figure 1.

Table 3. Attitudes toward gender quotas by gender

<i>Laws about a minimum 40% of each gender are a beneficial way to attain gender equality in ...</i>	<i>Agree</i>		<i>Neutral</i>		<i>Disagree</i>	
	<i>Women (%)</i>	<i>Men (%)</i>	<i>Women (%)</i>	<i>Men (%)</i>	<i>Women (%)</i>	<i>Men (%)</i>
Management of public companies	77.1	42.1	13.7	21.7	9.2	36.2
Management of the board of public stock companies	75.4	39.2	14.6	22.0	10.0	39.2
Management of private limited companies that have more than 50 employees (annual average)	69.5	23.5	17.6	25.4	13.0	51.1
Executive corporations	61.8	20.1	23.7	25.1	14.5	54.9
The economy as a whole	68.7	22.8	19.1	25.8	12.2	51.4
In general, ...						
Gender quotas are an important way to attain gender equality in any corporation management	56,1	17,4	22,0	24,2	22,0	58,4
Laws about a minimum 40% of each gender are a NOT a beneficial way to attain gender equality in corporations because ...	<i>Disagree</i>		<i>Neutral</i>		<i>Agree</i>	
	<i>Women (%)</i>	<i>Men (%)</i>	<i>Women (%)</i>	<i>Men (%)</i>	<i>Women (%)</i>	<i>Men (%)</i>
The government should not set rules on who represents the owners of companies	47,0	20,3	22,0	15,9	31,1	63,8
It is harmful for profitability	74,0	53,0	19,1	32,4	6,9	14,6
Competence is more important than gender	10,9	5,3	25,8	10,9	63,3	83,8
There are not enough qualified women	89,4	67,3	6,1	15,4	4,5	17,3

Notes: We combined “completely (dis)agree” and ” (dis)agree.” All percentage differences between men and women shown in table are statistically significant ($p < .01$).

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Table 4. Ordinary least squares regression estimates predicting support for gender quotas

	<i>Model 1</i>		<i>Model 2</i>		<i>Model 3</i>		<i>Model 4</i>		<i>Model 5</i>	
	<i>b</i>	β	<i>b</i>	β	<i>b</i>	β	<i>b</i>	β	<i>b</i>	β
Constant	1.68**		1.78**		1.71**		1.60**		1.62	
Female	1.17**	.49	1.15**	.48	1.08**	.46	1.16**	.48	1.18**	.49
Age	.02**	.15	.02**	.14	.02**	.17	.02**	.17	.02**	.17
Undergraduate degree	.07	.03	.07	.03	-.00	-.00	-.01	-.00	-.01	-.00
Graduate degree	.14	.06	.12	.06	.03	.01	.07	.03	.03	.02
Over 90% male ...										
-Board members			-.24*							
-Managers					-.28**	-.12				
-Middle managers							-.20	-.07		
-Total employees									-.16	-.05
Adj. R ² F-value	.23	35.59**	.23	28.45**	.22	25.09**	.23	25.39**	.23	25.44**
N		462		456		418		416		416

Note: b = unstandardized coefficient, β = standardized coefficient.+ $p < .1$; * $p < .05$; ** $p < .01$.

681 In Model 1 (Table 4), we only include gender, age, and education as
682 predictors. As expected, independent of their age and education, women
683 were significantly more likely than men to support gender quotas. On
684 the measure for gender quotas, which ranges from 1 to 5, women's
685 average score is 1.17 times higher than the average score for men ($b =$
686 1.17^{**}). Age is also significantly related to support for gender quotas,
687 increasing with increased age. A one standard deviation increase in age
688 is, on average, associated with a 0.15 standard deviation increase in
689 support for gender quotas ($b = 0.02^{**}$, $\beta = 0.15$). Education, however,
690 is not related to attitudes toward gender quotas.² Although those with an
691 undergraduate ($b = 0.07$) and a graduate degree ($b = 0.14$) indicated
692 higher average support for gender quotas than those without a college
693 education, this difference is not statistically significant.

