



Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Final Report Volume 3: Country Notes

April 2015

*Evaluation carried out on behalf of
the European Commission*

International
Cooperation
and
Development

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Contract EVA 2011 (129907/C/SER/multi) – Lot 2
Specific contract N° – 2013/ 319463

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This evaluation was commissioned by the Evaluation Unit of the Directorate-General for International Cooperation and Development (European Commission) under the general direction of Federica Petrucci (Evaluation manager, DEVCO Evaluation Unit)

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The evaluation team would like to express gratitude to officials of DEVCO, EEAS, EUD, EU Member States, notably Spain and the Netherlands, ministries and agencies of the partner countries, international donors, think tanks, and civil society organizations that kindly shared their views, data, and information during this evaluation.

***The opinions expressed in this document represent the authors’
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Country Note for Afghanistan

Prepared by Jon Bennett and Orzala Nemat

April 2015

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List of Acronyms and Abbreviations

AIHRC	Afghan Independent Human Rights Commission
AMP	Aid Management Policy
ANDS	Afghanistan National Development Strategy
ARTF	Afghanistan Reconstruction Trust Fund
AWN	Afghan Women Network
BPHS	Basic Package of Health Services
CDAP	Comprehensive Disability Afghanistan Programme
CDC	Community Development Council
CEDAW	Committee on the Elimination of Discrimination against Women
CFSP	Common Foreign and Security Policy
CIDA	Canadian International Development Agency
CRIS	Common External Relations Information System
CSP	Country Strategy Paper
DFID	Department for International Development
DPA	Department of Political Affairs
ECO	Economic Cooperation Organisation
EIDHR	European Instrument for Democracy and Human Rights
EPD	Equality for Peace and Democracy
ERW	Explosive Remnants of war
EUSR	European Union Special Representative
EVAW	Elimination of Violence Against Women
FRU	Family Response Units
FSTP	Food Security Thematic Programme
GAP	Gender Action Plan
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GMU	Gender Mainstreaming Units
GTZ	Gesellschaft fuer Technische Zusammenarbeit
HDI	Human Development Index
HoD	Head of Delegation
IARCSC	Independent Administrative Reform and Civil Service Commission
IDLG	Independent Directorate for Local Governance
IDP	Internally Displaced Person
IRA	Islamic Republic of Afghanistan
ISAF	International Security Assistance Force
IW	Investment Window
JSDP	Justice Service Delivery Project
LOTFA	Law and Order Trust Fund
MAAHF	Ministry of Agriculture, Animal Husbandry and Food
MACG	Mine Action Consultative Group
MAPA	Mine Action Programme for Afghanistan
MCN	Ministry of Counter-Narcotics
MDTF	Multi-Donor Trust Fund
MIP	Multi-Annual Indicative Programme
MoFA	Ministry of Foreign Affairs
MoIA	Ministry of Interior Affairs
MoPH	Ministry of Public Health
MoWA	Ministry of Women's Affairs
MRRD	Ministry for Rural Rehabilitation and Development
NAPWA	National Action Plan on Women in Afghanistan
NDF	National Development Framework
NEEP	National Emergency Employment Programme

NGO	Non-Governmental Organisation
NIP	National Indicative Programme
NORAD	Norwegian Agency for Development Cooperation
NPP	National Priority Program
NRVA	National Risk and Vulnerability Assessment
NSP	National Solidarity Programme
PDO	Project Development Objective
PEFA	Public Expenditure and Financial Accountability
PRSP	Poverty Reduction Strategy Programme
RCW	Recurrent Cost Window
ROM	Results-Oriented Monitoring
RTA	Radio and Television Afghanistan
SAARC	South Asian Association for Regional Cooperation
SAF	Securing Afghanistan's Future
SEHAT	System Enhancement for Health Action in Transition
SIDA	Swedish International Development Agency
SRL	Security and Rule of Law
SWAP	sector-wide approach
TMAF	Tokyo Mutual Accountability Framework
ToC	Theory of Change
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Programme
UNICEF	United Nations International Children and Education Fund
UNIFEM	United Nations Fund for Women
UNMACA	UN Mine Action Centre for Afghanistan
UNODC	United Nations Office for Drug Control

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- The gender mainstreaming efforts of the EU and Member States in development cooperation in the 2010–2013 period;
- The extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–13.

As part of the field phase, the country visits follow completion of the desk phase and are expected to:

- Collect data to address information gaps identified in the desk report relating to 14 evaluation questions;
- Reflect on the preliminary findings presented in the desk report and confirm or challenge them;
- Test hypotheses presented in the desk report.

Each of the case study countries represents a different context. Afghanistan is a fragile state and a high-risk environment, a country where the EU Delegation provides sector support and a country where Netherlands, one of the evaluation's focal Member States, is active.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. A preliminary field visit to Afghanistan was conducted in October 2014 with the remaining fieldwork completed 2 to 9 November 2014. The fieldwork consisted of individual and small group interviews with 32 stakeholders (see Annex 1), including:

- 9 officials from the EU Delegation¹
- 5 officials from government departments
- 1 official from the Netherlands Embassy
- 2 officials from the UN
- 10 representatives from NGOs
- 5 beneficiaries.

Data collection was carried out using an interview guide specifically developed for the country visits of this evaluation, thus ensuring coherence in data collection. In order to triangulate the findings from the interviews and the desk phase, the country team reviewed over a range of documents (see Annex 3 for details).

1.2 Selection of Projects to Study

To feed into the wider evaluation, the country case study assesses:

- Gender mainstreaming within multi-donor trust fund (MDTF) support operations;
- Gender mainstreaming in selected focal sectors;
- Gender-specific projects.

The focal sectors were selected on the basis of a number of criteria, including: sectoral coverage (within the broader MDTFs); scale of EU investment; and the extent to which gender issues were either identified in Multi-Annual Indicative Programmes (MIPs) or there was scope

¹ Unfortunately, it was not possible to consult a representative from the Policing and Rule of Law section.

for gender issues to be covered in the sector. For the gender-specific projects, the main criteria used were: sectoral coverage, coverage of different geographical and thematic instruments and diverse range of national partners. As far as possible, the projects cited as illustrative were those with a well-documented evidence base (e.g. Results-Oriented Monitoring [ROM] reports, reviews and evaluations).

The programmes and projects reviewed are:

- support to the Afghanistan Reconstruction Trust Fund (ARTF);
- support to Law and Order Trust Fund for Afghanistan (LOTFA);
- four specific projects reviewed: Afghanaid (1) To promote inclusive and empowered society by strengthening non-state actors and local authorities in development (ongoing); (2) Breaking the gender silence: men and women as a catalyst for promoting women's human rights (Badakhshan province); AWEK project: Strengthening local capacities for greater community empowerment in reducing socioeconomic vulnerability; CARE/Afghan Women Network (AWN): monitoring transition and peace and reconciliation in Afghanistan from a women's rights perspective;
- support to UNSC 1325.

1.3 Limitations

The fieldwork was limited to Kabul only. Security issues in Kabul curtailed travel, other than to a selected number of UN, donor and NGO offices.

2. Country and Development Partner Context

2.1 Gender Equality and Women's Empowerment in Afghanistan

Afghanistan is a fragile and conflict-affected country with an increasingly unstable political settlement in place. In 2014 as a result of a lengthy and complex election process, a new National Unity Government was formed which is led by a collective of two main rivals who won majority votes during the elections. Months after the formation of the government, the country was still running on acting officials as the leadership had not been able to form a cabinet. This political instability also resulted in economic and security instability, with many major projects having been postponed; the weakness of governance opened the space for further terrorist attacks in late 2014.

On the Human Development Index (HDI), Afghanistan ranks 169 out of 187.² It has an estimated population of between 24 and 31 million of which 51.2% are male and 48.8% female. About 64% of the population are below 24 years.³ The annual population growth is 2.29%, with a fertility rate of 5.43 children per woman.⁴ Three-quarters of the population are settled in rural areas, 6% are semi-nomadic Kuchi and the remaining 20% live in towns.

Some of the available gender-focused indicators show very poor conditions for women and girls in Afghanistan. The country is ranked 150 out of 152 countries for Gender Inequality Index,⁵ hence making the women and girls among the most vulnerable in the world. The maternal mortality rate is 460 (per 100,000 live births), and adolescent birth rate is 86.6 (per 1,000 women aged 15–19); 27.6% of seats in parliament are held by women; 5.8% of women and 34% of men aged 25 and above have had some secondary education. The labour force participation rate is 15.7% for women and 79.7% for men.⁶ Although more girls have had

² The Human Development Report 2014 <http://hdr.undp.org/sites/default/files/hdr14-report-en-1.pdf> (accessed on 17.12.2014).

³ The World Fact Book, <https://www.cia.gov/library/publications/the-world-factbook/geos/af.html> (accessed on 11.11.2014).

⁴ Ibid.

⁵ The Human Development Report 2014 <http://hdr.undp.org/sites/default/files/hdr14-report-en-1.pdf> (accessed on 17.12.2014).

⁶ Ibid.

access to education over the past decade than in any other time in Afghan history, there is still a significant gap between girls' and boys' access to education, with the literacy rate estimated 39% for male and 12% for female.⁷ However, we note that due to various challenges including security and lack of official census, there are limited gender-disaggregated data available.

The inability of the judiciary to protect human rights effectively is a key challenge. Women in particular experience adverse consequences of a virtual absence of a formal justice system and the application by informal justice institutions of practices inconsistent with international human rights law, the Constitution and Afghan laws. However, the reality is different on the ground, especially in rural areas the informal justice cannot be ignored particularly considering that the most common type of disputes are over land, 42.3%, followed by 'family problems', 19.4%, an umbrella term for a wide variety of domestic disputes.⁸ Thus, some of the donors and implementing partners have been supporting the government in drafting the law on restorative justice through shuras and jirgas for civil cases while ensuring women rights and international human rights standards are respected.

Despite the fact that gender equality and working for women's rights has become an important priority for international donors as well as for Afghanistan's government since the formation of the post-Taliban government in 2001, there are still significant challenges in maintaining such interest for a longer term. Afghan society still operates under a strict patriarchal system of rule where customary rules are far more common practice than the actual implementation of laws. The dominant socio-political behaviour considers men superior to women in all aspects of public life. According to recent UNICEF survey on women's attitude towards domestic violence, 92% of women felt that husband has a legitimate right to beat his wife if she (a) goes out without informing her husband, (b) displays negligence towards her children, (c) quarrels with her husband, (d) refuses sex, or (e) burns the food. Almost 78% of women agree that her husband is justified to beat his wife if she goes out without informing husband. The survey adds that statistically, Afghanistan women's acceptance of domestic violence is the highest in the region.⁹

Over three decades of war and conflict has resulted in large population mobility and migrations from rural communities to towns and to neighbouring countries. One positive consequence has been exposure to more progressive attitudes. In some respects, Afghan society in general is becoming more open and progressive in terms of recognising women's public role in some respects; yet the conservative elements which have strong political and economic power continue to create barriers for women who try to exercise their public role.

Despite ongoing effort by Afghan women leaders and activists and their international supporters' commitment on the protection of women and girls, the legal frameworks and mechanisms for the protection of women and girls are still weak and challenging. According to the UN there are four key factors that limits women's and girls' protection: 1) dominance of traditional practices that contradict legal frameworks and universal human rights principles; 2) erosion of social protective mechanisms due to years of war; 3) absence or lack of rule of law; and 4) poverty and insecurity following years of war and conflict.¹⁰ The Government of Afghanistan signed and ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) but still lacks meaningful mechanisms to report on progress it is making with regard to eliminating discrimination against women. The formulation

⁷ The World Fact Book, <https://www.cia.gov/library/publications/the-world-factbook/geos/af.html> (accessed on 11.11.2014).

⁸ 'Afghanistan in 2014, A survey of the Afghan people', the Asia Foundation, 2014

⁹ UNICEF/ Afghan Government's Statistical Agency, 2010–2011. The Afghanistan Multiple Indicator Cluster Survey, cited in Afghanaid (October 2014), *Study on the Impact of Domestic Violence Against Women in BAharak District of Badakhshan Province, Afghanistan*.

¹⁰ *Atlas of Gender and Development: How Social Norms Affect Gender Equality in non-OECD Countries* http://www.keepeek.com/Digital-Asset-Management/oced/development/atlas-of-gender-and-development_9789264077478-en#page181 (accessed on 16.12.2014).

of the Elimination of Violence Against Women Law (also known as EVAW Law) is a significant achievement by women leaders and their international sponsors. However, this law still lacks full legitimacy as conservative groups have challenged it in the parliament and it is still not passed. Despite this, the EVAW Law, signed through a presidential decree, is being implemented in many of Afghanistan's courts.¹¹

National policy and planning in Afghanistan covers gender as a cross-cutting issue in the Afghanistan National Development Strategy (ANDS) that is the foundation for the current National Priority Program (NPP). The Ministry of Women's Affairs has developed a National Action Plan on Women in Afghanistan (NAPWA) that elaborates further on sectors such as security, governance, rule of law, human rights, and economic and social development where promoting gender equality becomes part of the NPP. In the security sector, UNSCR 1325 is recognised by the government as an important resolution to promote women's representation in security as well as in all stages of the reconciliation and transition processes.

Responding to the needs for GEWE, Afghanistan's international partners have had an important role in contributing towards reducing gender inequality. In the following section, we summarise the programmes undertaken by the EU and its key Member States as well as by other actors who are involved in gender-focused programming and policy interventions.

2.2 European Commission Cooperation

The EU Country Strategy Paper (CSP) 2007–13 set out the EU's commitments to address fundamental challenges that Afghanistan was facing in dealing with the narcotic economy, the proper functioning of the rule of law and overall governance.

The budget for the EU's development programme in Afghanistan totalled EUR 610 million for the years 2011–13. These resources were invested in four main areas of activity:

Rural development: This area of work aimed to: increase the contribution of agriculture and rural development to the national economy, including through diversification of the rural economy and supporting the role of the private sector; increase resilience in the face of adverse climatic conditions to increase food security; improve participative development processes and increase institutional capacities towards a sector-wide approach to agriculture and rural development, towards diversification of the rural economy and an enhanced role of the private sector. The budget allocation for this part was EUR 220–240 million or 35–40% of the overall EU contribution.

Governance: This includes supporting police reform, contributing to sub-national governance and justice reform. In the police reform the intervention focuses on improving the transparency of the administration of police salaries, and full integration of the Afghan National Police within the national budget and its overall performance and future structure. The National Justice Programme is the accepted framework for justice reform. Human rights/gender concerns will be mainstreamed in the justice sector as well as other public administration programmes. The total budget allocated from the 2007–13 CSP for this component was EUR 220–240 million or 35–40% of overall EU contribution.

Public health care: The EU has assisted the Afghanistan government in its Basic Package of Health Services (BPHS) by covering over 20% of the provinces. The EC's extensive support for administrative reform and capacity building in the Ministry of Public Health (MoPH) aimed

¹¹ See for example 'A Long Way to Go: Implementation of the Elimination of Violence against Women Law in Afghanistan' a report by UNAMA in 2011 http://www.ohchr.org/documents/countries/af/unama_nov2011.pdf (accessed on 16.12.2014) and the 'The First Report on implementation of EVAW Law in Afghanistan' by the Ministry of Women's Affairs http://mowa.gov.af/Content/files/EVAW%20Law%20Report_Final_English_17%20%20March%202014.pdf (accessed on 16.12.2014).

to contribute in helping the Afghan government realise the objective of 90% coverage of primary health services by the end of 2010, as set out in the Interim Afghanistan National Development Strategy (i-ANDS).¹² The overall budget for this component was EUR 100–125 million or 18–21% of overall EU contribution.

Regional cooperation: CSP 2007–13 allocated EUR 45 million (3.7% of the CSP) to support regional cooperation initiatives (Afghan-centred regional cooperation). This comprised trade, transit and border management. It aimed to enhance inter-ministerial and inter-governmental awareness, capacity and cooperation on a range of cross-border issues. Trade barriers were to be reduced and cross-border trade promoted with enhanced security of the 'supply chain'.

Across the above-mentioned sectors and programmatic and financial interventions, the EU Special Representative and the political section of the EU have been actively engaged in the political dialogue where the EU's core principle values have been negotiated with the relevant government and non-governmental partners. For instance, the EU has defended the human rights of women, the protection of victims of violence against women and various other matters. Also the EU has issued statements when such values are being violated or jeopardised. The purpose of these negotiations has been to promote gender equality, human rights and transparency and accountability.

Since July 2009, a review of the overall EU engagement in Afghanistan and Pakistan has been proceeding under the guidance of the EU Presidency. The aim of this review was to better shape the EU's approach in the region and to identify areas for enhanced EU engagement. The recommendations of the review were endorsed by EU Foreign Ministers on 27 October 2009. The Action Plan for Afghanistan and Pakistan, provides a policy framework for the EU's future engagement in Afghanistan and Pakistan, setting out areas for a better alignment of EU approaches and resources, covering European Commission, Common Foreign and Security Policy (CFSP) and Member State assistance.

The Government of Afghanistan has begun to emphasise the need to increase its ownership and coordination of technical cooperation, as reflected in the Kabul Conference communiqué. MDTFs such as the ARTF and the Law and Order Trust Fund for Afghanistan (LOTFA) will continue to be important instruments for promoting donor alignment, national ownership, and accountability. As a major contributor to LOTFA and ARTF, the EU's main concern is its ability to influence the international community's dialogue with the Afghan government on a range of matters relating to public sector reforms in key sectors such as the police and judiciary.

2.3 Member States' Cooperation

The EU Member States are among the top five donors of gross official development assistance according to OECD data. Germany, UK and the EU institutions are respectively the third, fourth and fifth largest contributors of official development assistance in Afghanistan.

¹² Afghanistan MIP 2007–2010, p.12–13.

Table 1: Top five donors of gross official development assistance in Afghanistan, 2014:¹³

No.	Donors	Contribution in USD million
1	USA	2, 924
2	Japan	812
3	Germany	525
4	UK	433
5	EU Institutions	310

Netherlands: The Netherlands in Afghanistan focuses its support on Security and Rule of Law (SRL) and on human/women's rights. The Netherlands keeps the following milestones for its upcoming engagement in Afghanistan (5–10 years' strategy) for 2018:

- Security and stability in large parts of Afghanistan are no worse than they were in 2014.
- The way that elections are being held and democratic governments being formed at national and provincial level is satisfactory by local standards, and the results enjoy sufficient support.
- Levels of corruption have been reduced and accountability and fiduciary structures in Afghan institutions (central/provincial) are more effective.
- Social conservatism and fundamentalism have not made the position of women worse than it was in 2013.
- External actors (donors and ISAF partners) still enjoy sufficient confidence and support to continue contributing to the overall goal and have retained the necessary influence and impact.

Dutch development efforts are tied in with the underlying principles, goals and activities outlined in National Priority Program 5 in mid–2013. Within the rule of law sector, it will contribute to the Law and Order Trust Fund and the UNDP's Justice and Human Rights in Afghanistan project and several other projects that are funded to strengthen the rule of law in the country.

Women's rights/gender is a political priority for the Netherlands, and Afghanistan is a focus country for the Netherlands' policy on the UN Security Council Resolution 1325. The Netherlands is also committed to including the theme in policy dialogues such as the Tokyo Mutual Accountability Framework or (TMAF) and other international forums in Afghanistan. As well as mainstreaming gender in activities to which the Embassy contributes, the Netherlands supports various initiatives such as: funding the UN Trust Fund to End Violence against Women, led by UN Women; supporting the Afghan NGO Equality for Peace and Democracy (EPD) for the Gender Equality Platform; and, together with Finland and Germany, assisting towards a programme in Northern Afghanistan that focuses on the rule of law and gender.

Germany: Afghanistan is a priority country for Germany. Key aims of German development cooperation with Afghanistan are to: promote democracy, the rule of law and public safety; improve the performance of government, civil society and the private sector; restore infrastructure; and improve access to education. Improving girls' access to education is a particular priority. Germany originally pledged EUR 80 million a year funding for the period up to 2010. In early 2010, financial support was increased to an annual total of up to EUR 430 million, making Germany the third largest donor in Afghanistan.¹⁴

Germany's assistance in most of the above-mentioned areas has benefited men as well as women. For instance, as the third largest donor for Afghanistan's reconstruction, Germany's assistance contributed to providing technical support in the education sector. In the private

¹³ OECD 2014 <http://www.oecd.org/dac/stats/documentupload/AFG.JPG> (accessed on 19.12.2014).