694 In the following models in Table 4, we added a dummy variable for
695 individuals working in majority male corporations. We included these
696 different variables in separate models to prevent us from losing statistical
697 power; these different dummy variables are also highly correlated and
698 thus may produce multicollinearity problems.³ The results in Model 2
699 (Table 4) show that managers that work in a corporation in which more
700 than 90% of the board members are male were significantly less likely to
701 support gender quotas than respondents working in corporations with
702 more gender-equal distribution ($b = -0.24^*$). The same pattern can be
703 observed in Model 3, showing that managers working in corporations
704 with majority male members were less likely to support gender quotas
705 than managers in other types of corporations ($b = -0.28^{**}$). These
706 relationships are independent of the managers' own gender (as well as
707 age and education). Interestingly, gender composition among middle
708 managers and among employees overall is not associated with attitudes
709 toward gender quotas (Models 4 and 5, Table 4).

710 In Table 5, we focus on Path B (Figure 1), thus examining whether our
711 intended variables are related to variations in how managers explain
712 women's underrepresentation as managers. In the models in Table 5, we
713 do not include the variables for majority male middle managers and
714 majority male total employees because these two variables were not
715 significantly related to attitudes toward gender quotas. Model 1 reveals
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717 2. We also tried analyzing education in different ways (e.g., comparing those with undergraduate and
718 graduate degrees), but the differences were never statistically significant.

719 3. When we included all four dummy variables (for majority male board members, managers, middle
720 managers, and total employees) in the same model, none of the coefficients for those variables was
statistically significant.

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Table 5. Ordinary least squares regression estimates predicting explanations for women's underrepresentation as managers

Outcome →	Structural Disadvantage Model 1		Structural Disadvantage Model 2		Women Themselves Model 3		Women Themselves Model 4	
	<i>b</i>	β	<i>b</i>	β	<i>b</i>	β	<i>b</i>	β
Constant	2.04**		1.87**		1.94**		1.97**	
Female	.70**	.40	.72**	.41	-.22*	-.12	-.18 ⁺	-.10
Age	.01**	.12	.01**	.13	.01**	.14	.01*	.11
Undergraduate degree	-.16	-.09	-.10	-.06	-.16	-.09	-.14	-.08
Graduate degree	-.10	-.07	-.01	-.01	-.09	-.05	-.06	-.03
Over 90% male ...								
-Board members	.07	.03			.25*	.11		
-Managers			.20*	.12			.28**	.09
Adj. R ² F-value	.14 15.81**		.15 15.69**		.05 5.77**		.06 5.93**	
N	454		417		454		417	

Note: *b* = unstandardized coefficient, β = standardized coefficient.+ $p < .1$; * $p < .05$; ** $p < .01$.

761 that women were more likely to believe that the underrepresentation of
762 women as managers is caused by structural disadvantages women face.
763 On a scale of 1 to 5, the women's score is on average 0.70 higher than
764 the male score in our sample ($b = 0.70^{**}$). Older managers were also
765 more likely than younger managers to believe that women face
766 discrimination, although the relationship between age and this view is
767 rather weak ($b = 0.01^{**}$, $\beta = 0.12$).

768 As observed in Model 3, education does not have a significant
769 relationship with explanations for women's underrepresentation as
770 managers. Likewise, the difference in explanations between those
771 working in corporations with majority male board members and those
772 working in other types of corporations is not statistically significant. In
773 Model 2 (Table 4), we included the dummy variable for individuals
774 working in corporations with majority male managers. This variable is
775 significantly related to the view that women face some sort of
776 discrimination within the labor market and are thus underrepresented as
777 managers ($b = 0.20^*$).