¹⁴ http://www.bmz.de/en/what_we_do/countries_regions/asien/afghanistan/cooperation.html (accessed 22 December 2014)

sector, Germany provided microloans to more than 197,000 Afghans where more than 30,000 of them were women. Germany's particular contribution in the health sector has been in supporting specially trained counsellors in all 34 Afghan provinces for post-traumatic disorders caused by ongoing war and conflict, where women additionally had the burden of domestic violence. This programme mainly focused on providing psychosocial counselling for women.¹⁵

UK (DFID): Afghanistan has been one of the UK and DFID's top international priorities. The UK's vision for Afghanistan is a more peaceful, stable, viable and prosperous Afghanistan. DFID is committed to long-term support beyond the time frame of the UK combat troops in the country. DFID contributes in helping the Afghan government make clear and irreversible progress towards a more peaceful, stable, viable Afghanistan. There are three critical areas of focus: 1) supporting peace, security and political stability; 2) promoting economic stability growth and jobs; and 3) helping the state to deliver improved services. In all these areas, DFID is committed to ensuring that women's rights are promoted by their inclusion in the peace process and broader political processes, that women are empowered through economic means, and that the service delivery addresses needs of men and women equally. The UK National Action Plan on UNSCR 1325–Women, Peace and Security is seen as a guiding strategy for DFID and the UK's work on gender.¹⁶ DFID follows principles of prevention, participation, protection, and relief and recovery that leads its programme and project interventions:

PREVENTION: Mainstreaming gender into conflict prevention activities and strategies and strengthening efforts to prevent violence against women.

PARTICIPATION: Promoting and supporting women's participation in peace processes and representation in decision making.

PROTECTION: Strengthening efforts to secure the well-being, economic security and dignity of women and girls.

RELIEF AND RECOVERY: Promoting women's equal access to aid programmes and services. DFID also channels part of its financial support through the ARTF.

Denmark (DANIDA): Denmark has a long history of development cooperation with Afghans and Afghanistan. Afghanistan is one of its largest recipients of development aid in the world. Denmark identifies mainly four area for its development assistance and engagements in Afghanistan: 1) education; 2) improving livelihoods; 3) good governance; 4) cultural activities; and 5) support for NGOs.¹⁷ Fighting poverty, promoting social and economic development, increasing employment opportunities for both men and women, and creating real options for improving living conditions are essential parts of the Danish engagements in its overall programmes. One example of Denmark's support for women's rights is their support for an organisation in Herat that has opened a shelter for battered women and women who have been forced into marriage. The shelter provides women with a safe place to stay, legal assistance, medical help, negotiation with the family, counselling, and help to move on with their life. The shelter helps about 100 women a year, and several thousand women benefit from the organisation's information initiatives.¹⁸

Sweden (SIDA): Swedish development cooperation with Afghanistan aims to help people living in poverty – particularly women and girls – to improve their living conditions in a peaceful and democratic society. SIDA is working towards increased aid effectiveness, greater respect for human rights and democratic development, gender equality and education. SIDA aims to strengthen and focus the dialogue, both at home and in Afghanistan, on human rights and

¹⁵ The Federal Government of Germany, Afghanistan page:

<http://www.bundesregierung.de/ContentArchiv/EN/Archiv17/Artikel/2013/03/2013-03-01-afghanistan-fragen-antworten.html?nn=393326#doc694208bodyText4> (accessed on 30.12.2014).

¹⁶ DFID Operational Plan 2011–15 updated in 2013

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/209876/Afghanistan1.pdf (accessed 16.12.2014)

¹⁷ DANIDA Afghanistan <http://afghanistan.um.dk/en/danida/> (accessed on 16.12.2014).

¹⁸ Denmark in Afghanistan <http://dkiafghanistan.um.dk/en/media/cases/supporting-afghan-women/> (accessed on 16.12.2014).

gender equality, especially concerning women and children's rights; it also aims to promote women's and men's equal participation in social and political development.¹⁹ In order to promote greater equality, SIDA cooperates with the UN Development Fund for Women (UN Women). Through this cooperation, SIDA has contributed to the establishment of protection mechanisms through women's shelters set up in some 20 provinces, where women receive legal assistance and support for rehabilitation. SIDA has also been a driving force in the implementation of the Elimination of Violence Against Women (EVAW) law, which seeks to protect women and girls from gender-based violence. The Swedish Committee for Afghanistan (supported by SIDA) runs a programme that educates new midwives and female teachers every year, contributing to safer deliveries and more girls attending school.

2.4 Other Donors

The international community has pledged USD 62.03 billion in assistance (grants and loans) to Afghanistan since 2002. Fifty-five per cent of this amount (USD 34.1 billion) was announced in the international conferences on Afghanistan (Tokyo, Berlin, London, Rome and Paris). Afghanistan's Ministry of Finance estimated in its November 2009 Donors Financial Review that during 2002–13 Afghanistan could expect USD 62.03 billion of external assistance. This consists of contributions from 56 donors, of which the US share is 61%, EU 14.8%, the World Bank and Asian Development Bank 8% and the remaining 27 entities 16.2%. The vast majority – 94.9% – is contributed by eight donors, including Iran, India, Canada and Japan.²⁰ The activities of non-EU member state donors in Afghanistan are summarised in Table 2.

Table 2: Non-EU Member State donor activities in Afghanistan

Donors	Activities/contributions
USAID (USA)	The USAID is Afghanistan's largest donor since 2002. With over 17 billion dollars spent on development programmes in Afghanistan, the USAID has been the provider of the largest bilateral civilian assistance programme to Afghanistan. ²¹ The work of USAID focuses on economic growth led by the private sector, establishing a democratic and capable state governed by the rule of law, and providing basic services for Afghanistan's people. Gender is a focal area of work for USAID while supporting other sectors. ²² Increasing women's economic empowerment is the focus of USAID assistance, with USD 3.5 million dispersed in microcredit loans to women's businesses, fostering social participation, as well as increasing knowledge and skills. USAID supported 2,300 women-owned enterprises, helped establish 400 new businesses, and trained more than 5,000 women in local handicrafts, value chain, and fine-arts businesses. In partnership with the Afghan government, USAID has implemented projects to bring basic health and hospital services to women in 13 provinces. These projects provide maternal healthcare and immunisations, fight malnutrition and communicable diseases, diagnose and treat mental health problems and disabilities, and provide essential medicines. USAID's education projects invest in teacher training for women, development and printing of materials and textbooks that portray women in non-traditional ways, as well as basic furnishings to facilitate girls' attendance. Community-based

¹⁹ SIDA Afghanistan <http://www.sida.se/English/where-we-work/Asia/Afghanistan/Our-work-in-Afghanistan/> (accessed 16.12.2014).

²⁰ MTR for the Country Strategy Paper for Afghanistan (2007–13) and MIP (2011–13).

²¹ USAID Afghanistan <http://www.usaid.gov/afghanistan/about-us> (accessed on 26.12.2014).

²² USAID focal sectors include Agriculture, Democracy and Governance, Economic Growth, Education, Gender and Participant Training, Health, Infrastructure, Stabilisation. <http://www.usaid.gov/afghanistan/our-work> (accessed on 28.12.2014).

Donors	Activities/contributions
	education classes have supported 70,000 girls and 390 female teachers in remote areas.
The World Bank	Since the resumption of its work in Afghanistan in 2002, the World Bank has provided a total of over USD 3.07 billion for development and emergency reconstruction projects, and five budget support operations in Afghanistan. This support includes over USD 2.63 billion in grants and 436.4 million in no-interest loans known as 'credits'. The World Bank is helping Afghanistan manage the critical transition to government-led security and development by the end of 2014. The Bank will deliver about USD 150 million per year and the ARTF up to USD 800 million per year. It works on water management, the Kabul Urban Transport Efficiency Improvement Project, and rural development in the form of promoting small entrepreneurs. Gender is integrated in most of the World Bank's programmes and budget support operations particularly in sectors of rural development and health.
UNAMA mission Afghanistan): (UN in	UNAMA is a political mission directed and supported by the United Nations <u>Department of Political Affairs</u> (DPA). As an 'integrated' mission, UNAMA has two main areas of activities: political affairs and development and humanitarian issues. ²³ Overall, UNAMA continues to lead and coordinate international civilian efforts in assisting the country with its transition – within the mandate and guided by the principle of reinforcing Afghan sovereignty, leadership and ownership. ²⁴ In political affairs, UNAMA by request of the Government of Afghanistan played an important role in the organisation of national elections (including one in 2014). UNAMA provides regular annual reports to the UN Member States where it provides an overall contextual analysis of the socio-political and development context of Afghanistan. In the field of human rights, UNAMA pursued an overall strategy of 'embedding human rights in Afghanistan' where concerns relating to the human rights of men and women are addressed in most of its documents and analysis. For instance, on 11 December 2012, UNAMA Human Rights released its latest public report documenting harmful traditional practices against women and girls and the implementation of the Elimination of EAW Law by the Afghan government. It also provides technical support to legislative developments (for example, the draft law on traditional dispute resolution and regulation on women's shelters) that affect women's and girl's rights. UNAMA's Human Rights section works with Afghan partners to promote and guarantee women's representation in government, elections and peace, reconciliation and reintegration processes.
UN Women	Previously UNIFEM has been active in Afghanistan since 2002. UN Women supported the development, monitoring and implementation of policies that protect and promote women's rights. These include the development of the National Action Plan for the Women of Afghanistan (NAPWA); the adoption in the Constitution of a set quota for female seats in parliament and in provincial councils; laws and policies that combat violence against women and girls at national and local levels; and mainstreaming gender in the Afghanistan

²³ UNAMA 2014 <http://unama.unmissions.org/Default.aspx?tabid=12269&language=en-US> (accessed on 19.12.2014).

²⁴ Ibid.

Donors	Activities/contributions
	National Development Strategy (ANDS). Since the formation of UN Women, it has been working to re-position and re-structure the office to support a strong result-based programmatic approach. There are three programmatic pillars that UN Women focuses on: supporting the EAW Law, the political and economic empowerment of women, and the coordination of advocacy. UN Women works closely with the Ministry of Women's Affairs and operates through national and international NGOs who work in the country. Their work with local partners is more in line with longer-term sustainability and impact of their projects. ²⁵ UN Women also manages a MDTF that provides financial support to shelters for victims of violence against women in different parts of Afghanistan.
Norway (NORAD)	Norway's focus in Afghanistan has been human rights, strengthening the position of women, and combatting corruption. ²⁶ Norway also contributed to the humanitarian efforts in the country. Norwegian aid in Afghanistan is channelled through the UN, the World Bank and Norwegian and international voluntary organisations. The multi-donor ARTF is the main channel used by NORAD to support the priorities set by the Afghan government. Norway supports women and gender equality by participating in several donor forums and most of its voluntary organisations also encompass work that strengthens women's position and rights to participate in society. For instance, Norwegian Church Aid (an NGO) has established 75 local peace councils that are linked to national and provincial level High Peace Councils, consisting of more than one thousand women participants. Another example of NORAD's work has been promoting dialogue with 350 religious leaders on the role of women in peace, negotiation and women's participation in elections. NORAD funds UN Women in its work to combat violence against women.

3. Findings

3.1 Gender mainstreaming

Integration of gender analysis into country strategies, programme design and reviews

The EU's country strategy focuses on the areas critical to achieving progress in Afghanistan up to 2016, taking account of the frameworks established by international conferences in 2011 and 2012, in particular the TMAF, which will continue to be the basis for the relationship between the wider international community and the Government of Afghanistan for most of this period. Meanwhile, a long-term agreement with the Afghanistan government has been under way – the Cooperation Agreement for Partnership and Development (CAPD) – but this was put on hold pending the 2014 presidential election. It will provide the legal framework for the EU's long-term engagement. Development cooperation has amounted to about EUR 200 million each year since 2009.

Gender analysis in country strategies and plans has improved significantly over the last 5 years. This is not least because the 2009 EU Action Plan for Afghanistan/Pakistan

²⁵ UN Women Afghanistan <http://asiapacific.unwomen.org/en/countries/afghanistan/1/un-women-engagement-in-afghanistan#sthash.jDURU7g8.dpuf> (accessed on 19.12.2014).

²⁶ NORAD Afghanistan <http://www.norad.no/en/countries/asia-and-oceania/afghanistan> (accessed 19.12.2014).

restated the central importance of gender issues with a national strategy, and the EU has directly targeted women as beneficiaries of development assistance and promoted women's empowerment. Moreover, the EU has supported the National Risk and Vulnerability Assessment (NRVA) since its first edition in 2007/08 and comparative province-level data are now available. Of 271 contracts signed by the European Union Delegation (EUD) between 2010 and 2013, 122 (46%) had gender as a significant or principle objective (see Table 1).²⁷

For the EU, gender issues have been clearly reflected in the selection of strategic objectives and indicators at programme level. Examples were found through the inclusion of:

1. Specific conditions (with performance indicators for variable tranche disbursement) into sector programmes for the promotion of GEWE;
2. Specific conditions with indicators for the mainstreaming of gender;
3. Technical cooperation support for specific actions to promote GEWE;
4. Technical cooperation support for gender mainstreaming.

The 2010 *EU Plan of Action on Gender Equality and Women's Empowerment in Development* is based on a three-pronged approach: gender mainstreaming, specific actions targeting only women, and the systematic integration of gender equality issues into policy and political dialogue. As well as individual targeted projects, in Afghanistan the EU has strategically pursued this agenda through:

- Advocacy on human rights, notably the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), UNSCR 1325, and the re-establishment of a moratorium on the death penalty.
- Implementation of EVAW Law and the National Action Plan for Women (NAPWA).
- The establishment of an Annual Human Rights Dialogue between Afghanistan and the EU.
- Assistance to improve the capacities within the Afghan National Police to tackle violations against human rights and the rights of women.
- Assist the government in defining a Justice Sector strategy and once approved support the Justice Institutions in implementing it.
- Support to civil society groups, in particular those focused on women's rights.
- Engagement with the government to ensure that the Afghan Independent Human Rights Commission (AIHRC) is functioning independently and with sufficient government funding.

All sector support programmes that the EU is contributing to in Afghanistan include gender-sensitive indicators. For instance, the EU was instrumental in contributing to the development of the sector support programme for health managed by the World Bank – SEHAT, supported under the ARTF – and has insisted on both gender-sensitive indicators and the development of a comprehensive gender strategy within the programme.

Table 3 provides an assessment of the extent of gender mainstreaming within the EU portfolio over four years.

Table 3: EU mainstreaming of gender within its portfolio, 2010–14

Year	Gender as main objective	Gender as significant objective	Gender not targeted
2010	9	31	60
2011	6	17	56
2012	12	25	30
2013	0	22	3

²⁷ The figure is indicative, taken from Katharina Stockli (May 2014), *The EU's Engagement in Afghanistan from a Gender Perspective*, European Institute for Asian Studies, Briefing Paper. We have cross-checked with contracts in which gender is specifically mentioned, but since we did not examine all contracts, it could be that 'mainstreaming' is wider than this.

Total	27	95	149
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More broadly across all donor-funded activities, including those under pooled funds supported by the EU (such as ARTF), gender analysis and sex-disaggregated indicators are found in areas related to democracy, human rights and social sectors (primary and secondary education, maternal health, poverty reduction). However, they are not often found in other areas of cooperation such as trade, natural resources, water and transportation. This is an omission that highlights greater gender awareness in traditional social sectors but little understanding of the context in which trade and market economy, for instance, is profoundly influenced by gender constraints.

The focal areas of the EU's **2007–10 CSP** (rural development, governance, and health) and accompanying MIP did not contain specific gender priorities. Rather, the emphasis was on increasing EU assistance at the sub-national level, concentrating resources geographically. However, under **rural development** a proposed activity was support to community-level development schemes and the empowerment of local communities, including women. Yet in stating that 'gender issues should be addressed by all rural development programs funded by the Commission',²⁸ no specific indicators were flagged.

Cross-cutting issues under the **Governance** focal area called for the mainstreaming of gender issues in the justice and public administration sectors. In terms of indicators, only the number of women employees in public administration was flagged. Under the **health** focal area, reducing maternal and child mortality was recognised as one of the most critical aims, and a reduction of discriminatory practices against women was a general objective. Increasing the number of qualified female health workers and managers at provincial/district levels was deemed an essential indicator of results.

Under 'non-focal areas', social protection of vulnerable groups, particularly in urban areas, was to include women who have experienced violence and/or who are disabled. One flagged indicator was the number of women-headed households supported. We note, however, that the scope of what is covered here is subject to NGO proposals submitted; if proposals are not received (often due to lack of capacity and/or sector interest from existing NGOs), the topic is not covered.

The subsequent MIP for **2011–13** has a deeper analysis, though gender empowerment issues are subsumed mostly under governance. The EU's key investments (approximately 80% of CSP expenditure) have been through pooled funds, notably the LOTFA and ARTF. These funds are the closest to 'on-budget support' provided by donors in Afghanistan. LOTFA finances around 26% of the total operating expenditure in the area of security. The ARTF finances through its Recurrent Cost Window (RCW) about 30% of operating expenditure in non-security related areas, and through the Investment Window (IW) about 20% of the public investments. Within these larger multi-donor investments, the EU participates as a donor on the governance boards, being on the Steering Committee of both ARTF and LOTFA.

The EU thus tracks its GEWE priorities through pooled funds and through the respective implementing agencies of those funds. Primarily this is done through its Steering Committee memberships. Hence there is a high reliance on the administrator (World Bank and UNDP) to provide monitoring and evaluative data, though local EU staff are able to spot check some projects during occasional field missions. For the **ARTF**, the EU and its Member States represent over 60% of total contributions, with increasing 'preferencing' of their contributions towards particular sectors. Three successive external evaluations have concluded positively on the impacts of the ARTF, both in terms of capacity building, spill-over effects on the Public Finance Management and the wider benefits to the Afghan population. This positive picture is further reinforced by the World Bank's positive Public Expenditure and Financial Accountability

²⁸ European Commission (2006), Multi-Indicative Programme 2007–2010, Afghanistan, p.7.

(PEFA) assessment and the administrator's review based on the indicators-based Performance Assessment Matrix. With concerns regarding sustainability, the EU was instrumental in pushing for improvements in the RCW: in December 2008, the ARTF Incentive Programme was endorsed, which was intended to strengthen the policy dialogue and support provided by the RCW, by making available an increasing share of the funds conditional on the attainment of a set of quantitative and structural indicators. Positive results ensued, but there remain concerns over how quickly sector-wide approaches will be adopted.²⁹

A 'flagship' programme within the ARTF is the National Solidarity Programme (NSP) that has in particular attempted to advance women's participation in local-level governance institutions. The stated Project Development Objective (PDO) of Afghanistan's NSP PHASE III (2010–15) is to build, strengthen and maintain Community Development Councils as effective institutions for local governance and socioeconomic development. To ensure a gender equitable outcome, the NSP III Results Framework includes several specific indicators to ensure meaningful participation of women. Within NSP III a Gender Working Group was formed (including EU representation), the purpose of which to 'serve as the principal mechanism or platform of the NSP for planning, coordinating, monitoring, reporting and discussing technical and policy issues on gender within the NSP system'.³⁰ By 2013 some 35% of Community Development Council (CDC) members were women and 50% of total NSP beneficiaries were female.³¹ The NSP II Impact Evaluation that covers 2006–2011, also showed a significant increase in the involvement of women in local governance and the responsiveness of local governance to women's needs. In the area of political attitudes and state building, in the 2010 parliamentary elections the proportion of women elected rose to 10%.³²

At the time of drafting the MIP 2011–13 it was clear that little progress had been made on justice and impunity before pushing for reintegration and reconciliation of former combatants.³³ The EU has over many years supported **LOTFA**, administered by UNDP, and contributions by all donors have increased exponentially over the last five years. By 2010, EU and member state contributions represented 38%, with 26% from the EU alone, making it the second largest contributor after the USA. LOTFA Pillar I concerns recurring costs – police salaries – and is still the largest component of the Fund. But the EU and other donors have also focused on LOTFA Pillars II and III, in which institutional reform and gender issues are addressed. The target of 5,000 women in the national police force has not been reached, but issues of female abuse within the force have begun to be addressed more consistently. As the competency of the national army increases, the counter-insurgency role of the police force has reduced. MIP 2011–13, although continuing to provide resources for police salaries and operational costs of the Afghan National Police, included increasing funds for reforms in police services and the Ministry of Interior. Up to one-third of EU resources for police were made available for strengthening the quality of the police force, though actual disbursements in this respect were closer to 20%.

All donors, including EU, have been unable to adequately address endemic corruption due to lack of political will in Karzai government. Bad governance is exacerbated by a culture of impunity and non-observance of the rule of law, due to which the authorities are not sufficiently held liable for their actions.³⁴ Corruption pervades all sectors, including the NGO sector. The collection and allocation of resources in provinces and districts is often managed by networks of regional and local power-holders whose main interests lie in maintaining political control and generating financial resources for themselves and their networks. This is partially

²⁹ MTR of the CSP for Afghanistan 2007–13.

³⁰ Terms of Reference, NSP Gender Working Group.

³¹ NSP Gender Unit Report, October 2013.

³² Cited in NSP Gender Unit Report, October 2013.

³³ The 'Ten-Dollar TALIB' and Women's Rights, Afghan Women and the Risks of Reintegration and Reconciliation, Human Rights Watch, 2010

³⁴ MFA, April 2009, *Ibid.*

achieved through a variety of corrupt practices, including patronage-based appointments and the buying and selling of positions.³⁵ The previous Karzai government's apparent inability (or unwillingness) to take a hard stance on corruption both undermined its legitimacy, in addition to negatively affecting confidence building in the public sector.³⁶

In 2012 there was a low level of confidence in LOTFA. Corruption was reported in the procurements processes surrounding salary payments, calling into question the management proficiency of UNDP and causing the EU and some donors to put funding on hold that year pending an investigation.³⁷ The matter has been resolved, but highlights the difficulties of relying on a development agency to administer a payroll system that was, in 2014, USD 580 million, only 6% of which came from Afghan government revenues.

There is no gender profile annexed to the MIP 2011–13 and little exposition of how the EU would ensure mainstreaming within the larger multi-donor entities such as ARTF. To some extent this was rectified in the preparation for the 2014–20 MIP in which the new EU strategy has gender cross-cutting all four priority sectors (agriculture and rural development; health; policing & rule of law; democratisation & accountability), with gender analysis informing the detail particularly of the last two.

EU civil society project activities include: provision of legal aid and psychological counselling and establishing centres for victims of family violence, counselling and mediation for women and girls affected by family violence; the promotion of women's rights through local civil society structures; capacity building and awareness-raising activities for justice personnel and community stakeholders; training of women and women-led civil society organisations in technical skills; research studies on violence against women; supporting women in media; monitoring of women's rights in transition, Victims' Shuras: Women Victims of War mobilising towards reconciliation and justice.

The **Netherlands'** support and contribution to Afghanistan since 2006 has applied a 3Ds approach where development, diplomacy and defence have been used simultaneously. In its reports and documents the Netherlands highlights the result of this approach as creating an enabling security and economic environment for the local population in Uruzgan province where the Dutch military have been present during the time frame of this evaluation (2007–13). The Dutch also supported LOTFA on policing and contributed to ARTF's funding for health and education. Support for the recognition of women as victims of war and conflict and improvement of their position in fragile states has been a focus of the Netherlands' work both in multilateral support through Trust Funds and in bilateral support provided to NGOs. The National Action Plan for the implementation of the UNCSR1325 on women, peace and security has become part of the Netherlands' priorities for work with NGOs and their engagement with LOTFA on policing.

Gender analysis in programmes

There is documentary evidence that the NSP, within the ARTF and co-funded by EU) has achieved unprecedented, widespread involvement of women in rural Afghanistan's community decision-making apparatus, which aims to promote equal representation of women in NSP's

³⁵ Afghanistan Research and Evaluation Unit (2010) Corrupting the State or State-Crafted Corruption, Exploring the Nexus between Corruption and Subnational Governance. June 2010.

³⁶ World Bank (2013) Conclusions of the Mid-Term Review of the Country Strategy Paper for Afghanistan (2007–13) and Multiannual Indicative Program 2011–13.

³⁷ 'UN trust fund agency allowed procurement fraud in Afghanistan', Khaama Press, February 2013, http://www.khaama.com/un-trust-fund-agency-allowed-procurement-fraud-in-afghanistan-2232?keepThis=true&TB_iframe=true&height=600&width=900&caption=UN+trust+fund+agency+allowed+procurement+fraud+i+n+Afghanistan

CDCs.³⁸ More generally, however, **results management could still be further developed to ensure that economic and employment results are better captured.** Within the ARTF about 60% of expenditures are devoted to rural development programmes (including the NSP to which the EU contributes) and about 11% go to education, infrastructure and microfinance. The widely regarded success of the NSP is down to robust monitoring and reporting of expenditures undertaken by the CDCs.³⁹ By mid-2012 12,900 CDCs were in place in 361 districts, encompassing 50,000 projects with a total outlay of USD 840 million.⁴⁰

NSP promotes a development paradigm whereby communities are empowered to make decisions and manage resources during all stages of the project cycle; a central component is the building of capacities within CDCs (involving both men and women) to ensure participation, consensus-building, accounting, procurement and contract management, operations and maintenance, and monitoring. Although there have been huge amounts of input/output disaggregated data produced by NSP, plus some positive perception data from the user community, there have been little documented impact data on the economic welfare accrued from the programme. Moreover, CDCs were intended as interim bodies, pending the election of village councils, but the infrastructure for such an elective process is not yet in place. The sustainability of the concept will depend on these councils sourcing funds outside of NSP (a few already do), and the commensurate capacity development this entails. There is still a mismatch between project delivery and capacity development, with NSP accepting that the latter lags behind.⁴¹ Paradoxically, there has been a temporary surge – and hence overload – of donor financing for NSP in 2014 as the commitment to increase development assistance accompanies the drawdown of military assistance.

However, it is important to note that **since all projects are outsourced with various layers of subcontracting, the quality of ongoing gender analysis is very much subject to the capacities of partners.** The increasing 'bunkerisation'⁴² of international staff both within the EU itself and within international partners due to insecurity means that analysis and monitoring is remotely managed, depending increasingly on national implementing bodies. Only cursory validation has been possible through twice-yearly RAMs (Results Assessment Mission, previously Results-Oriented Monitoring) and occasional project evaluations. One consequence has been a weighting towards numerical outputs (number of persons trained, etc.) without regular commensurate local analysis of qualitative constraints that might inform a change in programme approaches. This is not peculiar to EU projects. Much progress has been made in the flagship Afghan programmes such as the NSP within the multi-donor ARTF, and the EU has consistently advocated for improved gender reporting in these, but contextual constraints (especially security) should not be under-estimated. This is a frustration for EUD staff who have had to increasingly rely on secondary sources of information.

Gender analysis has been carefully integrated into the design and reviews of the EU Delegation programmes analysed, all of which are in the social sectors. The EU's specific aid instruments and thematic programmes used to promote the involvement of civil society organisations in development and to address gender issues in a more direct way include the European Instrument for Democracy and Human Rights (EIDHR), the Non-State Actors and Local Authorities (NSA-LA) and Social Protection for Women.

In addition to the funds made available for bilateral cooperation, Afghanistan benefits from EU

³⁸ There are numerous individual reports for what is a very extensive national programme. For example, Sippi Azerbaijani-Moghaddam, *A Study of Gender Equity through the National Solidarity Programme's Community Development Councils*, DACAAR. The study examines seven of the 34 provinces covered by NSP.

³⁹ MFA, Finland, Kabul (7 March 2012), Note on ARTF external evaluation.

⁴⁰ Briefing by Scanteam, 'ARTF: stock-taking and looking ahead', Kabul 25 June 2012. Powerpoint.

⁴¹ Interview with NSP officer, World Bank, Dubai, May 2014.

⁴² A commonly used phrase to describe the fact that all international offices, embassies and, indeed, government buildings are behind heavily-guarded bunkers. More importantly, the movement of international staff is highly restricted, and it is not unusual to find international staff who have never travelled beyond the immediate confines of Kabul.

regional programmes for Asia such as the Aid for Uprooted People programme, as well as from thematic programme support such as the Food Security Thematic Programme (FSTP) and the EIDHR.

The Gender Marker procedure is implemented efficiently, but apparently only at project design stage. RAM reporting is fairly generic, apart from for specific gender projects. For example, the much-touted 38% female participation in CDCs (the backbone of the NSP) is not sufficient to gauge the extent of empowerment; in some reported cases female participation (a requirement for funding) does not translate to power sharing.

Mainstreaming in dialogue processes

Evidence was found for increasing prioritisation of gender issues in sector policy dialogue processes, particularly those at national levels. Disappointments over the lack of reform in wider governance and the prevalence of corruption in Afghanistan should not detract from EU successes in certain fields. EU aid to the Ministry for Rural Rehabilitation and Development (MRRD) was having a good effect by 2011 – agricultural production increased significantly as a result of EU programmes. In 2010 the EU felt particularly satisfied with the MRRD, making a contribution to the ministerial main budget of EUR 60 million. The capacity of the Independent Directorate for Local Governance (IDLG) had also improved with EU help – even if it lacked the political weight to improve governance in many Afghan provinces. The Basic Package of Health Services (BPHS) programme also continued to draw praise.

The EU Delegation took a strong stance in negotiations around the inclusion of gender-responsive health indicators within its support to the MoPH. It has played a prominent part in promoting the role of women in governance, notably in the police and in access to and representation in judicial processes. Police training in Afghanistan hitherto involved little or no training in gender-based violence or women's rights, particularly as training has been increasingly focused on counter-insurgency and security skills rather than crime prevention, crime solving and community policing.

Consultations with civil society and other stakeholders, notably UN Women, are prioritised and held regularly to inform policy dialogue.

The EU has taken a strong role in coordinating responses to gender issues. The EU hosts and chairs the bi-weekly EU Human Rights and Gender Working Group, to which all Member States are invited, along with other donor countries and UN agencies that are particularly active in this field. In addition a monthly Gender Donor Coordination Group is hosted by UN Women, which the EU regularly attends.

The Afghan government had failed to take proactive measures to prevent gender-based violence, investigate crimes, prosecute perpetrators, and ensure victims' safety and access to services.⁴³ The reform of the legal sector has been slow and to a large extent disconnected from the wider reform of the security sector. However, the EU has been supporting with EUR 20 million the Justice Service Delivery Project (JSDP) within ARTF to increase the access to justice and use of legal services and to assist the government in implementing the government's National Priority Program in the justice sector (NPP5). The EU also contributed to the UNDP's Justice and Human Rights in Afghanistan Phase I project for strengthening the capacity of district level formal justice personnel to deliver justice and uphold human rights.

The EU continues to be a key player championing women's rights through its political dialogue with the Afghan institutions, particularly regarding the implementation of the EVAW Law (a hard deliverable of the TMAF) and the National Action Plan for Women (NAPWA) run by the Ministry of Women's Affairs. The government has been urged to address widespread traditional customs which discriminate against women and girls and to comply with national

⁴³ 'We Have the Promises of the World' Women's Rights in Afghanistan, 2009

and international standards. The EU advocated with lawmakers that legislative acts comply with international human rights standards in promoting women's rights.

The size, scope and duration of EU funding, particularly within many of the government's running programmes, enhance its potential to advocate for reform and change the EU, notably through robust advocacy of the EU Head of Delegation, regularly raised its concerns regarding women's rights with the Afghan authorities and relevant ministries both on issues of legislation and policies and with respect to individual cases. The EU meets with female civil society leaders, MPs and women rights groups to discuss concerns, plans and activities to better understand their concerns and voice them to relevant actors. Common challenges to these consultations, as expressed by non-EU Delegation stakeholders, include a lack of reciprocity in information sharing by the EU Delegation as well as the financial burden placed on civil society in responding to frequent consultations, without a corresponding investment in the organisational structures of NGOs.

Mainstreaming in programmes and projects

The EU's heavy reliance on ARTF (and NSP within it) seems to have been vindicated by external evaluation. As indicated above, there has been a strong emphasis on GEWE within the NSP in particular. The evaluation of the NSP undertaken by the University of York⁴⁴ assessed that in those villages where the NSP is active (i.e., the municipalities in which the villagers themselves plan and implement the central government funds supported by small-scale projects), public trust in government is significantly higher than in the villages where the NSP is not present. The strength of the NSP is that it leans on local population participation and is able to operate in high-risk areas in the south and east that are normally inaccessible to NGOs.

More broadly, **sex-disaggregated indicators and gender equality performance indicators have been consistently and appropriately incorporated in the initiatives reviewed.** Gender-responsive indicators have been included as performance indicators. The EU Delegation is serious about gender equality, moving beyond rhetoric to ensure that non-performance on gender issues will have financial implications. Most respondents found that the EU Delegation is a 'serious social partner' in this respect.

Yet gender is still largely interpreted as 'women'. The cultural environment may confirm this, but there is little evidence of innovative programming for male youths (gender awareness), for example. The EIDHR/NSA call could include this in the future. We further note that gender 'mainstreaming' is frequently represented quantitatively in terms of participating numbers, but the **quality and impact** of participation needs to be examined more thoroughly. Moreover, insisting that gender is 'mainstreamed' can lead to the assumption that specific measures and issues do not need to be addressed, allowing gender to become invisible in some cases.

Looking forward, if measured in terms of three to five years, donor trends suggest that the larger programmes within ARTF and the governance and capacity development programmes of the UN and EU will prevail at roughly current levels with measurable benefits accrued to individuals and communities dependent on external funding. **Heavy aid dependency will continue throughout transition (2012–2014) and the transformation decade (2015–2025), but with considerable funding gaps to finance its security and non-security expenditures.**⁴⁵ The withdrawal of ISAF troops and the decrease in funding flows are expected to create a budget deficit of some 30–40% in 2014–2016, the 'atmosphere of general uncertainty will expose the country to considerable risks', and may compromise human rights and in particular the position of women and girls, with rising tension between ethnic and

⁴⁴ Post-War Reconstruction & Development Unit, University of York 2006 Mid-Term Evaluation Report of the National Solidarity Programme (NSP) Afghanistan. May 2006.

⁴⁵ Ministry of Finance 201 Development Cooperation Report.

religious groups.⁴⁶

Internal mainstreaming

The EUD in Afghanistan is using institutional guidance and tools for gender mainstreaming.

Evidence was provided of the consistent use of:

- gender checklist for quality control on gender mainstreaming
- annual eu gender action plan report
- gender marker
- country gender profile
- tender evaluation matrix (issued by headquarters) which requires attention to cross-cutting issues such as gender.

In terms of relevance, the **most relevant tool for gender mainstreaming was the Gender Checklist**, for which some training has been provided and which can support staff in going deeper into their analysis. By contrast, the Gender Marker, although used systematically in the Common External Relations Information System (CRIS), was not known by some staff, and even those who knew about it do not appear to use it for the development of project ideas. Likewise, the EU Gender Action Plan is regarded as a generic strategy statement rather than a useful reference document.

At country level, **leadership on advocacy in particular has been provided via the Head of Delegation**. Several evaluation respondents commented on the strong lead on GEWE issues from the EU Ambassador. From 2010 the Office of the EU's Special Representative (EUSR) merged with the EU Commission into one single EU representation in Kabul. The new double-hatted EUSR/Head of Delegation (HoD) now represents, coordinates, and negotiates on behalf of the EU and promoting EU policy objectives in close connection with the EU Member States in Afghanistan.

Based on **the Netherlands'** Afghanistan policy documents as well as interviews with the Embassy staff, we observe that while gender and human rights are identified as cross-cutting themes, neither in the past (the time frame of this evaluation 2007–13) nor in the multi-annual strategic plan 2014–2017 has a thorough gender analysis been carried out. According to local staff in the Dutch Embassy in Afghanistan, there was no particular focus on making a sound analysis. Although this person stated that some consultation and discussion took place in this regard, the current strategic plan only sets a desire to maintain the same situation as 2013 and 2014, for the next three years as its goal. Instead of setting goals for further improving or advancing, a conservative Dutch approach points to preserving achievements so far, due to the existing instability in the country and increasing level of concern over changes in the government leadership and the future engagement of the international community.

In terms of staff and their role addressing gender issues, the changes in the overall Dutch engagements have also affected this process. For instance, the size of the Dutch Embassy staff has decreased to six expatriates from a large team where a development cooperation section had a gender specialist on its team. Currently, there is only one person who is the head of development cooperation, and the deputy head of mission is to oversee all Dutch priorities with regard to development interventions. Although there is one national officer for gender and civil society, her role is less visible than the previous Dutch national.

Most current programmes are those initiated in previous years. According to the staff interviewed, a thorough gender analysis was not possible due to staff shortages and also the changing situation on the ground (e.g., increasing security challenges, decrease in funding availability, etc.).

⁴⁶ Government White Paper to Parliament on the situation in Afghanistan and Finland's support to Afghanistan, including participation in Civilian Crisis Management, Unofficial Translation Draft, 12 December 2011. P1.

The Netherlands worked bilaterally and also continued to contribute to multilateral large funding schemes and Trust Funds. Similar to the EU, it also supports directly some of the national NGOs working on women's issues. (See further details on these engagements in the Context section.) Their focus is mainly on funding MDTFs such as LOTFA, ARTF, etc. The bilateral projects focus on security, the rule of law, human rights and gender.

3.2 Cluster A: Coordination and Complementarity

Most donors are aware of the disconnect between the improvements made at central government level (particularly within the Ministry of Finance) and the prevalence of poor governance at sub-national levels where state legitimacy is challenged most. In part this is due to access limitations in certain parts of the country, but also the inability of the central government to allocate funds in a regular manner, and in accordance with provincial development plans.⁴⁷ Meanwhile, the sustainability of national development programmes, if measured in terms of the ability of the government to maintain major on-budget initiatives without external funding, is simply not debated when less than 6% of nationally generated resources go towards social services.

In 2010–11, the World Bank estimated that just 12% of international aid to Afghanistan was delivered 'on-budget' and the Afghan government estimated that 82% of external aid from 2002–10 bypassed the government.⁴⁸ Yet even when aid is delivered through the government, it has a limited absorptive capacity. For example, the Afghan government is currently able to spend only an estimated 18 to 20% of the aid allocated to it by the US government.⁴⁹ Where the Afghan government has succeeded in extending infrastructure, strengthening access to markets and improving access to basic services, it is largely reliant on services provided by the UN and NGOs. Contrary to popular perceptions, however, levels of development cooperation are not set to decline in the short term – at least not for the major on-budget programmes such as ARTF – even if the drawdown of international military forces will have a negative economic impact.

The donor commitments towards TMAF included several specific goals and related indicators relating to GEWE. For example, the Governance, Rule of Law and Human Rights goal was: 'Improve access to justice for all, in particular women, by ensuring that the Constitution and other fundamental laws are enforced expeditiously, fairly and transparently; ensure that women can fully enjoy their economic, social, civil, political and cultural rights; fight against corruption, including strengthening counter-narcotics efforts; and improve the capacity of state institutions.'⁵⁰ It is important therefore to place the EU's commitments in this wider context. Most larger donors' pledges at the 2012 Tokyo Conference were conditional on the Afghan government making major reforms to fight corruption and making efficient and flexible use of aid. However, it was unlikely that the Afghan government would be able to deliver more than modest reforms. The problem of using aid to offset outside spending cuts and meet current Afghan needs goes far beyond economic development. The USD 16 billion pledged post-Tokyo as part of the TMAF Hard Deliverables (July 2012) was not tied to any credible assessment of actual requirements, plans for meeting them, and combined assessment of how to deal with the massive uncertainties in both the military and economic aspects of transition.⁵¹

⁴⁷ UN 2009 *The situation in Afghanistan and its implications for international peace and security, Report of the Secretary-General*, 10 March 2009.

⁴⁸ World Bank, *Afghanistan in Transition: Looking Beyond 2014*, May 2012; Government of Afghanistan Ministry of Finance, *Development Cooperation Report*, 2010

⁴⁹ 'Aid Agencies in Afghanistan Fear Reversal after US Exit', *NY Times*, 5 December 2011.

⁵⁰ Annex, Tokyo Mutual Accountability Framework, July 8, 2012.

⁵¹ See, for example, Anthony Cordesman, 'Afghanistan and the Tokyo Conference: Hope, Fantasy and Failure', Centre for Strategic and International Studies, July 2012. <http://csis.org/publication/afghanistan-and-tokyo-conference-hope-fantasy-and-failure>

There remains a significant disconnect between donor views on the success of aid coordination and those of government, parliament, civil society and the Afghan private sector, all of whom rate donor performance as 'poor' in this respect. The evaluation was, predictably, assailed with stories of overlapping initiatives, duplication in technical assistance and competition for 'clients' through whom to implement projects. This last point is particularly pertinent to the NSP. Central to the approach is the creation and sustainability of CDCs across the country. These are elected bodies (including mandatory equal representation of women) with their own bank account, and many are maturing to the extent that they are able to seek funding beyond the NSP block grants. Yet some large donors (notably the US) still insist on working through their own parallel village committees.

The Afghan view is that the Afghanistan government's new Aid Management Policy (AMP) is a good document supported by donors in Kabul, but that donor headquarters undercut the positions taken by their officials in the field. Driving the debate over aid effectiveness, donor coordination and aid modalities are external issues such as the domestic political climate and financial crisis in donor countries, the military campaign and upcoming withdrawal, and anti-corruption issues.⁵²

The EU+ Working Group on Human Rights and Gender has two forms: a smaller group comprising EU Member States, Norway and EUPOL; and a larger group (bi-monthly meetings) that adds the following members: US, Australia, Canada, Japan, UN Women, AIHRC and UNAMA.

Because so much depends on the dynamism of individuals, it is not possible to say that efforts to improve coordination at EU level have resulted in more effective dialogue relating to gender equality and women's empowerment. There have been some differences of view between international organisations over the effectiveness of the strong EU gender lobby. These show how, in a notoriously conservative society like Afghanistan, there is no easy formula for the balance between 'push' and 'pull' factors. The first difference concerns the UNSCR 1325 National Action Plan. EU efforts in promoting this are generally appreciated, but the UN in particular questions the extent to which government (Ministry of Foreign Affairs – MoFA and MoWA) should be 'pushed' on implementing the Plan. In assessing the slow pace of development within these ministries, the EU has tended to be more proactive and forthright in its advocacy.