778 In Models 3 and 4 (Table 5), we examine differences in the view that the
779 underrepresentation of women as managers is attributable to women
780 themselves (i.e., that they are less driven or less qualified than men).
781 Perhaps not surprisingly, women were somewhat less likely than men to
782 hold this view. However, the gender-based difference concerning the
783 view that women themselves are at fault is smaller than the gender-based
784 difference concerning the view that women face discrimination
785 (comparing the coefficients for gender in Models 1 and 2 to the
786 coefficients for gender in Models 3 and 4, in which gender is barely
787 significant). Age has a weak but statistically significant relationship with
788 the belief that women are themselves at fault for their
789 underrepresentation. Thus, even though older people were somewhat
790 more likely to believe that women face discrimination in the workforce,
791 the belief that women are less driven or less qualified than men also
792 increased with age (e.g., in Model 3, $b = 0.01^{**}$), but again, the
793 relationship is weak. Similarly, managers working in corporations with
794 majority male managers were significantly more likely than others to
795 seek explanations for women's underrepresentation as managers in the
796 women themselves ($b = 0.28^{**}$ in Model 4, Table 5).

797 Finally, in Table 6, we examine the relationship between support for gender
798 quotas and individuals' explanations for women's underrepresentation
799 as managers while controlling for all other variables (thus focusing on
800 Path C in Figure 1). In line with our hypotheses, the view that women

Table 6. Ordinary least squares regression estimates predicting support for gender quotas

	Model 1		Model 2	
	<i>b</i>	β	<i>b</i>	β
Constant	1.47**		1.37**	
Female	.81**	.34	.73**	.31
Age	.02**	.13	.02**	.15
Undergraduate degree	.09	.04	.02	.11
Graduate degree	.15	.07	.03	.01
Over 90% male ...				
–Board members	–.19 ⁺	–.07		
–Managers			–.29**	–.12
Explanation for women’s underrepresentation ...				
–Structural disadvantage	.39**	.29	.43**	.32
–Women themselves	–.25**	–.20	–.24**	–.19
Adj. <i>R</i> ² <i>F</i> -value	.33	32.31**	.33	30.27**
<i>N</i>		450		414

Note: *b* = unstandardized coefficient, β = standardized coefficient.

⁺ $p < .1$; * $p < .05$; ** $p < .01$.

are in a disadvantaged position in the job market, and therefore underrepresented as managers, is associated with increased support for gender quotas ($b = 0.39^{**}$ in Model 1 and $b = 0.43^{**}$ in Model 2, Table 6). Likewise, the view that women’s underrepresentation as managers is self-inflicted is associated with less support for gender quotas ($b = -0.25^{**}$ in Model 1, and $b = -0.24^{**}$ in Model 2). It is also important to note that the impact of gender on support for gender quotas decreased substantially (e.g., from $b = 1.15^{**}$ in Model 2, Table 4, to $b = 0.81^{**}$ in Model 1, Table 6). The coefficients for age and working in a male-dominated corporation did not change, and the coefficient for working with majority male board members decreased only slightly.

DISCUSSION

In this article, we asked whether certain groups of business leaders are more likely than others to support gender quotas and whether business leaders tend to explain the underrepresentation of women as managers with structural or individual explanations. In this way, we developed theoretical and practical knowledge concerning the gender disparity in business leadership positions, with significant relevance to policies and

841 active measures. If the aim is to improve the gender balance in
842 corporations, structural explanations require different approaches than
843 individual explanations. Bacchi's (1999, 2009) WPR method of policy
844 analysis proposes that problem representations both reflect and affect
845 political interventions and their political mobilization. If the dominant
846 framing of the problem is skewed in line with the interests of
847 corporations and their owners, the responsibility will lie with the
848 individual women or with women as a group. Accordingly, political
849 interventions might be in the form of women-friendly, supportive
850 measures, or there may be no interventions. If, on the other hand, the
851 problem is portrayed as a structural issue relating to institutional
852 practices, then measures tend to focus on the larger organizational
853 structure, norms, and practices of the corporations.