The second example of differences of view relates to the EAW Law. From three national sources we heard that there had been cases of potential political 'entrapment' of the EU, particularly over the EAW Law. The EU pushed for the EAW Law to be passed through parliament despite having received warnings against this. The eventual consensus (EU, UNAMA, US, and most Member States) was that it should, indeed, be submitted to the parliamentary session, but the result was a refusal to accept it, with some conservative MPs declaring it as 'un-Islamic'. Moreover, although international agreements, in particular those that endorse the NAPWA and EAW laws, make funding conditional upon delivery within certain time periods, the EU, along with most donors, has not imposed sanctions in this respect. When the Afghan government failed to meet the July 2013 deadline set under the mutual accountability framework for a report on the application of the EAW Law across Afghanistan, international donors (including EU) voiced criticisms, but did not suspend their funding.⁵³

There are also differences of opinion between some Member States, the UN and EU over the

⁵² See, for example, Jon Bennett et al, 'Country Portfolio Evaluation: WFP Afghanistan', IOD-PARC, August 2012.

⁵³ Oxfam Briefing Paper 200: 'Behind Closed Doors: the risk of denying women a voice in determining Afghanistan's future', 24 November 2014

wisdom of selecting individual cases taken up through the EU+ Human Rights and Gender Working Group.⁵⁴ These differences are not only a reflection of mandate and approach, but also pertain to issues of protection and contextual knowledge (i.e., the wider picture in which the case is located). To address this, it would be highly beneficial to include some of the national implementing partners in the Gender Working Group, and utilise their field expertise. Several respondents noted a lack of integration of gender issues into certain sector-specific meetings of donor coordination groups (for example, economic growth and shelter sectors).

3.3 Cluster B: Instruments

The **EU Delegation has treated GEWE as a cross-cutting issue in all programmes and initiatives reviewed.** Attention has been given to GEWE in documentation reviewed and in related strategic dialogue with government and civil society. Gender-sensitive data are included in monitoring. However, the EU Delegation recognises the need for an institutional capacity development of national partners to increase levels of gender analysis and sensitivity at all levels of programming.

Gender equality and women's empowerment is given significant prominence within the different EU instruments and modalities. The EU has targeted and prioritised its different development aid instruments and thematic programmes (EIDHR, NSA-LA, Social protection for Women) towards gender equality, promoting the participation and voice of Afghan women in political and public life and fighting against widespread violence. 70% of the ongoing projects with civil society counterparts focus on women's rights, with a number of them focused specifically on gender-based violence. During 2013, the EU Delegation managed 23 contracts with a total volume of EUR 12.8 million under EIDHR, NSA-LA and humanitarian aid (HUM) budget lines, of which five concluded their activities in 2013.

Afghanistan benefits from the Country-Based Support Scheme of the EIDHR under which, during the periods October 2011–November 2012 and October 2013–April 2014, 10 human rights projects were under way (seven of them specifically targeting women's rights and three addressing Empowering Civil Society Actors in promoting and safeguarding pluralism and respect for human rights with special attention paid to IDPs, women and girls).⁵⁵

In 2013 with respect to women, the EIDHR instrument has been used to support (1) the Shuhada Organisation – the Learn, Speak and Spread Project that helps empower women through the support of independent media, and (2) the Afghan Education Production Organisation – the Pathways to Participation Project, an integrated media project supporting Afghan women's participation in public life. Under the Instrument for Stability – and complementary to its substantial support to the LOTFA – the EU has provided funding for the construction of two police training centres, the Staff College in Kabul and a Regional Training Centre in Bamyan, with a special wing for women police officers.

3.4 Cluster C: Engaging Actors and Partners, Notably in Combatting GbV in Different Contexts

The EU has promoted and supported combatting GbV in a manner responsive to country needs, context and opportunities. The EU Delegation has engaged with partner governments and other partners in combatting GbV and the development of relevant support strategies.

The EU funds services and advocacy but, according to several respondents, has not taken responsibility for protecting the people who provide those services. Women rights activists

⁵⁴ This was confirmed through interviews with a number of respondents in Kabul.

⁵⁵ 2014 EU Report on GAP implementation (July 2013-June 2014).

have been threatened; there was a negative reaction to the work of advocates on EVAW from some (male) quarters within the population. Medica Afghanistan, for instance, had a leading role in advocacy, supported by EU.⁵⁶ One staff member met by the evaluators was forced to move house as a result of harassment. The EU has guidelines for the protection of women human rights defenders, but this does not appear to extend to project implementers.⁵⁷

We looked particularly at the project 'Breaking the gender silence: Men and Women as catalyst for promoting women's human rights' (EIDHR/2012/303-424) implemented by Afghanaid. The project made particular headway with respect to raising awareness over the rights of women, combining this with tangible economic support through creating five women resource centres for economic enterprise. Awareness raising, however, is a long-term process and could not be fully equated (or indeed attributed) during a two-year project duration.

The EU's work on UNSC 1325 has been consistent, though in the Afghanistan context progress is still slow. In providing continued support for the implementation of UNSCR 1325 the EU participates in a National Steering Committee at Deputy Minister Level and a technical working group. The EU has provided technical support to the High Peace Council in drafting their work strategy for the implementation of 1325, and also has facilitated and funded mediation training for members of the High Peace Council and certain Provincial Peace Councils, with a focus on the female representatives. Two specific examples of this work are:

- Associació per als Drets Humans a l'Afganistan (EIDHR/ 2012/303-519) contributing to incorporate the voices, demands and claims for justice, peace and reconciliation of victims and survivors of war crimes in political transition in Afghanistan; working on building up the capacity to mobilise women victims of war in Mazar-e-Sharif and Kabul through their organisation as a support group.
- Care International UK LBG (EIDHR/ 2012 / 303-584) monitoring and report on the impact of Transition and Peace & Reconciliation on women's rights in Afghanistan.

3.5 Cluster D: Achievement of GEWE Objectives

With its partners the EU has developed Theory of Change (ToC) indicators at project level but these are not always fully understood by partners; particularly the reporting of results beyond input/output and the understanding of how to report exogenous factors that have an impact on progress. Reporting on higher level ToC indicators (outcomes, impact) is inconsistent, as acknowledged in the RAMs. The issue is not particular to EU projects, but it does have a bearing on the reporting of GEWE outcomes. Frequently, **appreciation of gender issues is reduced to numerical outputs – how many women are trained, percentage of participation, etc. – without enquiry into how this affects longer-term economic and/or political empowerment of women.**

The LOTFA is a mechanism established in 2002 by UNDP to enable the international community to mobilise resources to strengthen the country's law enforcement. The EU has, throughout the evaluation period, supported LOTFA with funds used to pay salaries to police officers and Central Prison Department guards, build infrastructure such as police check points, and support the professionalisation of police officers – with a special focus on the professionalisation of women in the force. The EU has been the third largest donor to LOTFA after the US and Japan.

LOTFA has provided thorough gender analysis in the identification report as well as in partner evaluations. LOTFA supports the functional and operational capacity of Family Response Units and Gender and Human Rights Units and works with the Ministry of Interior

⁵⁶ Medica Afghanistan (2013), *The EVAW Law in Medica Afghanistan's Legal Aid Practice*, Fatma Boggio-Cosadia, June 2013.

⁵⁷ Interviews with Afghan NGOs (Medica Afghanistan, Justice for All, Legal and Cultural Services for Afghan Women and Children), October 2014.

Affairs (MoIA) and other partners to ensure a safe and equal working environment for both men and women police. In particular we note that LOTFA has provided support to more than 100 Family Response Units (FRUs) and 50 Gender Mainstreaming Units (GMUs) in Afghanistan. FRUs investigate domestic violence cases. GMUs ensure MoIA gender-related interventions are implemented at provincial and district level, including the recruitment of women police.

The EU and other donors are currently focusing on LOTFA Pillars II and III, in which institutional reform and gender issues are addressed. The target of 5,000 women in the national police force has not been reached, but issues of female abuse within the force have begun to be addressed more consistently. As the competency of the national army increases, the counter-insurgency role of the police force has reduced. More recently, several other (as yet unresolved) issues have emerged, including the lack of transparency over corporate tax and the use of pension funds extracted from police salaries at source.⁵⁸

Although well established within the pooled funds, results management needs to further highlight economic and employment results emanating from large programmes such as those within the ARTF. This has yet to include thorough disaggregated data on results, including how, for example, SME projects targeting women contribute to household as well as local economy.

The EU's work on promoting EAW Law is well regarded, but there remains a long way to go in ensuring knowledge and adherence across the country. According to Oxfam, by 2012 the EAW Law was only implemented in 10 out of 34 provinces. Few women reportedly work in the Afghan justice system in non-urban areas. Cultural impediments prevail, with justice officials being unaware of, or unwilling to implement, laws related to women's rights. In addition, justice institutions are difficult for many Afghans to access. Oxfam reports that 87% of Afghan women have reportedly experienced some kind of physical, psychological or sexual abuse, including forced marriage.⁵⁹

Some individual GEWE projects funded by the EU have had a high degree of success. The Afghanaid EIDHR project demonstrates, albeit at a very local and geographically-specific level, how to foster an enabling environment for women to take a leading role in local institutions and political processes. Based on their analysis of gender-based inequalities, Afghanaid showed that women's participation and leadership in local governance were pursued in all aspects of the project. Afghanaid focused on men as well as women in promoting women's rights within a targeted geographical area. It is therefore likely that a gradual and relative increase in local men and women's awareness could result in changing levels of gender equality in the longer term.⁶⁰

3.6 Cluster E: Institutional Capacity to Deliver

Security impediments have created unforeseen delays for EU initiatives and the increasing 'bunkerisation' of EU staff since 2008 has put additional pressure on the necessity for remote management. Two-thirds of the expatriate staff of EUD were evacuated in 2012, leaving a skeleton Afghan team in charge. For almost 12 months the programme was managed remotely from headquarters in Brussels. One result was that 2013 was a particularly challenging year in which the capacity of the delegation had to be built almost from scratch, with 19 positions to be filled. At the time of the evaluation, there still

⁵⁸ Bennett, J. (2014) A Case Study on Peace and Development in Finland's Country Programme in Afghanistan, MFA Finland, file:///C:/Users/Owner/Downloads/Annex_5_%20%20A%20Case%20Study%20on%20Peace%20and%20Development%20in%20Finland's%20Country%20Programme%20in%20Afghanistan.pdf

⁵⁹ Oxfam Briefing Paper 200: 'Behind Closed Doors: the risk of denying women a voice in determining Afghanistan's future', 24 November 2014

⁶⁰ EU ROM Conclusion Sheet for Afghanaid, (September, 2014).

remained some key positions to be filled, including the Civil Society and Gender Task Manager (appointed and arriving in January 2015).⁶¹

A week of gender awareness training was provided to all staff in 2013 with a consultant from Europe, but there has been no follow-up. Some useful methodologies were introduced into the scrutiny of proposals, but some local staff complained of a lack of cultural knowledge and sensitivity within the training.⁶²

For the most part the programme staff interviewed had good knowledge of GEWE policies and concepts. Most are familiar with gender markers. As well as participating in annual World Bank supervision missions, the national staff conduct about 10 field missions per year, submitting monitoring reports with a gender component. These tend to contain largely numerical indicators. In the Rural Development and Water & Natural Resources teams there are no female staff members. There is a Gender Working Group within the NSP (the primary rural development component of the ARTF), but the EU has not yet attended this.

The level of staff involvement and capacity to report specifically on gender issues must be seen in relation to the huge scale and scope of the programme as a whole, particularly with respect to the ARTF. Close regular monitoring is the responsibility of the implementer, and verification is the responsibility of the fund administrator (World Bank), so the EU 'participates' and 'spot checks', but does not do independent comprehensive project-level monitoring. **There is a potential mismatch between the high expectations and demands coming from headquarters and the real constraints on time and field access of EUD staff in Afghanistan.** Even attendance at the many inter-donor coordination meetings requires careful time management and depends on staff availability. The tendency, therefore, is to 'front load' the gender element (i.e., at the design stage) without a commensurate ability to follow this consistently throughout the project duration.

4. Conclusions

The following drivers of success have been important:

- A common approach and consensus among most donors to maintain and persist with advocacy on gender issues at all levels of government and civil society, matched with consistent funding and support to those Afghan institutions that demonstrate commitment to international conventions and standards.
- EU high-level coherent and visible leadership in convening inter-donor dialogue on gender issues backed by strong programmatic gender priorities in development cooperation.
- Sufficiently flexible instruments (notably Instrument for Stability) to respond to emerging issues.
- Long-term EU engagement in certain sectors (health, security sector) with commensurate influence.

Obstacles that have limited further success include:

- Certain sectors (natural resource management, agriculture) where the EU Delegation has not sufficiently prioritised gender mainstreaming. This is not through lack of goodwill but an acknowledged lack of capacity and prioritisation.
- An imbalance between rhetoric (including programme objectives) and the realities of subcontracting to national organisations that may not have adequate training or give adequate attention to qualitative monitoring.

⁶¹ Interview with Head of Cooperation, October 2014

⁶² Interview with EUD national staff, October 2014

- Contextual (security) and institutional (staffing) constraints can impair the necessary follow through and verification monitoring of politically complex processes, especially those at provincial and district levels. Gender-sensitive programming is very much dependent on a narrow band of expertise where the demand for such expertise always outstrips supply.

There are a number of areas that the European Union and Member States may wish to consider as they move forward:

- **Prioritising gender equality beyond the social sectors.** Women's economic participation in projects beyond the household is still very limited. Delegation staff acknowledge that gender mainstreaming in the economic sector (especially in marketing and in the private sector) is weak, but few projects directly address this.
- **Addressing the risks associated with the prioritisation of gender as a cross-cutting issue by a number of Member States.** Although the economic impact of the withdrawal of troops in 2014 is likely to be severe, there is little evidence of a corresponding decline in aid programming from European donors; the EU commitments to 2020, for instance, bear this out. Gender mainstreaming, however, will require a significant investment in terms of building the capacity of generalist or sector staff, in terms of developing and ensuring the use of relevant tools within national implementing agents and in terms of monitoring and accountability for gender equality. In particular, given the continuing security threats and 'bunkerisation' of donors (and, indeed, international contract holders), a remote management strategy requires a different *modus operandi*.
- **Complementarity of work on gender equality.** The various gender working groups share information, but there should be greater efforts towards developing a joint strategy where synergies between projects at thematic and geographic levels are more apparent. For instance, we found that consultation with, and inclusion of, national NGOs in gender working groups was sporadic. Pooling resources for gender mainstreaming might also be considered, especially in training.

The field visit refutes desk review findings in a number of ways:

- There were strong examples of how **political dialogue** has been used to support the GEWE agenda.
- Addressing **violence against women** has become an increasing priority; but greater investment in public communication is required.
- The **Gender Marker** is used fairly systematically (although it is not seen as a tool that supports staff).

It confirms the following desk review findings:

- In some key sectors **gender analysis** could be improved. Sex-disaggregated indicators are commonly found in areas related to democracy, human rights and social sectors (primary and secondary education, maternal health, poverty reduction). They are non-existent in other areas of cooperation (trade, security, energy, water, transportation, etc.). However, the new country strategy is vastly improved with much stronger gender analysis. Again, however, the focus is on the social sectors. Decent employment for women, for example, could have had a far greater attention in the new framework, particularly in view of the declining indicators on female employment.
- **No institutional incentives** for mainstreaming could be found and there is an over-dependence on the gender focal point (GFP) (a national staff member with numerous other responsibilities). An international GFP is not due to arrive until 2015.
- Donor coordination mechanisms limited to centralised dialogue with partner governments.

Annexes

Annex 1: People Interviewed

Name	Position, institution
EU Delegation	
Haseena Akseer Sharifi	Programme Manager, HR, CS and Gender, EU
Milko van Goll	Head of Cooperation
Michael D. Pedersen	Human Rights and Rule of Law Advisor, EU
Luis Castellar Maymo	Task Manager for Gender, Human Rights and CS, EU
Mario G. Varranti	Head of Governance and Accountability, EU
Andrea F. Bravo	Head of Section, Agriculture & Rural Development
Emily Winterbottom	Political and Reintegration Advisor, EU
Wali Mohamad Farhudi	Senior Programme Manager, Rural Development, EU
Eng. Khudaidad Mohammad	Water & Natural Resources, Mgt. Unit, EU
Government of Afghanistan	
Doctor Qadir	General Director of Policy, Planning MoPH
Dr Shahla Samimi	Officer at MoPH Gender Unit
Shinkay Karokhyel	Member of Parliament, Women's Rights leader
Ms Fauzaia Habibi	Deputy Minister of Women's Affairs
NGOs	
Abdul Rahman Tariq	Programme Director, Afghanaid
Farida Faqiri	Education Manager, EIDHR EU project, Afghanaid
Amina Nurmamadshoeva	M&E Learner Manager, Afghanaid
Kazee ErshadurRashid	Deputy PDKM, Afghanaid
Sulyman Sarwari	Deputy Director, Afghanaid
Leeda Yaqoobi	Programme Manager, AWN
Robina Hamdard	Advocacy Manager, AWN
Najia Karimi	Executive Director, HAWCA
Mohammad Hashim	Programme Manager, HAWA
Ahmad Seyar	Gender Specialist at MoJ, EU project Beneficiary (AWN)
UN/Donors	
Pamila Fatima Husain	Deputy Country Representative, UN Women
Elzira Sagynbaeva	Country Representative, UN Women
Huma Khan	Human Rights Unit where Gender is also covered UNAMA
Karen Boven	The Netherlands Embassy, Kabul
Project Beneficiaries	
Project Beneficiary 1	Village Representative, Shakardara, Kabul
Project Beneficiary 2	Village Representative, Shakardara, Kabul
Project Beneficiary 3	Police Officer from Shakardara district, Kabul
Project Beneficiary 4	Investigator from Special EAW Unit at General Prosecutor's Office
Project Beneficiary 5	Investigator from Special EAW Unit at General Prosecutor's office

Annex 2: Projects and Programmes Specifically Considered

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Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for Armenia

Prepared by Teresa Durand and Vladimir Osipov

April 2015

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List of Acronyms and Abbreviations

CSO	Civil Society Organisation
CSP	Country Strategy Paper
ENPI	European Neighbourhood & Partnership Instrument
FAO	Food and Agriculture Organization
GAP	Gender Action Plan
GbV	Gender-based violence
GDP	Gross Domestic Product
GE	Gender Equity
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GIZ	Gesellschaft für Internationale Zusammenarbeit (German Society for International Cooperation)
GNI	Gross National Income
GoA	Government of Armenia
GTG	Gender Theme Group
HDI	Human development index
ILO	International Labour Organization
IOM	International Organisation for Migration
LGBT	Lesbian, Gay, Bisexual and Transvestite
MS	Member State
NGO	Non-Governmental Organisation
OCHA	Office for Coordination of Humanitarian Affairs
OSCE	Organization for Security and Cooperation in Europe
SIDA	Swedish International Development Agency
SME	Small and Medium Enterprises
STD	Sexually Transmitted Disease
TAP	Technical and administrative provisions
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNDSS	UN Department of Safety and Security
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
VET	Vocational Education and Training
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization
WILD	Women in Local Democracy

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EU and Member States in development cooperation in the 2010–2013;
- the extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–13.

The **purpose** of the visit was to collect information from EU Delegation staff, partner agencies, project implementers and beneficiaries about the approach adopted by the EU to promote GEWE at the country level, and the results, outcomes and impacts achieved. The country visits follow completion of the desk phase and are expected to: address information gaps identified in the desk report relating to 14 evaluation questions; reflect on the preliminary findings presented in the desk report and confirm or challenge them; and test hypotheses presented in the desk report.

Armenia was selected as one of the 11 country cases for the EU evaluation. The countries were selected based on the following criteria: importance of EU support in the country; covering all major regions; broader learning potential; country coverage of earlier and ongoing evaluations; political and economic context (stable, fragile, post-conflict, etc.); existence of budget support cooperation; and geographical priorities of the Member States involved in the Reference Group.

Armenia was selected as a case study because it is a reform-oriented, lower-middle-income country in the European Neighbourhood, which receives EU support in the form of technical assistance, budget support and twinning. Promoting GEWE has been a national government priority since independence in 1991. The focal Member States for this evaluation, the Netherlands and Spain, do not engage in significant development cooperation in Armenia and do not therefore form part of this case study.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. The field mission took place from 22 to 26 September 2014 and included individual and small group interviews with 28 stakeholders, including:

- 8 staff from the EUD
- 13 people representing 9 partner organisations and government officials (government, multilateral, NGOs)
- 5 donor representatives
- 2 people from organisations of the women's movement or the academia.

(See Annex 3 for details of people contacted and interviewed.)

Data collection was carried out using an interview guide specifically developed for the country visits of this evaluation, thus ensuring coherence in data collection. In order to triangulate the findings from the interviews and the desk phase, the country team reviewed 45 documents (see Annex 2 for details).

1.2 Selection of Projects to Study

To feed into the wider evaluation, each country case study was expected to assess:

- gender mainstreaming in budget support operations where they exist
- gender mainstreaming in selected focal sectors
- up to five gender-specific projects.

For the Armenia country case study, the country team selected 10 projects/programmes through an open discussion with the EUD Gender Focal Point and the Geographical Desk Officer. The projects and programmes selected cover all priority sectors of the EU country programming in Armenia:

Democratic structures and good governance

1. Support to the State Migration Service for Strengthening of Migration Management in Armenia – the 'Twinning Project' – supported by the EU, Sweden and Poland. AM11/ENP-PCA/JH/12.