854 In addition to shedding light on the prevalence of structural and
855 individual explanations in this respect, we also attempted to further the
856 knowledge of factors that explain differences among managers in terms
857 of support for gender quotas in management positions. We hypothesized
858 that women, older professionals, and those with higher education (a
859 college degree) would be more prone to support gender quotas, in line
860 with previous research showing more support for gender equality in
861 these groups (Inglehart and Norris 2003; Seierstad 2016). Our main
862 argument is that these groups might have a better sense of the structural
863 disadvantages faced by women in the labor market, which prevents them
864 from reaching the highest positions. In line with Acker's (1990, 2006,
865 2012) theories on gender organizations and inequality regimes, we also
866 suggested that individuals working in majority male corporations would
867 be less likely to support gender quotas. It may be assumed that majority
868 male corporations tend to have a masculine culture that impacts the
869 views on gender quotas among its employees. Our findings partly
870 support these hypotheses.

871 We found that women are in every situation considerably more likely
872 than men to think that gender quota laws for top positions in the
873 workforce are a beneficial way to attain gender equality. Both men and
874 women are more likely to support gender quotas in public rather than in
875 private companies. This resonates with extant research (Diðriksdóttir
876 2017; Teigen 2011, 2015). Although few managers (both male and
877 female) believe that gender quotas harm profitability and that there are
878 not enough qualified women, a somewhat higher percentage of
879 participants (particularly male participants) do not think that the
880 government should set rules about who represents the owners of

881 companies. The reason could be the view that the causes of the gender
882 disparity lie outside the company or the labor market itself. Our findings
883 indicate that how people explain the underrepresentation of women as
884 managers is strongly related to their support for gender quotas. In other
885 words, people who believe that women are structurally disadvantaged
886 in the labor market are more likely to support gender quotas than those
887 who do not. Conversely, the more people believe that individual factors
888 explain the lack of gender diversity in business leadership, the less
889 likely they are to support gender quotas. Importantly, a substantial part
890 of the gender-based differences in support for gender quotas is due to
891 the fact that men and women explain the underrepresentation of
892 women in managerial roles differently. Women are more likely to
893 believe that women are disadvantaged in the labor market, and they
894 are less likely to appeal to individual explanations to explain women's
895 underrepresentation in management roles. Thus, our findings contradict
896 Hakim's (2004, 2011) assertions that labor market relations reflect
897 women's free choice and preferences.

898 Our results also show that older individuals are more likely to support
899 gender quotas than younger individuals, and this difference is
900 independent of how people explain the underrepresentation of women
901 as managers. This is consistent with the findings of Inglehart and Norris
902 (2003), who discovered that although younger generations tend to have
903 more egalitarian views on gender equality than older ones, that trend has
904 reached a "plateau." This resonates with the findings of Seierstad (2016,
905 397), who discovered complex age patterns, with some young women as
906 "reluctant supporters" of gender quotas.

907 In line with Inglehart and Norris (2003), but contrary to Barnes and
908 Córdova (2016), we hypothesized that managers with a university degree
909 would be more likely to support gender quotas than those without a
910 university degree. However, our findings indicate that education has no
911 impact on attitudes toward gender quotas. This result could be attributed
912 to the fact that our sample lacks variation; about 84% of our managers
913 have at least a bachelor's degree.

914 We also hypothesized that individuals working in majority male
915 corporations would be less likely to support gender quotas than those
916 working in corporations with gender-equal distribution. In line with
917 Acker's gender organizations (1990, 2006), and Dämmrich and Blossfeld
918 (2017), who found that women's chances of gaining supervisory
919 positions varied depending on company gender composition, we
920 suggested that individuals in more male-oriented work environments

921 might be more prone to resist gender quotas. Our results indicate that the
922 gender division among employees overall and among middle managers
923 did not have any impact on individuals' support for gender quotas.
924 However, working in a corporation with a majority male board members
925 or majority male managers is associated with less support for gender
926 quotas. This relationship does not seem to be affected by differences in
927 how people explain women's underrepresentation in managerial roles. For
928 example, even though those working in corporations that have almost
929 exclusively male managers are more likely to believe that women are less
930 qualified and less driven than men — causing women to have fewer
931 management positions than men at such companies — they are also more
932 likely than others to believe that women are structurally disadvantaged
933 (thus, these two views are not mutually exclusive). Furthermore,
934 independent of explanations for the underrepresentation of women as
935 managers, those working in these majority male manager corporations are
936 still less likely to support gender quotas. Thus, unlike the differences in
937 support for gender quotas between men and women — which can be
938 explained, at least in part, by differences in beliefs about causes of the
939 underrepresentation of women as managers — those working in
940 corporations with majority male managers are less likely to support gender
941 quotas for other reasons.