Regulatory reform and administrative capacity building

2. Multi-sector budget support: Support to the Government of Armenia for the implementation of the ENP Action Plan and preparations for the future Association Agreement. ENPI/2011/023-094 (2012–2015).
3. EU Advisory Group to Armenia – implemented by United Nations Development Programme (UNDP), policy development support initiative.
4. Sectoral budget support: support to Justice Reform Phase II Sector. ENPI/2012/023-600 (2012–2014).
5. Sector budget support programme: Continuation of Vocational Education and Training (VET) Reform and Development of an Employment Strategy. ENPI/2009/21-066 and ENPI/2012/024-345 (2009–2011/2011–2015).

Support for poverty reduction efforts

6. Promoting Equal Rights and Equal Opportunities in Armenia: Women in Local Democracy, implemented by UNDP. C-287857 (2012–2015).
7. Social and Economic Empowerment of Women in Armenia, implemented by national NGO Armenian Young Women's Association. DCI-GENRE/2012/920 (2012–2015).
8. Gender-Based and Domestic Violence project, implemented by national NGO, the Centre for Innovative Research and Development. EuropeAid/129-805/I/ACT/AM (2010–2012).
9. Mitigating Social Consequences of Labour Migration and Maximizing Migrants' Involvement in Local Development – implemented by United Nations Children's Fund (UNICEF). EuropeAid/131-088/C/ACT/Multi-2 (2012–2015).
10. Support of Circular Migration and Reintegration Process in Armenia – implemented by People in Need (Czech Republic NGO). Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum. DCI-MIGR/2012/282-525 (2012–2015).

2. Country and development partner context

2.1 Gender Equality and Women's Empowerment in Armenia

While Armenia is a lower-middle-income country with a transition economy, it has been making consistent efforts with the support from European and other international organisations to carry out reforms to increase the country's economic competitiveness, reduce poverty and combat corruption with a view to building a fully-fledged free-market economy and democracy (see more details in Annex 4 on the socioeconomic context).

The Armenian Government has affected a number of important reforms in the public sector and, among them, has also specifically addressed women's and gender equality-related

issues. Since its independence in 1991, Armenia has ratified over 50 Conventions and other international legal instruments that seek to eliminate discrimination, including discrimination against women, and attain higher standards for democratic governance, gender equality, and human rights.

According to the EUD Armenia Gender Country Profile (2013), the Constitution of Armenia is gender sensitive, and the *de jure* rights of men and women are protected equally. Over the past 15 years, Armenia has modified and adopted several codes and laws that indirectly reflect gender issues, in particular in the areas of labour policy, education, pensions and reproductive rights.

In 2000, a Women's Council affiliated with the Prime Minister was established as an advisory body, which has been instrumental in advocating, supporting and promoting initiatives in the GEWE field. In May 2002, by the Prime Minister's decree, a post of Deputy Minister responsible for women's and gender issues was created in the Ministry. The Ministry was subsequently designated an 'authorised body' to deal with women's issues and to coordinate all women-related activities of other Ministries. In 2011, gender policy implementation commissions were set up in Regional Governors' Offices (headed by Deputy Regional Governors) and in the Yerevan City Hall (headed by the Deputy City Mayor).

In February 2010, the Armenian Government adopted the Gender Policy Concept Paper and in May 2011, the Armenian Government approved the *Republic of Armenia Gender Policy Strategic Action Plan for 2011–2015*, with a major focus on mainstreaming gender into all government's policies and programmes. In June 2011, the Armenian Government also approved the *2011–2015 Strategic Action Plan to Combat Gender-Based Violence*.

The Criminal Code, Labour Code, Family Code and Electoral Code were amended to better protect and guarantee women's rights. Before the 2012 parliamentary elections and 2012–2013 local elections a 20% gender quota was introduced for political party lists in proportional representation parliamentary elections and in the Yerevan City Council elections. The quota was instrumental in increasing, albeit not significantly, the percentage of female MPs (to 10.7% compared with 9.2% after the parliamentary elections of 2007). The percentage of women in the Yerevan City Council grew to 15%.

At present, women comprise 10.7% of Parliament Members (14 out of 131), 11% of Ministers (2 out of 18), and less than 10% of Deputy Ministers (5 out of 65). There are no female Governors among the 10 Governors (*marzpets*) and there is 1 female Deputy Governor among 21 Deputy Governors (deputy *marzpets*). On average, women constitute 11% of higher-level staff in public administration. There were no women among the 48 City Mayors, and there is one female among the 51 Deputy City Mayors. On average, females constitute about 0.5% of the city council members (*avagani*), and 2.6% of village community leaders. None of the 12 communities of Yerevan have female leaders or deputies.

In 2013, the National Assembly adopted the Law on the Provision of equal rights and equal opportunities for women and men, which defines direct and indirect gender-based discrimination, introduces liability for discrimination and guarantees equal rights and equal opportunities to women and men in political, social, economic, cultural and other public spheres, including public administration, labour and employment, entrepreneurship, health care and education.

An 'anti-gender' campaign was launched to demonise gender (the 'activists' spare no effort to misinterpret gender as exclusively advocacy and promotion of Lesbian, Gay, Bisexual and Transgender (LGBT) agenda, issues relating to incest, etc.) and to repeal the Law on the Provision of equal rights and equal opportunities for women and men. The Ministry responsible for gender equality in the government even recommended that the National Assembly remove

the terms gender and its derivatives from the law. Women's NGOs and experts succeeded in persuading the parliamentary Standing Committee not to do so. However, government bodies, including the Ministry of Labour and Social Issues (which is an 'authorised' body dealing with women's and gender issues), has virtually stopped using the term 'gender'.

2.2. European Commission Cooperation

Total EU assistance to Armenia is more than EUR 500 million since 1992 and annual support has been growing progressively over the years. As part of the European Neighbourhood Policy, Armenia benefits from the European Neighbourhood & Partnership Instrument (ENPI). The EU currently supports reforms in the areas of justice, democracy and human rights, vocational educational and training, migration, environment and nuclear safety, among others.

The assistance strategy for bilateral cooperation under the ENPI includes a mix of technical assistance, budget support and twinning. Armenia also benefits from cooperation activities financed under horizontal thematic programmes as well as the ENPI multi-country, regional programmes.

In the context of the European Neighbourhood Policy, the ENP Action Plan that contains concrete goals and actions to be achieved in the short and medium term, was agreed in November 2006. It covers democratisation, human rights, socioeconomic reform, poverty alleviation, energy, conflicts and other issues.

Negotiations on an Association Agreement were finalised in July 2013. The agreement was, however, not initiated because of Armenia's decision to join the Customs Union of Russia, Belarus and Kazakhstan, announced in September 2013.

2.3 Member States' Cooperation

Very few Member States have active development cooperation in Armenia in the evaluation period. Of those that do, the Government of Germany provides the most aid targeting GEWE.⁶³

Germany: The Government of Germany supports the Caucasus Initiative, which seeks to foster cooperation between Armenia, Azerbaijan and Georgia, and to support economic, social and political development in the region, thus helping to defuse conflicts. The Initiative supports regional measures in the fields of sustainable economic development, energy, the environment and democracy, municipal development and rule of law. No details on how GEWE is addressed under the Initiative's activities were available on the websites of BMZ⁶⁴ and Embassy of Germany in Armenia.⁶⁵

2.4 Other Donors

UN in Armenia: Currently the UN Armenia Office houses the following UN agencies, departments, funds and programmes: Food and Agriculture Organization (FAO), International Labour Organization (ILO), World Food Programme (WFP), World Health Organization (WHO), Joint United Nations Programme on HIV/AIDS (UNAIDS), UNDP, UN Department of Public Information (UNDPI), UN Department of Safety and Security (UNDSS), United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), UNICEF, United Nations Industrial Development Organisation (UNIDO) and UN Office for Coordination of Humanitarian Affairs (OCHA). The International Organisation for Migration (IOM) shares offices in the UN House.⁶⁶

⁶³ <http://stats.oecd.org/Index.aspx?DataSetCode=GENDER#>.

⁶⁴ http://www.bmz.de/en/what_we_do/countries_regions/Central-Eastern-and-South-Eastern-Europe/kaukasus/index.html

⁶⁵ <http://www.eriwan.diplo.de/Vertretung/eriwan/de/Startseite.html>

⁶⁶ http://www.un.am/en/Armenia_and_United_Nations#sthash.neZvaCtb.dpuf

3. Findings

3.1 Gender Mainstreaming

Integration of gender analysis into country strategies, programme design and reviews

The Country Strategy Paper (CSP) for Armenia (2007–13) states that gender should be mainstreamed into programmes. Gender issues were not adequately identified in the country analysis and so could not be used as the basis for decisions on strategic objectives. **Evidence collected during the country mission shows a low level of implementation of gender mainstreaming.** A gender differential reference is made in terms of the demographic impacts of labour migration (a low birth rate and more women than men present in the country) but this is not taken up in the programmes supported in the migration sector.

The first NIP (2007/10) includes several references to issues and the impact of social inequality –without defining the axis of inequality in the country. The second NIP (2011/13) identifies women (and children) as vulnerable subjects in human trafficking, and gender imbalances in unemployment, rural development and access to entrepreneurship. **One of the programmes reviewed responds to the identification of these needs, such as the socioeconomic empowerment of women in rural areas (Armenian Young Women's Association).**

The European Neighbourhood Policy includes a (short) analysis of social and cultural norms that discriminate against women. The 2014 Progress report picks this up and stresses that discrimination against women (and also LGBT) still exists. This recognition of gender inequality is translated into the new Single Support Framework for Armenia (2014–2017) which has three priority sectors of intervention: private sector development, public administration reform and justice sector reform. The support package (called Annual Action Programme 2014) provides in total EUR 19 million of bilateral allocation to Armenia in 2014 for two actions: (1) Support to small and medium enterprise (SME) development in Armenia (EUR 7 million); and (2) Support to human rights protection (EUR 12 million). This second priority support includes **the objective to develop effective gender equality mechanisms and protection of victims of domestic/gender-based violence.**

Gender analysis in programmes and projects

In spite of the reference to gender mainstreaming in the country strategy for Armenia, gender equality has not been mainstreamed in EU-funded programmes/projects and sectoral (and multi-sectoral) budget support (e.g., sector support to justice, sector support to vocational educational training [VET], sector support in migration). The GEWE-related questions during interviews were for the most part unexpected for the implementing partner organisations. Further, when they got engaged in the discussion concerning gender aspects of the projects, they did not see the need and/or potential for gender mainstreaming. The contention was that the projects were 'technical' in nature and affected both sexes equally, and that bottom-line gender equality was beyond the scope of their projects. Even when some specific components of the projects focused on one of the sexes, this was not analysed from a gender perspective and no specific gender aspects or dimensions were included (e.g., project in the migration sector). It is noteworthy that gender was equated by most respondents with women's issues.

The projects and programmes in the VET and migration sectors have not included a systematic gender perspective; at most female-focused activities are present. The Twinning project (supported by EU, Sweden and Poland) on asylum and incoming migration have introduced women's specific basic needs in a new sectoral legislative framework; but these have not been planned results. The UNICEF project providing support to families 'left behind'

have included women as main target beneficiaries, and there is an intention to work with men on health and parental care issues. The People in Need project that supports male returnee migrants (supported by the Czech Republic) has missed the opportunity to work on gender inequality issues in different project interventions, for example with men on issues of health (specially HIV/AIDS and STDs).

The sector budget support programme for VET does not incorporate gender-disaggregated indicators and gender equality performance indicators. No gender analysis has been made for this intervention. None of the five comprehensive groups of conditionalities included or made reference to GEWE. The only exception is a mention in Annex II of the Financing Agreement, which states that 'gender issues ... will be considered during the implementation of the SPSP.' However, there was no follow-up on that commitment in the programme documentation or in the ToR for the Programme Evaluation, in October 2013, or in the 2014 Inception Report for technical assistance regarding the continuation of the sector budget support programme. While GEWE issues were occasionally raised in the VET sector policy dialogue processes, they were never prioritised, as confirmed by respondents from EUD and the Ministry of Education and Science.

EUD staff informed the country team that women are under-represented in the legal system – 79% of judges are male, 21% are female and only 11% of members of the Constitutional Court are women. Further, interview evidence pointed to an indicator on equal number of women and men as judges within the Justice Budget Support. **Even though the technical and administrative provisions (TAPs) for the justice sectoral budget support makes a reference to gender being a cross-cutting issue** (together with human rights, governance and democracy), **it does not include women judges as a performance indicator** (neither is it mentioned in the final evaluation report).

The multi-sector budget support on public finance management / administration has been defined – by EUD staff – as not having a link to gender equality due to its technical focus. The TAPs for both phases of the support to the Government of Armenia for the implementation of the ENP Action Plan and preparations for the future Association Agreement do not include a reference to gender as a cross-cutting issue. Phase I TAPs makes a reference that the budget support aims to improve the use of government resources and therefore it will contribute to addressing issues related to poverty, access to basic needs, and gender. Phase II TAPs includes a reference to environment and human rights, but not to gender equality. Gender issues in the sector have been informally discussed between Germany (which provides technical assistance) and the EUD, but this has not resulted in concrete activities.

Mainstreaming in dialogue processes

Since 2009, the EU has been focused on strengthening awareness and visibility of GEWE in the country (such as tolerance and discrimination issues which are linked to equal opportunities for all) in its public interventions. The EU Ambassador stated that gender equality issues are systematically put on the agenda of the dialogue between the EU and Armenia. **Issues such as domestic violence and sex selective abortion⁶⁷ have been discussed during the annual human rights dialogue of the past years.** The available online

⁶⁷ Sex selective abortion is a significant social and political issue in Armenia. Abortion is completely legal up to 12 weeks into the pregnancy. The problem of sex-selective abortions became an urgent issue following the release of demographical statistics in 2010. Their publication led to critical discussions on the matter, organized by the UNFPA in Armenia. State statistics show that in 2010, 23,800 boys and 20,900 girls were born. This means that for every 114 male births, 100 female births were recorded. The accepted normal biological ratio is 102–106 boys to 100 girls. These statistics served as a basis for further critical discussions at national and international level. Moreover, during a visit to Armenia on June 15, 2012, the world-renowned expert on prenatal sex selection, Mr Christophe Guilamoto, said of the phenomenon that 'in 15 years, a significant proportion of Armenian men will not get married, while others will seek wives abroad. It will lead to migration and a decrease in population and increase in gender violence cases'. The fertility rate in the country is very low: 1.6. The reasons behind the practice of sex selective abortion are both cultural and demographic: women are perceived to have less value in society and men can migrate to work in Russia and send remittances to families, so they can better support the family economy (and elderly parents) later on in life.

summaries reviewed – third and fourth round – do not mention specifically gender equality or women's issues (full documents are not for disclosure). They nevertheless make reference to 'protection of vulnerable groups' and 'anti-discrimination' issues. **The human rights strategy for the EU in Armenia includes two specific actions on gender equality:** i) on monitoring the state policy programmes and exchange of information to ensure gender equality and ii) on ensuring enforcement of the law on equal rights and opportunities for women and men.

In summer 2013, there was a public debate in the media – led by Armenian NGOs financed from Russia – about the EU values and definition of gender equality. This was a politically motivated movement that arose at the same time as the EU and the Government of Armenia (GoA) were discussing the Association Agreement. The campaign targeted organisations aligned to EU principles and these values were framed as a threat to the national identity and values. The Armenian media spread misleading information, and civil society expected a stronger reaction from the EU and Member States (MSs) which never materialised.

This political momentum, named the 'anti-gender campaign' by gender experts and donors, affected not only the development of the national gender equality agenda, but the political dialogue between the government and the donors. The EU (the Delegation's political section) has been an active actor in the drafting and passing of recent laws on domestic violence and on equal rights for women and men. When the GoA decided first to dismiss the domestic violence law and then to question the concept of gender equality within the new approved law on equal rights, the EUD was a strong voice in the political and public debate that followed. The Association Agreement was never signed, and in autumn 2013 the GoA decided to join the pro-Russian Eurasian Customs Union.

The current political context shows a mixed picture: recent pressure and shrinking space for CSOs working on gender in Armenia and international organisations advocating for gender equality are perceived as externally imposing their agendas on the GoA. **The EU has been an active player in the engagement with civil society on human rights with clear results for the gender equality agenda.** There have been a few formal and informal consultations with civil society organisations, which have resulted in coordinated actions between donors to influence the government on gender equality issues.

The sectoral policy dialogue in the VET sector and in the migration sector does not include gender-sensitive indicators. Based on evidence collected, no gender equality issues or women's specific needs have been identified by either of the parties (i.e., GoA and EUD) in these sectors.

Both the GIZ and the EU are active donors in the public financial management / administration sector, but there have been no regular or technical discussions on gender aspects between them. GIZ maintains a regular dialogue with the EU but gender has not been discussed or included in concrete activities in the sector. GIZ concludes that there are two constraints for including gender in the sector: lack of capacity (the need to tackle the basic skills and knowledge of financing first, and then gender might come up as a demand); and the fact that the donors in this country work under a demand-driven approach, and gender issues (or gender-sensitive budgeting) have not come up on the government agenda.

Internal gender mainstreaming

The Brussels-based geographical unit (F1) has taken concrete steps on gender mainstreaming across all the Neighbourhood countries. One of the mechanism that the F1 has available for technical capacity is a secondment from MS Sweden (SIDA) which it is quite a unique feature and could prove to be a great opportunity to strengthen work done already in-country. The Unit F1 approach has been implemented quite intensively in Armenia: it combines, on the one hand, the HQ's and senior manager's **moderate level of commitment**

and, on the other hand, two tailor-made gender mainstreaming tools for Armenia.

A country-specific guidance on mainstreaming gender in projects and programmes, sector and general budget support has been recently (May 2014) designed and disseminated, but has not been applied yet. The Toolkit targets four sectors (public administration, justice/rule of law, private sector, and migration). It spells out key elements of a gendered human rights approach and the crucial factors to be considered within the gender mainstreaming processes in each individual sector as well as indicators and means of verification. It also provides a checklist for gender-sensitive assessment. It was claimed that the guidance on gender mainstreaming has not been used because it is new (two months old). But, in this period, discussions on new initiatives in the sectors focused by the tool had occurred and none of the interviewees mentioned the Armenian gender mainstreaming resources available. One explanation would be that these tools need time for proper absorption and embedding into the people's routine programming decisions.

Even though most EUD staff recognise the necessity of mainstreaming gender into all projects and programmes, no signs of personal commitment and willingness to take this agenda forward could be found. Evidence collected indicates that **no guidance on gender mainstreaming was provided by the EU to the implementing parties of the budget support programme in VET sector and of three projects in the migration sector.**

A mechanism of internal accountability on gender equality is present: **Brussels geographical unit quality assures the gender checklists and provides feedback when it is required.** But a couple of members of staff concluded that there are 10 people checking what one person does. **The Gender Action Plan (GAP) annual country report does not play a role as an internal accountability mechanism.** None of the interviewees mentioned the GAP or the annual reporting exercise.

3.2 Cluster A: Coordination and Complementarity

The donor coordination on GEWE has a strong leadership from non-EU actors (UN and OSCE). **The number of MSs who are active in GEWE in the country is extremely low.** The Germans are seen as active on gender equality but in fact they do not have GEWE-specific projects. If the GIZ is seen externally as an actor in gender, it is because the GIZ gender focal point (GFP) is a committed person.

The Gender Theme Group (GTG) has seen at times a clear articulation of objectives for policy and political dialogue with the GoA. It is a good space for actors to come together to share information and achieve an 'apparent' coordination, but some interviewees suggest that this should become a technical level group that engages in political dialogue.

During the 2013 anti-gender campaign, the GTG facilitated a series of internal dialogues between donors that ended up in a public statement signed by the OSCE, the EU, the UN, the Council of Europe and the United States. They urged the government to implement the law on equal rights and equal opportunities for women and men. This came after the Women's Council – a group chaired by the Prime Minister – issued its own statement, which reaffirmed the Government's commitment to gender equality.

The EU staff member who attends most frequently and actively engages in discussions is not the GFP, it is the political officer in charge of human rights. In general, there is a perception that the EU plays a low-key role on gender issues. Further, while almost all the donors have provided financial support for the group's logistics costs, the EU has not been able to as it does not have financial instruments to sponsor ad hoc activities, such as logistics of the GTG meetings.

The EUD political officer delivered a 'strong statement' in a GTG meeting when the government decided to drop the process of passing the domestic violence law. This dismissal was considered a major setback in the gender equality agenda that was agreed within the Association Agreement between the EU and the GoA.

One of the challenges in the political dialogue is the lack of an efficient and strong machinery for women. However, the challenges for the Ministry of Labour and Social Affairs (whose Deputy Minister co-chairs the GTG) are that donors do not target needs, are driven by their own domestic politics and policies, and do not complement each other to avoid duplication.⁶⁸

3.3 Cluster B: Instruments

The EU uses several modalities and instruments in the priority sectors identified for the CSP. However, these are not used for the purpose of achieving GEWE objectives. The current budget support initiatives are weak regarding gender mainstreaming. There are programmes (financed through thematic and geographic instruments) that have limited gender equality focus. The political dialogue carried out had included women's rights objectives (gender equality and domestic violence laws). Specific projects on gender equality reviewed show encouraging results in the areas of women's political and economic participation. Similarly, the three prongs are present in the country but not purposely used together. They are inadequately coordinated and are not seeking to positively reinforce each other for the purposes of achieving gender equality.

The migration sector includes a combination of instruments; **the three interventions reviewed** (covering asylum, reintegration and effects of migration in families) **do not incorporate sex-disaggregated indicators**. However, no gender analysis was made during the identification or formulation phase. The projects never received a request from the EU to include a gender focus; **the lack of a systematic and proper gender mainstreaming approach has never been questioned by the EUD**.

The **social consequences of the migration project** (ENPI geographic instrument, implemented by UNICEF) has made women the main beneficiaries of certain components, which would eventually contribute to improving the lives of men and women in project communities. The **migration services technical assistance project** (twinning, jointly funded by the EU, Sweden and Poland) delivered results for women refugees and asylum seekers in the legal reforms for better standards of services. However, none of the interviewees equated these results with a gender equality or women's empowerment approach. The **reintegration project** (DCI thematic instrument, implemented by a Czech NGO) has only two indicators with sex-disaggregated data (grant recipients and people attending training courses for small trades).

3.4 Cluster C: Engaging Actors and Partners, Notably in Combatting GbV, in Different Contexts

According to the EUD Gender Profile (2013), gender-based violence is still one of the common ways in which women's rights are violated in Armenia. The data on violence against women indicates that this phenomenon is commonplace in Armenia, and that intimate partner violence ranges from physical and psychological violence, to controlling behaviours and sexual violence.⁶⁹ In response to this context, **the EU was an active and committed actor by**

⁶⁸ Evidence from interviews with senior staff members of the Ministry of Labour and Social Affairs.

⁶⁹ According to the nationwide survey on domestic violence against women in Armenia conducted by UNFPA, in 2009 61% of women were victims of controlling behaviour and 25% of women were subject to psychological violence/abuse. According to an Amnesty International report, over a quarter of women in Armenia have been hit or beaten by a family member and around two-thirds have experienced psychological abuse. According to police colonel Nelly Duryan, in 2012, 2,026 cases of violence against women were recorded. In 423 of these cases the woman was beaten and in 125 cases she received bodily injuries. In addition,

supporting the drafting of the law on gender-based violence (GbV). The support given to the drafting of the domestic violence law (and the gender equality law) was channelled through the initiative of the EU Advisory Group, which is funded by the European Union and implemented by UNDP in Armenia.

The EU Advisory Group provides tailored policy advice on legal, democratic, economic and institutional issues to the Armenian Presidency and other national authorities. One of the core areas for policy advice is strengthening respect for human rights and fundamental freedoms in Armenia. None of the policy papers or the annual progress reports since 2010 refers to women's human rights or GbV. **Despite no evidence being found in documents available, the EUD staff and external interviewees all confirmed that the EUD was actively pursuing the drafting and passing of both laws in the period 2012/13.**

However, at the beginning of 2013, the government rejected a draft bill on domestic violence on the grounds that the Criminal Code is currently being reformed and stated that the provisions of this draft law will be incorporated into the new legislation. In this particular situation, there was a missed opportunity as the **EU did not use the leverage it has in the justice sector to influence the approval of the GbV bill**, as it was the Ministry of Justice (which receives sectoral budget support) that dismissed the law on technical grounds.

The EUD staff confirmed that there has been only one project implemented in Armenia during the evaluation period that aimed to increase awareness of domestic violence in rural areas. The results of the project based on only one document available (dated 2011) shows a positive set of results in reaching key target audiences such as health and law enforcement professionals, youth in schools, and the general public through TV talk shows and educational materials.

3.5 Cluster D: Achievement of GEWE Objectives

Over the last years, as a result of the negotiations and discussions on the Association Agreement, many Armenian political leaders included gender equality in their discourses as this was framed as a shared set of values between Armenia and the EU. But this changed last year when the GoA decided to join the Eurasian Customs Union instead of the EU agreement. This reversal was concurrent with an 'anti-gender campaign' (orchestrated by pro-Russian NGOs) which produced a shift in discourse among the national political class.

Over the months of the anti-gender campaign, there were intimidations of women's NGOs, an intentional fire in a gay disco and reports of street abuse of gay men. The EUD actively asked the President of Armenia to address these issues and protect citizens. The EUD, consequently as part of its mandate on human rights, re-focused its political dialogue with the GoA towards the protection of LGBT groups and human rights defenders.⁷⁰

The campaign (although less active in recent months) was successful in 'watering down' the law on equal rights by spreading the view that if gender is an identity that is socially constructed, then the law would potentially allow people to change sex. The dialogue now between the GoA and the women's movement has become extremely difficult. **The EUD again has maintained a regular dialogue with the women's movement, even though the EUD might end up finding itself in a conflict with the government.**

The EU Armenia Gender Country Profile highlights that the low number of women present in the decision-making process is largely the result of the perception that men are more successful in creating 'effective' social networks than women. **The EU support to increase**

766 cases of domestic violence were registered in Armenia in 2012, of which 621 were against women. US Department of State (2012). *Trafficking in Persons Report*. Available at: <http://www.state.gov/j/tip/rls/tiprpt/2012/index.htm>

⁷⁰ Two applications were supported through EIDHR emergency facility for human rights defenders at risk.

women's political participation through a specific project is a clear response to a gender equality need present in the country. The Women in Local Democracy (WILD) project implemented by UNDP aims to increase women's political participation through enhanced knowledge and mechanisms for fostering democratic governance at the local level. The 2013 Monitoring Report states that

The project is highly relevant in the context of the commitment of the Government of Armenia, aiming at promoting gender equality. ... The project is also well in line with the EC development policy and strategies, including the National Indicative Programme for 2011–2013. The project helps the country to address the needs of the target groups by empowering women running for the local elections and the elected women for participation in decision making; by strengthening capacity of local authorities for participatory and gender-sensitive governance; and by supporting broad advocacy campaigns on gender equality.

The sector policy dialogue on women's political participation is an excellent basis for dialogue between the EU-funded project and the Ministry of Territorial Administration. The project directly contributes to the enhancement of institutional and human resource capacity building both at the governmental and final beneficiaries' levels. This is the exception rather than the rule within the EU support in Armenia.

With regard to economic reforms, women have for the most part been side-lined in terms of entrepreneurship, ownership, access to economic resources and leverage in economic decision making. Against this socioeconomic context, the EU is supporting the project Social and Economic Empowerment of Women in Armenia (implemented by the Armenian Young Women's Association), which aims to contribute to the promotion of women's social and economic empowerment in Armenia. **The project promotes women's economic independence and participation in economic growth in Armenia through the development of an integrated strategy at local level.** The project has a process approach rather than delivering services directly to women (at least based on the first 10 months of implementation with only one report available so far):⁷¹ meeting with local governments, engaging in political dialogues at regional level about the importance of promoting women's independence, and raising awareness of the challenges that women entrepreneurs face.

Evidence indicates that EUD has not implemented capacity building initiatives for actors to promote GEWE in their programmes.⁷² This is in spite of having had several consultations with civil society organisations who have called for their capacity to be improved in monitoring the implementation of international instruments (e.g., Beijing Platform for Action against domestic violence).

A recent call for proposals centrally managed by DG DEVCO's headquarters under the Neighbourhood Civil Society Facility includes as one of the eligibility criteria of the proposal the presence of specific added-value elements such as promotion of gender equality and equal opportunities. This is a missed opportunity as the **guidelines could use the evaluation criteria as a way of identifying those grant holders that could benefit from capacity building initiatives on cross-cutting issues such as gender equality.**⁷³

⁷¹ Evidence for this project is based on documentation reviewed only because neither the implementing partner nor the EUD task manager were available for interviews. EUD staff report that the project has a component of sub-granting which is used to empower women both economically and socially.

⁷² EUD staff report that capacity building has been considered in the upcoming assistance to CSOs capacity building (AAP2011).

⁷³ This evaluation criteria on cross-cutting issues has been included in other guidelines for a call for proposals in Nicaragua and Bolivia with the same result (i.e., the opportunity was missed to strengthen partners' capacity in these areas).

3.6 Cluster E: Institutional Capacity to Deliver

As mentioned earlier, the EU in Armenia has developed several initiatives to strengthen the capacity of staff to mainstream gender in the EU programming. **The Gender Country Profile and the Gender Mainstreaming Toolkit for Armenia are well-conceived products. There is a perception that time is needed for these tools to be embedded but likewise time is also needed to change people's minds and institutional structures.**

The EC resources are evaluated as not user-friendly: language is too complex, too theoretical, and not practical. There is an established communication between the GFP and the Brussels Gender Unit, but what is most commonly cited is the support from the geographical desk, including support on gender equality issues.

Another source of capacity building on GEWE was a mandatory training course held in July 2014 and attended by half of EUD staff. The low attendance has been explained by the absence of people due to summer holidays. It lasted 1 ½ days, and because of its length people were coming in and out of the session. **The course was helpful in further raising gender awareness but it received mixed evaluations.** Some staff mentioned that it needed better structure, a focus on sectors and more concrete practical exercises. Others however felt it was practical but was too short and focused too narrowly on sectors.

The EUD staff do not think that extra resources are needed to mainstream gender. They stated that what is needed is to identify how to spend the funds already available for the Delegation. For this to happen **there must be a strong top-down management decision and communication that indicates that gender is a key priority and, hence, funds should be allocated to gender equity programmes.** EUD staff think that senior management in Brussels and in Armenia need to show a personal commitment towards gender equality.

4. Conclusions

As noted in the context section, during the period of the evaluation, there have been fundamental gender needs that called for a stronger commitment by both the government and the development actors. However, these gender issues were not adequately identified in the country analysis for the CSP (2007–2014) and so could not be used as the basis for decisions on gender mainstreaming into sector priorities. The Single Support Framework (2014–2017) does include as an objective the development of effective gender equality mechanisms and protection of victims of domestic/gender-based violence. This is a clear sign of commitment towards the gender equality agenda in the country. The several initiatives of the last two years (gender equality country profile, gender mainstreaming country toolkit, gender equality training) seem to have had an effect on the policy development of the EU. **The major challenge is the translation of this commitment into concrete GEWE-specific projects and gender mainstreaming into the sector priorities, given the low technical capacity and low personal commitment of EUD staff found in the course of this evaluation.**

The EU in Armenia shows a very low level of gender mainstreaming into sectoral initiatives and of gender-specific projects. One reason that might partially explain this is that implementing partners (from government to NGOs) did not consider that gender equality was connected with the projects' objectives, activities or expected results and impact. **The EU has not implemented capacity building interventions on GEWE in support to its interventions; consequently, partners do not have skills to recognise the potential differential impact by gender of the activities they implement.**

The justice, VET, and public financial management/ administration budget support initiatives had not considered a gender equality perspective. This could be partly explained by the focus

of these initiatives, for example: refurbishment of VET schools or setting up of financial control frameworks. **The Gender Mainstreaming Toolkit for Armenia detailed the gender equality needs present in those sectors, but the EUD staff have not been able to include gender equality issues in the sectoral policy dialogues.** This conclusion also applies to the migration sector where there are missed opportunities in not recognising the particularities of the project target populations: men who migrate have clear gender issues around their sexual health (e.g. HIV/AIDS) and women (who are left behind) have a change in their socio-cultural status in the families and communities.

The major challenge for the EUD staff is now to use the Armenian gender mainstreaming toolkit in the new initiatives under design, as it provides a practical gender mainstreaming methodology as well as gender-sensitive benchmarks and indicators. This could be complemented by the secondment from MS Sweden that could further strengthen the work already done in the country. **The opportunities are there through the human rights budget support (violence against women), the budget support for rural economy (women's needs), and the governance programme (women's political leadership).** Financial resources seem not to be an obstacle for taking forward GEWE initiatives in the EUD; what is required is a top-down directive and incentives that indicate that gender is a priority in the country programming.

The EU GEWE-specific projects reviewed show encouraging results in women's political and economy empowerment and they are clearly responding to the country needs. **The potential for these to become sustainable are jeopardised by the lack of involvement of the EU in the respective sector policy dialogues.** So, for example, around 300 women entrepreneurs have had access to financial services, but the chance to use these good practices for feeding the development of evidence-based public policies has not been considered. It is reasonable to link this weakness with a lack of gender-specific knowledge and skills in the government implementing partners, but this could also be the result of two factors: i) absence of EU gender-specific capacity building initiatives and ii) lack of EUD staff's GEWE competences to take forward the policy dialogue.

The key factor that has hindered progress in terms of political and policy dialogue has undoubtedly been the adverse context of recent years when several GEWE achievements have been halted or substantially modified (i.e. the content of the gender equality law and the dismissal of the domestic violence law). The other noteworthy challenge is the **lack of comprehensive and systematic oversight of the GEWE work in the country**, which has resulted in:

1. gender equality dialogue being narrowed to the political sector, while the cooperation side implements sector policy dialogues without gender equality objectives;
2. interventions delivered without consideration of the complementarity of instruments, for example, political dialogue on domestic violence law and budget support for the justice sector.

The socio-cultural context has been another obstructing factor for the work of the EU in the country. There is a low level of public awareness of gender needs, a common belief that women and men are equal in Armenia because that is a national identity value (a legacy of the communist times), and widespread gender stereotypes on the role and the position of women and men in the society. Against this background, **the major achievements of the EU in Armenia lie in developing a legal framework based on women's human rights, and supporting gender's dissident voices:**

1. support the drafting of two key gender equality policies: combatting violence against women and promoting equal rights for men and women;
2. involvement in political dialogue around the 'politics' of gender: consultations with civil society organisations from the women's and LGBTs movements, and a proactive role in donor coordination.

Annexes

Annex 1: People Interviewed

Name	Position, institution
EU Delegation	
Ms Irina Movsesyan	Gender focal point, Project Manager
Mr Hoa-Binh Adjemian	Head of Section – Cooperation
Mr Andrej Didenko	Political Officer
Mr David Avakian	Budget support, Justice
Mr Borislav Dimitrov	International Aid/Cooperation Officer, Migration
Mr Alessandro Zanotta	Budget support PFM Economic Adviser
Ms Monica Papian	WILD Project
Mr Jose Maria Medina Navarro	Deputy Head of Operations Section
Donors	
Ms Lusine Sharamanyan	GIZ (German Development Corporation) Public Financial Management in the South Caucasus
Mr David Franzreb	Team Leader Public Financial Management in the South Caucasus
Mr Oliver Mccoy	Democratisation Officer OCSE
Mr Garik Hayrapetyan	Assistant Representative UNFPA
Ms Henriette Ahrens	Country Representative UNICEF
Project implementers EU in Armenia	
Mr Sasoun V Hambarzumyan	Head of Vocational Education and Training Division Ministry of Education
Ms Alla Bakunts	Democratic Governance Portfolio Analyst UNDP
Ms Natalya Harutyunyan	Project Coordinator WILD
Ms Lilit Asatryan	President Armenian Young Women's Association
Mr Filaret Berikyan	Deputy Minister Ministry of Labor & Social Issues
Ms Armine Tanashyan	Head of Women Division of the Family, Children and Women Issues. Department, Ministry of Labor & Social Issues
Mr Artur Ayyazov	UNICEF
Mr Philip Hovhannisian	Clovek V Tisni Ops' ('People in need') NGO
Mr Gagik Yeganyan	Head of the State Migration Service Ministry of Territorial Administration
Mr Lars-Erik Fjellström	RTA. Swedish Migration Board.,
Ms Diana Avetisyan	Assistant Resident Twinning Adviser. Swedish Migration Board.
Ms Anush Poghosyan	Assistant Resident Twinning Project. Swedish Migration Board
Mr Tigran Aghabekyan	National Programme Manager EBRD Small Advisory Services (BAS) Armenia
Women's NGOs and gender experts	
Ms Tamara Hovnatanyan	Head 'ProMedia-Gender' NGO
Ms Lilit Zakaryan	Northern University & National Academy of Sciences and a Vice-President of a women's NGO)

Annex 2: Projects and Programmes Specifically Considered

Sector budget support programme 'Continuation of VET reform and development of an employment strategy' (CRIS ENPI/2009/21-066).

Special Measure 'EaPIC' Programme 2012 (ENPI/2012/024-345, which is the extension of the same programme under the Eastern Partnership 'More for More' programme).

Project No. 2014/340387/1 'Technical Assistance to the Ministry of Education and Science' (Sector Support Programme for Continuation of VET Reform and Development of an Employment Strategy in Armenia – EaPIC 2012).

'Support to the State Migration Service for Strengthening of Migration Management in Armenia' (the 'Twinning Project' – AM11/ENP-PCA/JH/12).

'Mitigating Social Consequences of Labour Migration and Maximizing Migrants' Involvement in Local Development' Project (EuropeAid/131-088/C/ACT/Multi-2).

'Support of Circular Migration and Reintegration Process in Armenia' Project (DCI-MIGR/2012/282-525) (Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum).

UNDP implemented project 'Promoting Equal Rights and Equal Opportunities in Armenia: Women in Local Democracy'.

Armenian Young Women's Association project 'Social and Economic Empowerment of Women in Armenia'.

Support to the Government of Armenia for the implementation of the ENP Action Plan and preparations for the future Association Agreement. General budget support.

Support to the Government of Armenia for the implementation of the ENP AP and preparations for the future Association Agreement – Phase II.

Support to Justice Reform Phase II Sector: Sector Policy Support Programme.

'Gender-Based and Domestic Violence' project by the Centre for Innovative Research and Development – EuropeAid/129-805/I/ACT/AM.

EU Advisory Group to Armenia –implemented by UNDP.

Annex 3: Documents Consulted

Armenia Gender Mainstreaming Toolkit (May 2014).

Country Gender Profile. Armenia (September 2013).

Final Evaluation Report. Final Evaluation of the EU Budget Support Programme 'Continuation of vocational education and training (VET) reform and development of an employment strategy in Armenia. 1 October 2013 (by ACE, International Consultants).

Inception Report. Sector Support Programme for Continuation of VET Reform and Development of an Employment Strategy in Armenia – EaPIC 2012. Technical Assistance to the Ministry of Education and Science. April 2014 (by ACE, International Consultants).

Armenian Development Strategy for 2014–2025 (Annex to RoA Government Decree # 442-N, 27 March 2014).

Armenia TORINO PROCESS by Milena Corradini, ETF, December 2010.

UNICEF Interim Report (21 December 2012 – 20 December 2013). 'Mitigating Social Consequences of Labour Migration and Maximizing Migrants' Involvement in Local Development'.

Full Application form by UNICEF for 'Mitigating social consequences of labour migration and maximizing migrants' involvement in local development' Project (EuropeAid/131-088/C/ACT/Multi-2).

'Support to the State Migration Service for Strengthening of Migration Management in Armenia'. Twinning Workplan. Annex A1. Description of the Action (19 July 2012).

Information Brochure 'Support to the State Migration Service for Strengthening of Migration Management in Armenia'.

Minutes. Steering Committee Meeting. Quarter 8. 27 August 2014.

Twinning Interim Quarterly Report Number 8. 27 August 2014.

'MIGRATION', a quarterly newsletter published by the EU Twinning project 'Support the State Migration Service for Strengthening of Migration Management in Armenia': Issue # 1, November 2012; Issue # 2, April 2013; Issue # 3, June 2013; Issue # 4, October 2013; Issue # 5, April 2014.

Interim Narrative Report by 'People in Need' Armenian Branch (PIN)(10 January 2013 – 09 January 2014). Annex VI. 'Support of Circular Migration and Reintegration Process in Armenia' Project (Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum).

The problems of reintegration of migrants returning to Armenia'. Report by H. Chobanyan ('People in Need' Armenian Branch). Yerevan, 2010 (Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum).

'Migration of the Population: A Guidebook' by PIN. Yerevan, 2011, in Armenian (Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum).

'Reintegration: New approaches to an old phenomenon' by Gagik Torosyan (PIN). Yerevan, 2014 (Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum).

Project Document Format for CPAP countries. United Nations Development Programme. Country: Armenia. Project Document. Project Title: Promoting Equal Rights and Equal Opportunities in Armenia: Women in Local Democracy.

Monitoring Report. Monitoring reference MR-145683.01. Report date 13/03/2013. Project title: Promoting Equal Rights and Equal Opportunities in Armenia: Women in Local Democracy.

ROM REPORT C-287857 / MR-145683.01, Promoting Equal Rights and Equal Opportunities in Armenia: Women in Local Democracy (2013).

Minutes of Civil Society Dialogue Meeting 'Gender Issues in Armenia', Monday, 11 November 2013, 14:00- 16:00, EU Delegation to Armenia.

Yerevan, 23–24 July 2014 HBA/II/14/ NOTE TO FILE. Subject: Meetings with civil society organisations on future support to human rights protection in Armenia.

Proposal – Armenian Young Women's Association project 'Social and Economic

'Social and Economic Empowerment of Women in Armenia' Project Progress Report, May 2013 – February 2014.

EBRD BAS/Women in Business in Armenia and Georgia. Programme results publication/brochure (no date).

EC Thematic Programme of Cooperation with Third Countries in the areas of Migration and Asylum. Guidelines 2011–2012.

TAPs Support to Justice Reform Phase II Sector: Sector Policy Support Programme.