942 The strength of this research is its strong data set, based on a survey
943 including *all* managers belonging to the executive committees of the
944 250 largest companies in Iceland and not only a survey sample. The
945 response rate is high. However, a weakness of our study is that we cannot
946 connect companies to respondents, which means that we do not know
947 how comparable companies are across different levels of gender equality
948 and across differing attitudes toward gender quotas. Nevertheless, we see
949 the data as valuable to the theoretical and practical debate about the
950 causes for lack of gender diversity in business leadership.

953 CONCLUSIONS

954 This research adds to the knowledge on corporate board quotas with
955 implications both for potential legislative and policy measures as well as
956 for corporate life. Business leaders are in a key position to influence the
957 gender imbalance in top leadership positions, given the limits provided
958 by the legal and regulatory framework. This research provides nuanced
959 indications that support for gender quotas is strongly related to how
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961 business leaders explain the underrepresentation of women as managers.
962 Male business leaders are more likely than females to see individual
963 reasons behind the lack of gender diversity in business leadership (i.e., to
964 believe that the reason for the gender disparity lies with the women
965 themselves rather than in the surrounding structures). This is particularly
966 prevalent among the youngest age group. The individualist approach and
967 the structural approach require different policy measures to change the
968 gender composition of corporations. The individualist approach implies
969 that women are either less qualified or less driven than men to be
970 managers. This would call for individualized interventions. The
971 structural approach implies that competent women may be blocked from
972 leadership positions, such as by the structure of the work or the labor
973 market inhibiting a woman's advancement (by penalizing career
974 interruptions, etc.). This view implies that there is an efficiency case for
975 using quotas. Quotas may also have a positive effect on potential women
976 leaders themselves, resulting in a more efficient selection of leaders, and
977 mandated female leaders may serve as role models for other aspiring
978 women (Pande and Ford 2011). The research also reveals that male
979 dominance at higher company levels — that is, on boards and among
980 managers — is related to negative views on gender quotas, whereas the
981 gender composition among middle managers and employees in general
982 is unrelated to views on gender quotas. This emphasizes the impact of
983 business leaders on the recruitment of women to top positions in
984 companies and the importance of improved gender balance in top
985 leadership roles.

986 The policy implications of our findings have direct relevance for the
987 Icelandic conditions, but they may also be valuable in a wider context, as
988 not all countries have implemented laws to boost gender diversity in the
989 boardroom. The corporate quota reform is clearly a measure responding
990 to a problem at the structural level rather than the individual level,
991 according to Bacchi (2006). Since most companies obey the law, the
992 reform has become successful, but only within the framework of the
993 quota laws. That is, no spin-off effect to other areas in corporate
994 operations are identified. This, in addition to some other recent reforms
995 in Iceland, reflects an inclination of the Icelandic legislative assembly to
996 frame problems as structural and institutional practices rather than the
997 problems of individual women. Hence, for example, the radical parental
998 leave reform from 2000, which includes a nontransferable, take-it-or-
999 leave-it paternity leave, and the Icelandic legislation on the Equal Pay
1000 Standard enforced in 2018, which requires employers to comply to an

equal pay system. Both serve as examples of a law-based, structural rather than individual problem representation. The fact that gender diversity in business leadership has increased almost only in connection to the quota laws, may be related to the fact that the most powerful individuals in the companies, male CEOs, are skeptical toward implications such as corporate quotas. The inclination of the Icelandic authorities to introduce legislation, however, counteracts the negative effects of the opposition and the corporate quotas are not at risk. For countries considering increasing the number of women in business, the Icelandic experience regarding the legal framework and the views and agency of key players may feed into a better informed decision-making.

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