Note to the File. Subject: AAP 2015 – Concept note for an identification fiche in the area of economic governance.

Evaluation of EU assistance in the sphere of justice. FWC COM 2011 – Lot 1 – Studies and Technical Assistance in all Sectors. Request No. 2012/299176/1. FINAL REPORT.

TAPs Support to the Government of Armenia for the implementation of the ENP Action Plan and preparations for the future Association Agreement.

TAPS Support to the Government of Armenia for the implementation of the ENP AP and preparations for the future Association Agreement – Phase II.

Guidelines. Neighbourhood Civil Society Facility – Regional Actions (European Neighbourhood and Partnership Instrument, Ref EUROPEAID/135811).

Single Support Framework for EU support to Armenia (2014–2017).

CSP 2007–13.

NIP 2007–2010.

NIP 2011–2013.

2006 Country Evaluation Report.

Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. European Neighbourhood Policy: Working towards a Stronger Partnership, Brussels, 27.3.2014 JOIN (2014) 12 final.

Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Neighbourhood at the Crossroads: Implementation of the European Neighbourhood Policy in 2013.

Action Fiche. 'Gender-Based and Domestic Violence' project by the Centre for Innovative Research and Development.

Interim Report (2011). 'Gender-Based and Domestic Violence' project by the Centre for Innovative Research and Development.

European Union Advisory Group to Armenia, Annual progress report 2011.

European Union Advisory Group to Armenia, Annual progress report 2012.

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Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for Bolivia

Prepared by Teresa Durand and Silvia Salinas Mulder

April 2015

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List of Acronyms and Abbreviations

CIAG	Comité Interagencial de Asuntos de Género
CPMGA	Centro de Promoción de la Mujer Gregoria Apaza
CSP	Country Strategy Paper
ECD	Early childhood development
FCAS	Fondo de Cooperación para Agua y Saneamiento
GAP	Gender Action Plan
GbV	Gender-based violence
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GNI	Gross National Income
GoB	Government of Bolivia
HDI	Human Development Index
IfS	Instrument for Stability
MAP	Marco de Asociación País
MDG	Millennium Development Goal
MED	Marco de Evaluación del Desempeño
MoU	Memorandum of Understanding
MS	Member State
NDP	National Development Plan
NGO	Non-Governmental Organisation
SME	Small and medium enterprises
ToR	Terms of Reference
UPR	Universal Periodic Review
VIO	Bolivian Vice-Ministry of Equal Opportunities
WASH	Water, Sanitation and Hygiene
WEF	World Economic Forum

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EU and Member States in development cooperation in the 2010–2012 period;
- the extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–2012.

The **purpose** of the visit was to collect information from EU Delegation staff, partner agencies, project implementers and beneficiaries about the approach adopted by the EU to promote GEWE at the country level, and the results, outcomes and impacts achieved. The country visits follow completion of the desk phase and are expected to: address information gaps identified in the desk report relating to 14 evaluation questions; reflect on the preliminary findings presented in the desk report and confirm or challenge them; and test hypotheses presented in the desk report.

Bolivia was selected as one of the 11 country cases for the EU evaluation. The countries were selected based on the following criteria: importance of EU support in the country; covering all major regions; broader learning potential; country coverage of earlier and ongoing evaluations; political and economic context (stable, fragile, post-conflict, etc.); existence of budget support cooperation; and geographical priorities of the Member States involved in the Reference Group.

Bolivia was selected as a case study because it is one of the poorest countries in Latin America, the EC provides significant assistance through budget support, and it is a priority country for Spain, one of the focal Member States in this evaluation.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. The field mission took place during the period 15-24 October 2014 and included individual and small group interviews with the following stakeholders:

- 11 EU Delegation staff
- 1 gender focal point and 2 managers from Spanish Cooperation
- 8 representatives from 4 government organisations implementing budget support
- 10 representatives from 5 partner organisations implementing projects and programmes
- 2 government representatives of the gender machinery
- 11 donor representatives
- 5 people from organisations of the women's movement or academia.

Full details of the people contacted and interviewed are provided in Annex 3.

The country team reviewed 12 programmes and projects, selected through an open discussion with the EUD Gender Focal Point and with the EUD managers during the mission. The interventions covered all the priority sectors of the EU country programming in Bolivia, and were supported through a range of instruments (see Annex 1 for complete list of programmes/projects):

In order to triangulate the findings from the interviews and the desk phase, the country team reviewed a range of documents on EU and Spanish Cooperation (see Annex 2 for details).

The mix of data collection methods allowed for the triangulation of data from different sources and contributed to the reliability and validity of the findings. For example, for each of the 12 selected projects, we were able to speak with the relevant programme managers in the EU Delegation and representatives of partner organisations as well as consult the programme documentation.

2. Country and development partner context

2.1 Gender Equality and Women's Empowerment in Bolivia

Bolivia has a total population of approximately 10 million and two-thirds are indigenous people. In total, Bolivia has 36 different ethnic groups, but most of the country's indigenous people belong to the Quechua and Aymara communities. **Bolivia is the third poorest country in Latin America and the Caribbean after Haiti and Paraguay. Poverty is concentrated among women and indigenous people.** In the last decade, however, poverty has decreased from 63% in 2002 to 45% in 2011 and the World Bank now classifies Bolivia as a lower-middle-income country. Between 2005 and 2012, extreme poverty fell from 38.2% to 21.6% nationally and moderate poverty fell from 60.6% to 43.4%. Updated poverty data disaggregated by sex is not available. The latest information available from 2006 shows that over 63% of women in rural areas are in extreme poverty, while in urban areas the figure is 23%.⁷⁴

In January 2006, following a landslide victory for his Movement towards Socialism in early parliamentary elections, **Evo Morales became Bolivia's first indigenous president.** Morales (currently serving his third term) promotes a holistic development paradigm of 'Vivir Bien' ('Living Well') and the empowerment of the nation's poor, indigenous majority by ensuring both social inclusion and non-discrimination, and economic redistribution. **He has introduced various social welfare programmes which provide grants for school students and direct payments to pregnant women, new mothers and senior citizens as a means of promoting income redistribution within society.**

In January 2009, Bolivia adopted a new constitution, which places emphasis on the values of liberty, independence, self-determination, democracy, equality of opportunity, decentralisation and autonomy. The Plurinational State of Bolivia has implemented a National Development Plan, which reflects the desire of the government to eliminate poverty and to obtain a fair distribution of income and wealth.

Notwithstanding these policy commitments, **living conditions for Bolivian women are among the most difficult in Latin America.** They are often the victims of violence and discrimination, tend to find employment in low wage sectors where uncertainty and exploitation are greatest, and where cultural prejudice still limits their access to land.

Bolivia ranks 113th among 187 countries in the 2014 Human Development Report. It is considered a medium human development country. Between 1980 and 2013, Bolivia's Human Development Index (HDI) value increased from 0.494 to 0.667, an increase of 35.1% or an average annual increase of about 0.92%. **The HDI of the country has improved mainly due to an increase in the national income that represents an increase in the per capita gross national income.** Also, between 1980 and 2013 **the life expectancy at birth increased by 15.3 years, mean years of schooling increased by 4.7 years and expected years of schooling increased by 3.8 years. Bolivia's GNI per capita increased by about 8.6% between 1980 and 2013.**

⁷⁴ Informe de la Sociedad Civil Sobre el Cumplimiento de la Plataforma y Plan de Acción de Beijing 20 Años Después (civil society shadow report for Beijing +20, Fondo Conexión, 2014)

Bolivia has a Gender Inequality Index⁷⁵ value of 0.472, ranking it 97 out of 149 countries in the 2013 index; **30.1% of parliamentary seats are held by women**,⁷⁶ and **47.6% of adult women have reached at least a secondary level of education** compared to 59.1% of their male counterparts. In relation to the **World Economic Forum Global Gender Gap Index rating, the country has moved up 22 positions in the ranking since 2007**. In the Educational Attainment sub-index, Bolivia is the country with the greatest improvement in the region for enrolment in both secondary and tertiary education during the 2006–2014 period.

The Observatory for Gender Equality of the Economic Commission for Latin America and the Caribbean⁷⁷ reports the following data:

Political autonomy:

- Increase in the percentage of elected **women in parliament** from 16.9% (2007) to 25.4% (2013).
- Increase in the percentage of **female participation in the Court of Law** from 25% (2008) to 33% (2013).
- Increase in the percentage of **female councillors at local level** from 13.4% to 44.1%.

Economic autonomy:

- Decrease in the percentage of **urban female population without own income** from 36.6% (2008) to 32.2% (2011); in the **rural areas** the decrease is from 63% to 53.1% for the same years.
- Decrease in the **percentage of female heads of indigent urban households** from 13.3% (2009) to 11.2% (2011), and from 32.6% to 28.1% for poor households (same years).
- However, increase in the percentage of female heads of indigent households from 28.6% (2009) to 36.2% (2011) in rural areas and from 49.8% (2009) to 53.3% (2011) in poor households.

Violence: The results of a survey undertaken in 12 countries of the region by the Pan American Health Organization (PAHO) – published in 2013 – show **Bolivia to have the highest percentage (53.3%) of women who reported having once suffered physical or sexual violence from their intimate partners (year 2003)**. The percentage is also the highest in relation to the women who reported having suffered physical or sexual violence from their intimate partners during the past 12 months (25.5%) (2008).

Adolescent pregnancy: According to the latest Demography and Health Survey in the country (ENDSA 2008) **about 18% of the female adolescents aged 15–19 are mothers or are pregnant; 70% were unplanned pregnancies**. In the rural areas there is an increase from 22 to 25% of adolescent mothers or young pregnant women during the period 2003–2008.

2.2 European Commission Cooperation

The European Union and Latin America have enjoyed a Strategic Partnership since the first bi-regional Summit in Rio de Janeiro (Brazil) in 1999. They are natural allies linked by strong historical, cultural and economic ties. They cooperate closely at international level and maintain an intensive political dialogue at all levels – regional, sub-regional (Central America, Andean Community and Mercosur) and also increasingly at bilateral level.

EU policy priorities towards Latin America are defined in the recently adopted Communication 'EU–Latin America: Global players in Partnership' 2009 that updates the Communication on a

⁷⁵ The Gender Inequality Index (GII) reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity.

⁷⁶ With the recent national elections, the percentage of women in parliament reached 51%.

⁷⁷ <http://www.cepal.org/oig/WS/getCountryProfile.asp?language=spanish&country=BOL>

'Stronger Partnership between the European Union and Latin America' 2005. Issues that figure prominently in bi-regional dialogues include macroeconomic and financial matters; environment, climate change and energy; science, research and technology; migration; and, finally, employment and social affairs.

The **Regional Strategy Paper 2007–13** defines the specific areas for regional development cooperation programmes. For the 2007–13 period, EU assistance amounts to around EUR 3 billion, while for the same period the European Investment Bank is authorised to lend up to EUR 2.8 billion.

The **Andean Community (CAN)** was created in 1969 and currently has four members: Bolivia, Colombia, Ecuador and Peru. Political dialogue between the EU and the CAN began with the Rome Declaration of 1996. The priorities of the Andean Community of Nations are economic and regional integration, economic and social cohesion and the fight against illegal drugs. In 2007, the Andean Community and the EU initiated a negotiation process to an Association Agreement between both regions (according to public information Ecuador, Colombia and Peru are part of this dialogue).

The **Country Strategy Paper 2007–13 for Bolivia** aims to support efforts to reduce poverty and achieve the Millennium Development Goals. The Country Strategy Paper (CSP) aims to promote social cohesion (reducing poverty, inequality and social exclusion) and regional integration. Considering the shortcomings of national institutions, especially in relation to the formulation and implementation of coherent sectoral policies, the CSP states the intention to focus on measures to develop institutional capacity and promote good governance in all interventions. Priority has been given to the following areas of intervention:

- creating sustainable economic opportunities for decent work in micro, small and medium enterprises (SMEs);
- support for Bolivia's fight against drug production and trafficking of illicit drugs through the full development and rationalisation of coca production through mechanisms of social control;
- sustainable management of natural resources, in particular through support to integrated international river basins.

2.3 Member States' Cooperation

The key Member States that currently give significant support in Bolivia are Netherlands (data for 2011–2012, bilateral programme ended in 2013), Spain and Germany. The table below gives an overview of their support to the country.

Table 1: Top 10 donors of gross ODA to Bolivia

Top 10 donors of gross ODA (2011–12 average)(USD m)		
1	IDB Sp.Fund	198
2	EU Institutions	57
3	United States	55
4	IDA	48
5	Netherlands	46
6	Spain	42
7	Germany	37
8	Denmark	35
9	Sweden	34
10	Switzerland	2

The table below shows the commitments to aid projects targeting Gender Equality and Women's Empowerment by OECD members, where projects have been screened against **Gender Equality Marker** (2012). Spain and the Netherlands are the Member States (MSs) which have spent more funds on projects marked as Principal (G1) in the Gender Marker among the OECD countries.

Table 2: OECD members' commitments to GEWE targeted projects in Bolivia

Recipient	Bolivia			
Sector	1000: Total All Sectors			
Flow type	Gross Disbursements			
Amount type	Current Prices			
Year	2012			
Unit	US Dollar, millions			
Score	Principal	Significant	Screened, not targeted	Not screened
Donor				
Belgium	0.67	11.98	3.62	0.67
Denmark	0.35	22.94	7.00	..
Finland	..	0.83	0.31	..
France	..	2.22	0.00	6.37
Germany	1.48	18.48	9.42	1.84
Ireland	..	..	0.28	..
Italy	0.07	1.53	1.41	0.57
Netherlands	8.80	8.70	20.21	..
Spain	10.40	9.57	10.04	0.32
Sweden	2.10	24.21	6.83	..
Switzerland	0.08	15.08	17.78	..
United Kingdom	0.00	..	..	1.02
EU Institutions	7.05	14.53	31.18	8.80

Data extracted on 02 Jan 2015 20:56 UTC (GMT) from OECD.Stat

Spanish Cooperation

Priority lines of intervention are:

- **Combatting Poverty:** directing all operations of the Spanish Cooperation towards effective poverty reduction, by focusing on the most disadvantaged groups, working directly with excluded sectors to improve their living conditions and undertaking activities in the economic, political, social or institutional context that are crucial to fighting poverty directly.
- **Defence of Human Rights:** promoting activities that ensure respect for human dignity and primacy over all kinds of practices or beliefs that attack social and cultural rights, civil, political and economic right, and the rights of people.
- **Gender Equality:** ensuring that all interventions take into account differences between sexes by identifying their needs and establishing mechanisms that aim to modify the conditions of inequality and subordination of women in all spheres of participation.
- **Environmental Sustainability:** ensuring respect for the environment in all its operations, mitigating and correcting potential negative impacts, and developing specific activities that contribute to sustainability in the management and exploitation of natural resources.
- **Respect for Cultural Diversity:** directing all interventions towards reducing the levels of exclusion and towards the inclusion of indigenous, native, peasant and Afro-Bolivian peoples, ensuring that actions are defined by the target groups themselves favouring development processes endogenous and locally, and fostering true self-development to ensure the efficiency and sustainability of the processes.

German Cooperation (BMZ)

The primary objective of German cooperation with Bolivia is poverty reduction. Cooperation concentrates on three priority areas:

- sustainable agricultural development
- water and sanitation
- governance and democracy.⁷⁸

Belgian Development Cooperation

To contribute to improving the living conditions of the Bolivian population, the Belgian government has adopted an aid strategy in support of the poorest sectors in collaboration with the local government. The aid of the Belgian government is focused on fields such as healthcare development in rural areas and the environment. The environmental projects are focusing on reforestation, productive value chains and water.

Italian Cooperation

The Italian cooperation strategy takes into account both the directions and objectives of European headquarters and the priorities identified by the Bolivian Government's National Development Plan. The sectors of intervention are:

- support and development of public health and social safety nets
- protection of human rights and development of a culture of non-violence
- support in the management of natural resources and land use planning
- contribution to strengthening infrastructure and promoting the sound management of water resources
- emergency programmes in areas affected by natural disasters
- development of economic opportunities, and strengthening SMEs and grassroots productive associations in rural areas.

Swedish Cooperation (SIDA)

Sweden supports reforms that will help build up Bolivia's public administration. Extensive support is also given to various programmes aimed at improving the human rights of vulnerable groups and strengthening democratic culture. Sweden has been providing support to Bolivia's education sector for many years. Sweden offers support for programmes aiming to improve the utilisation of natural resources, which promotes sustainable and environmentally friendly development. Through other projects and programmes, Sweden has contributed to cleaner water and improved basic sanitation in some of the country's poorest areas, which in turn has helped improve health conditions in general.

2.4 Other Donors

The Grupo de Socios para el Desarrollo (GruS – Group Development Partners) was created in La Paz in December 2006 by several donors in the country. It is a donor coordination mechanism and its main purpose is to support, within the framework of the Paris Declaration, the government's leadership in the coordination and harmonisation of international cooperation. Its focus is to improve the effectiveness and alignment of the donor agencies in the fulfilment of the objectives of the Bolivian National Development Plan (NDP) and the MDGs facilitating dialogue and coordination in the country.

Inter-American Development Bank (IDB)

The Country Strategy with Bolivia is aligned with the national priorities defined in Bolivia's National Development Plan 2006–2011, which established the areas and sectors regarded as

⁷⁸ http://www.bmz.de/en/what_we_do/countries_regions/lateinamerika/bolivien/cooperation.html.

priorities by the current administration: transportation, water and sanitation, energy, early childhood development (ECD), health, education, and the strengthening of public governance. Actions on behalf of indigenous people and climate change issues are also envisaged, as cross-cutting areas of support.

UN in Bolivia

The United Nations Development Assistance Framework 2013–2017 is the reference framework for joint and coordinated actions between the national government and the various agencies, funds and programmes of the UN System to support the development of Bolivia. It focuses on strategic areas that the signatories considered critical for the development of the country at this juncture and in which the support of the United Nations System has capabilities and comparative advantages: Civil and Political Rights, Social and Cultural Rights, Economic Rights and Environmental Rights

UN Women in Bolivia

The work of UN Women in Bolivia is aligned with national priorities on gender and with the Equal Opportunity Plan 2008. Furthermore, the commitment of the agency is aligned to the UNDAF 2013–2017.

- Political participation and leadership. Through the programme Promoting Change in Peace, UN Women is supporting the validation of proposed general and specific laws, code reforms and the inclusion of a gender agenda in the process of institutionalisation of 11 indigenous autonomies. The Equality Fund and the Coordinadora de la Mujer are promoting various women's organisations to develop proposals that incorporate gender rights of women in the new institutional legal framework. Through the programme Indigenous Women, UN Women works for the empowerment of indigenous women and their organisations, strengthening their capacity to exercise individual and collective rights.
- Economic empowerment. Under the joint programme Productive Heritage and Citizenship for Women in Extreme Poverty the objective is on strengthening the axes of citizenship, rights of women and strengthening women producers' organisations.
- Violence. UN Women leads the UN Secretary-General Campaign 'UNiTE to End Violence against Women'. Through the Trust Fund for the eradication of violence, CUNA association carries out a programme of prevention, care and reintegration of children and adolescents living in situations of family violence and sexual-commercial violence.
- Planning and Gender-Responsive Budgeting. The planning and gender budgeting project is supporting the institutionalisation of gender budgeting processes at national, departmental and municipal levels.

3. Findings

3.1 Gender Mainstreaming

Integration of gender analysis into country strategies, programme design and reviews

A gender analysis was produced for EU Country Strategy Paper 2007–13 including a thorough analysis of the needs faced by women in Bolivian society.⁷⁹ This state of the situation is linked to the declaration that it will be essential to incorporate actions, at every level and phase of design and implementation for the period, that consider the difference between sexes and promote the rights of women and girls. While a gender analysis was developed and fully

⁷⁹ The specific section on gender equality (p.16) highlights the following problems faced by women: poverty, low level of women's participation in the labour market, deficient access to health and education (especially in rural areas due to the presence of indigenous populations), maternal mortality rates (due to socioeconomic and cultural factors, and low level of coverage of the health system, in particular lack of access to sexual and reproductive health services), high level of sexual and domestic violence, and low participation of women in decision making.

incorporated into the document, the implementing programmes of the period do not include the women's specific needs identified in health (sexual and reproductive rights), education (access to schools in rural areas) and gender-based violence (sexual and domestic violence). However, as evidence collected will demonstrate, this recommendation was not fully implemented in the programmes approved under the framework of the CSP – with the exception of three initiatives under the priority sector on economic development.

The CSP contains gender equality references in two priority sectors: economic opportunities in SMEs and natural resources management (river basins). However, a report on activities of the CSP (dated 2010/11) only mentions gender equality in relation to budget support for financial and fiscal environment for SMEs and percentage of funding for civil society organisations.⁸⁰ The mid-term review concludes that gender equality has not been fully considered during the period of review (2007/2010). It calls for cross-cutting issues such as gender to be integrated more systematically starting from the identification phase of new projects/programmes.

The National Indicative Programme 2011 – 2013 for Bolivia takes account of gender equality issues in the context analysis (e.g., rape and violence against women, existence of forced labour, discrimination on grounds of gender, social indicators showing strong negative bias affecting women). **The planning document translates this context in two programmatic objectives: access to decent employment and sustainable income, and reduction of people living in extreme poverty. In spite of these commitments, the evidence points towards an increasing evaporation of the gender equality focus that was present at the beginning of the period.**⁸¹

Spanish Cooperation conducted a thorough and detailed gender analysis for its country strategy and responded to this analysis both with regard to gender-specific actions and to mainstreaming in focal sectors. The Country Association Agreement (2011–2015 Marco de Asociación País – MAP) for Bolivia includes several references to gender equality as a cross-cutting issue. The MAP states that all the actions will incorporate a horizontal dimension that guarantees the process of gender equality. A gender analysis is incorporated in the context and highlights the vulnerability of women in poverty and the high level of inequality – with a reference to the Gender Index.

The MAP for Bolivia integrates a gender lens in the sectoral priorities of water, education, indigenous autonomous regions, health, food security, and culture. For the governance sector, it mentions special actions on the elaboration of specific laws on gender equality and non-discrimination between men and women and the promotion of women's empowerment to strengthen their leadership in political representation. The MAP recommends that national partners (including non-governmental organisations – NGOs) should allocate a minimum proportion of 15% of their institutional budgets for activities specific to cross-cutting issues (including gender).

In 2011, the Gender Unit in the Spanish Cooperation Bolivia developed a **Gender in Development Action Plan** (Plan de Acción de Género en Desarrollo) for the period 2012–2015, which links the general gender equality policy directives with the priority areas of work in Bolivia. The Plan includes a **detailed list of indicators and targets on gender – as a**

⁸⁰ This proportion of funds for gender work is 1% of the total budget for civil society.

⁸¹ A recent mission was in country to carry out a planning exercise in view of the EU Joint Programming starting in 2018. Interviews reveal that the consultants did not include the topic of gender equality in interviews with EUD staff, and that gender equality was only brought up by two MSs (Belgium and Spain) under the MSs consultation meeting. The consultation with civil society for the drafting of the new CSP (2014/2017) did not identify gender equality as a significant need in the country. Interviews mention that the document presents domestic violence within the section on context and gender equality as a cross-cutting issue. Further, there was a reference in one interview that the GAP stipulates that there should have been an annex on GEWE for the new CSP but this had not been done. There is an Annex for environment, but this one is mandatory, the profile on gender is not – according to interviews.

cross-cutting issue – for each priority sector of the MAP.

Gender analysis in programmes and projects

Gender mainstreaming in budget support and programmes is limited. EU Delegation staff take a lead from government on whether gender is accorded an appropriate priority and do not see it as their responsibility to advocate for that priority if it is not expressed by government. Several interviews point to the aid effectiveness principle of ownership: if gender equality is part of the government sectoral plans, then the EU should include it in the dialogue with the government. But if gender is not recognised (and owned) by the government then there is not much the EU can do about it. This shows that there is a low level of awareness regarding the EU directives on gender equality (e.g., the Gender Action Plan (GAP) indicator on gender mainstreaming) but also a low level of confidence to advocate on gender issues in non-conducive contexts.

Out of the four budget support initiatives analysed (coca, water and sanitation, environment [protected areas], and financial and fiscal environment for SMEs),⁸² only two show some degree of gender-specific activities and gender-responsive indicators: coca and financial services for SMEs. These are seen as unique initiatives, as the EUD staff perceives that, overall, the instrument does not facilitate the consideration of gender issues. While some of them recognise that the problem lies in the lack of mandatory guidance to include gender equality aspects in the sectoral budget support, others point to other challenges such as the fact that women's needs are not identified by the implementing partners 'on the ground' (i.e., there is a lack of gender analysis) or that there is no available reliable sex-disaggregated data (i.e., the monitoring systems are weak).

There is a low level of commitment to gender mainstreaming among EUD staff. The cases where a gender equality perspective is present are linked to: personal commitment, contextual analysis and/or gender as part of the sector policy by the Government of Bolivia. For example, in the case of the coca budget support, women's participation in social and community organisations is a significant factor regarding the implementation of 'alternative' productive initiatives to the coca plantations. While in the case of the financial and fiscal environment for SMEs budget support, women are seen as the main producers in the rural sector, and, hence, potential users of those financial services (e.g., credits).

The budget support for improving the financial and fiscal environment for micro-enterprises and SMEs (Programa de apoyo a la mejora del entorno financiero y fiscal para la micro, pequeña y mediana empresa – PAMEFF, DCI-ALA 2011/022-861, 03/03/2012–07/03/2017) **includes specific sex-disaggregated indicators:** paid and insured jobs, credits, attendance to financial education, coverage of seed capital, and productive economic activities. The budget support finances the Banco de Desarrollo Productivo (majority state-owned Bank for Productive Development) which has a strong gender political focus reflected in its mission and its institutional policies. The budget support financial agreement includes conditions for variable tranches on women's target and sex-disaggregated activities.

The budget support in the environment sector (protected areas) (Programa de apoyo a la conservación sostenible de la biodiversidad, PACSBio, DCI-ALA/2011/022-834) includes eight indicators selected between the Government of Bolivia (GoB) and the EU for conditional tranches and none of them are gender sensitive. The technical specifications for the indicators are gender blind. Indicator No 5 refers to strengthening the institutional structures that facilitate the social participation of the community in the management of the protected areas. However,

⁸² Programa de apoyo a la política sectorial para implementar la estrategia nacional de desarrollo integral con coca (PAPS II) DCI-ALA 2013/024-438 (2013–2018); Programa de apoyo presupuestario sectorial en agua y saneamiento en áreas periurbanas, PASAP, ALA/DCI/2010/021-937 (16/6/2011–15/5/2017); Programa de apoyo a la conservación sostenible de la biodiversidad (PACSBio) DCI-ALA/2011/022-834; Programa de apoyo a la mejora del entorno financiero y fiscal para la micro, pequeña y mediana empresa – PAMEFF, DCI-ALA 2011/022-861 (03/03/2012–07/03/2017).

there is no reference to promoting the participation of women (or other groups) in these committees.

The lack of gender equality focus is coherent with the situational analysis of the protected areas, which does not include a single reference to women's particular needs or roles in the conservation of the protected areas. On the contrary, the Strategy document for the promotion of tourism in protected areas includes references of gender as a cross-cutting issue in regards to social participation and management of tourism initiatives. However, indicator No 8 selected by the GoB and the EU, which refers to the establishment of economic initiatives linked to natural resources and tourism, makes no reference to women's role in the management of natural resources or to supporting women's tourist projects.

The budget support for integral development including coca (or alternative development) (Programa de apoyo a la política sectorial para implementar la estrategia nacional de desarrollo integral con coca, PAPS II, DCI-ALA 2013/024-438, 2013–2018) **includes gender-sensitive indicators.** An analysis was done during the identification phase which highlighted the following areas for further analysis: the inclusion of women in the decision-making structures of the partners and the collection of gender-disaggregated data and qualitative information on the situation of women and men in the sector. **The Gender Equality Checklist concluded that a gender analysis will provide the basis for gender mainstreaming, and that it is also necessary to determine whether specific actions are needed for women or men, in addition to mainstreaming activities.** Later, it mentions that the budget support should fulfil the EU GAP in terms of putting into place a gender-sensitive monitoring and evaluation system.

The coca budget support gives direct support to FONADAL (Fondo Nacional de Desarrollo Alternativo / National Fund for Alternative Development), which aims to support economic productive rural development by providing alternative sources of income to men and women working in coca plantations zones. **Gender is mainstreamed in the work of FONADAL by empowering women to become leaders within their community-based organisations as well as to become active participants in economic productive projects.**

The combination of a sectoral policy with a gender perspective, a gender analysis, and a committed dialogue on GEWE between the GoB and the EU led to two results (and respective indicators) being identified as gender sensitive.

1. In relation to strategic productive sectors: reference to the number of people (sex disaggregated) with vocational training in the selected sectors and in the trades with high local and regional demand.
2. In relation to the institutional capacities of national and sub-national entities and of social organisations: strengthening the leadership and decision-making powers of women (more women in executive posts and more women participants).

Both indicators have baseline information and a defined target to be achieved, and have, therefore, a condition of performance for the disbursement of variable tranches.

All documents reviewed for the budget support on water and sanitation (Programa de apoyo presupuestario sectorial en agua y saneamiento en áreas periurbanas, PASAP, ALA/DCI/2010/021-937, 16/6/2011–15/5/2017) **do not contain a single reference to sex-disaggregated data or specific gender equality activities / indicators / analysis.** It is important to note that the indicators selected for conditional branches disbursements refer to, for example, the number of sewers, sanitation connections, or drinking water connections. So, none of them have a population as a target for the indicator. A similar reasoning was behind the selection of indicators: these should be measurable while gender equality needs other type of data (i.e., qualitative). But one of the agreed indicators, the number of sewers, mentions that there will be X number of beneficiaries who will benefit from this water, sanitation and hygiene (WASH) service. However, the data are not sex disaggregated. This is a clear

missed opportunity and neither the EU nor Sweden identified it as a potential gender-sensitive indicator. By doing so, they could have played a leading and proactive role in promoting GEWE in the environment sector.

The lack of a gender perspective in this budget support was mentioned by several EUD staff as an example of a sector that it is not gender sensitive to its focus on developing infrastructure. The government sectoral guidelines for community development and management of water and sanitation services include proposals for indicators on women's needs and women's participation. However, these policy tools were never taken into account in the dialogue between the EU, Sweden and the GoB.

Spanish Cooperation – The evaluation team reviewed in detail the project for strengthening the independence of the Bolivian judiciary (Proyecto de fortalecimiento de la independencia del sistema judicial Boliviano, 2012–2014) implemented by the Spanish Cooperation and the United Nations High Commissioner for Human Rights with the support of the EU. **Women were included in the Description of the Action document as the final beneficiaries (together with other vulnerable groups), but this recognition is not taken forward in the analysis of the judiciary that justifies the programme, the planned activities or expected results, or the policy dialogue on justice and human rights led by the EU and MSs.** During the implementation of the programme, some specific activities that targeted female judges were conducted that contributed indirectly to building up institutional capabilities in relation to gender-based violence.

The Spanish Cooperation implements two funds with other donors, which were not reviewed in detail:

- **Fondo de Cooperación para Agua y Saneamiento (FCAS)** (Cooperation fund for water and sanitation) financed by the Spanish Cooperation, a loan from the Inter-American Development Bank and a contribution from the GoB. From a loan of USD 164 million, only USD 25,000 has been used for an analysis on gender equality issues (information from interviews).
- **Basket fund for the education sector (The Netherlands, Sweden and Denmark).** No references are made to gender equality issues in the information available online.

Mainstreaming in dialogue processes

GEWE is not pursued consistently or systematically through sector policy dialogue, and is overly reliant on the intrinsic motivation of EUD staff and the proactivity or willingness of Government to engage in dialogue on gender.

Policy dialogues are present in all sectoral budget support initiatives reviewed (water, coca, financial environment, environment), but evidence shows that gender equality has featured only in the sectors of coca and financial environment for SMEs. The EU has not pursued a dialogue with the government in the sectors supported by GEWE-specific projects (women's economic and political empowerment). In other sectors where there are some gender mainstreaming initiatives, such as employment, the sectoral dialogue on GEWE has been limited too.

Two MSs and the EU have supported two large sectoral initiatives, but in neither was a gender perspective applied. Sweden and the EU focused the political dialogue on adaptation and climate change in budget support for the water and sanitation sector – and not on gender equality as would be expected for an intervention in the WASH sector. The Spanish/EU justice sector programme should not miss the opportunity to influence the judiciary system to address gender-based violence (GbV) as it is one of the major unmet needs of women (namely, access to justice in cases of domestic violence) in Bolivia. The EUD in particular recently started working on justice, one of their priority sectors for the 2014–20 period. There is an opportunity

to give specific attention to GEWE during the identification phase of the justice programme which will commence in the coming months.

There is only one specific gender-focused sectoral policy dialogue carried out by the EU in Bolivia. The global programme Increasing Accountability in Financing for Gender Equality (F4GE, C-261438, 01/10/2011–31/03/2015, managed by the Gender Unit in Brussels) was implemented in Bolivia over one year (2012/13). A sectoral policy dialogue on gender equality was at the centre of this programme, which was conducted through **a systematic process of capacity building** together with the **development of tools to mainstream gender** in the process of planning and in the budget of the Ministry of Productive Development and the Plural Economy. The F4GE programme also contributed to strengthening partnerships and creating spaces for a meaningful engagement of gender equality advocates to influence public budget allocations.

Consultations with civil society have not been generated by the EUD in the last year. Domestic violence is part of the Annual Human Rights Dialogue and has been raised on every occasion (evidence from interviews, as documents are not open for disclosure). **The EU has not established a dialogue on violence against women in cooperation with the project financed over the last 9 months.** The potential for a coordinated approach in political and policy dialogue on GbV lies in the fact that the responsibilities of the jobs of political officer and the gender focal point (GFP) include a human rights focus.

Spanish Cooperation engages in a regular dialogue with civil society on GEWE in Bolivia, which is coherent with the institutional policy of delivering aid through NGO financial support (in particular Spanish international development NGOs). There is a Gender Sector Roundtable (a policy dialogue committee) for the Spanish Cooperation in-country, led jointly by two Spanish NGOs and the Gender Unit of the Spanish Cooperation. This brings together several Spanish and Bolivian NGOs and government partners for an active and open debate on the challenges of the institutionalisation of gender equality within the organisations that are members.

The Spanish Cooperation is an active member and co-coordinator of the gender donor group (called the Comité Interagencial de Género/CIAG), which brings together around 20 bilateral and multilateral organisations (the other co-coordinator is UN Women). **The Spanish Cooperation has been the driving force behind the CIAG Decalogue of gender mainstreaming for international aid agencies, published in October 2014.** The Spanish Cooperation plans to use this document to strengthen the gender equality approach of bilateral and multilateral donors present in the GRUS (development partners' coordination group). (Please see details of EUD role below).

Internal mainstreaming

Gender mainstreaming is not a priority within the Delegation and there is a manifest lack of awareness among EUD staff of the main gender equality issues in the country. Gender mainstreaming is not actively pursued, even though Bolivia is the top recipient of aid from the EC in Latin America.

Evidence indicates that there is a low level of implementation of internal management processes for gender mainstreaming. Most of the EUD staff interviewed did not mention the Gender Checklist or the Gender Marker. None of the senior managers interviewed have reviewed if these internal procedures have been applied nor have they checked the quality of the project documentation in terms of the incorporation of gender mainstreaming.

The identification of the person to act as gender focal point was requested by Brussels and

that directive gave the role an increased visibility and possibility of acting. However, the GFP lacks senior management support and the post was not mentioned as a source of GEWE knowledge by the majority of staff – especially those managing budget support initiatives.

None of the EUD staff have ever been asked to report the level of gender mainstreaming in their areas of responsibility. **As gender equality is not one of the three CSP priority sectors, there is no need to account for or report its performance.**

Gender equality discourse within the Spanish Cooperation is well articulated, and technically solid. Staff capacities have been developed and they have access to resources (guidance, tools). The Spanish Cooperation considers itself to have a policy coherent structure in place with regards to gender equality compared with others donors, and this is reflected in the consistency of the gender approach taken across the overall policies (designed in Spain) and the national plans for the countries. Another example of this coherence is the financial support to civil society organisations that work on women's issues and the influence and control over the funds provided to multilateral organisations. There are systems of accountability for the multilateral organisations and for the funding to civil society.

Notwithstanding that the vision, leadership, and resources are there, gender equality has not been adequately addressed in the priority sector we reviewed, namely the justice sector. Evidence indicates that this coherence is broken at the level of decisions in-country in regards to mainstreaming gender into programmes and policy/political dialogue, allocation of funds of the national sectoral partners to cross-cutting issues⁸³ and the lack of stability of the gender expert role. The gender expert's contract will expire and the office will not replace her. There will be four sectoral managers who acted previously as gender experts in others OTCs (offices), so expertise on gender equality will be located in several posts. Opinions about this decision differed between the interviewees. One thinks this is a great opportunity to test in reality if gender is properly mainstream in the office. The other believes that conditions are not present yet to remove the role of gender expert.

3.2 Cluster A: Coordination and Complementarity

The Comité Interagencial de Asuntos de Género (CIAG, donor coordination group on gender) was created in 1995 and it currently has 20 donor agencies that are active. The EU and several MSs sit on this group, which is co-coordinated by the Spanish Cooperation and UN Women. **Spain has a leading role in the Inter-agency Committee with a very progressive voice and strong leadership within the group. The EU does not play an active role in the CIAG, despite the interest and commitment of the GFP.** The CIAG publication Decalogue of principles for gender mainstreaming in the international cooperation of Bolivia (2014) offers the cooperation agencies in Bolivia a framework and guidance for achieving the main international agreements on gender equality and women's rights.

The CIAG is a space for articulation and dialogue with the institution in the GoB responsible for gender equality. The Bolivian 'gender machinery' is located in the Vice-Ministry of Equal Opportunities – VIO – (Ministry of Justice). But this is a weak institution, with no financial and human resources, and no legitimacy to carry forward the GoB Plan of Equal Opportunities. The CIAG does not have an open and regular dialogue with the VIO. Several donor agencies maintain a dialogue with other Ministries, the National Assembly and local and regional (province) governments.

Bolivia is at the avant-garde of gender equality thinking; for example, it has created a government unit which aims to abolish patriarchy in public policy making (Unidad de Despatriarcalización). But, the GoB needs to move from a positive gender equality legislative

⁸³ This proportion has never exceeded 6% in real terms – evidence based on interviews.

framework towards its operational application. **The CIAG needs to engage in a coordinated dialogue with the GoB for moving the agenda towards the implementation of an effective and proper set of gender equality policies.**

Each donor has its own approach and theoretical position regarding gender equality which are reflected in the different opinions and positions present in the group regarding the role of the CIAG. For some, the CIAG is a space that it is self-referential and inward looking with no interest in becoming a real player in donor coordination on gender equality. For others, the CIAG is a space for the donors active in gender equality to ensure coordination and harmonisation in line with the aid effectiveness principles.

The EU GAP has not motivated a separate dialogue between MSs outside the CIAG meetings. The GAP was not mentioned during the meeting held with all donors for the country mission. Spanish Cooperation attempted to set up a group that could promote better coordination and make the MSs agencies accountable, but that failed. There is no ownership of the GAP among the EU and MSs interviewed.⁸⁴

The EU Joint Programming and the post-2015 GAP policy present the opportunity for the EU and the MSs to take a coordinated approach on GEWE. They could use their individual leverage to create the conditions for identifying gender equality as a primary objective in the country and gender mainstreaming targets in the selected priority sectors. This truly coordinated and joint approach could generate a bigger impact in the political and policy dialogue with the GoB.

3.3 Cluster B: Instruments

The EU in Bolivia has used different instruments (thematic financing for non-state actors and human rights), political and sectoral dialogue, budget support, and programmes over the evaluation period. However, evidence shows that gender equality has not been mainstreamed consistently in any of those. Where gender issues are considered, these are isolated experiences which have not been systematically monitored or evaluated. Evidence could not be found of a strategic approach that articulates the GEWE results of the different instruments and modalities – when present.

The EUD staff perceives that GEWE is not a priority in the country and it is not pertinent to raise it in certain sectors. Further, for some managers, budget support as an instrument does not allow for gender equality to be considered. **In the cases where women's empowerment indicators are present, it is because of the government's and the EUD's own decision or the identification of women's specific needs jointly between the government and the EU.**

The EU in Bolivia has used the three-pronged approach in a very limited scope (specific projects, cross-cutting issue and political/policy dialogue), and this has not been done in a complementary or strategic manner. The GEWE-specific projects show results in women's political participation and economic empowerment, but the EU has not capitalised on these to strengthen gender mainstreaming in political and policy dialogues in the same sectors of intervention.

Gender mainstreaming is often confused with including 'women's issues' or with introducing indicators that require sex-disaggregated data. For example, the programme EMPLEOMIN, which aims to support the economic and social development of the mining zones in Bolivia, tends to equate the concepts of gender and women and to link it to generational

⁸⁴ The EUD Delegation reported playing an active role in coordinating Member States in the preparation of the annual report on the implementation of the EU Gender Action Plan.

concepts/children (as vulnerable groups). However, the project attempted to pursue a focus on women's economic empowerment by improving women's labour conditions as well as increasing and diversifying their economic opportunities.

3.4 Cluster C: Engaging Actors and Partners, Notably in Combatting GbV, in Different Contexts

Women and girls in Bolivia remain at high risk of GbV. According to police statistics reported in the press, in 2012 there were over 140 gender-based killings of women, and thousands of complaints filed for acts of gender-based violence. Interviewees mentioned that the statistics underestimate the real extent of the violence suffered by women.⁸⁵ Public protests following several high-profile murders of women in early 2013 led the government to pass a comprehensive law in March 2013 to combat GbV. The new law adds 'femicide' to the criminal code, sanctioning the killing of a woman in nine circumstances with a mandatory 30-year sentence.

The government unit in charge of implementing Law 348 on violence against women sits in the Vice-Ministry of Equal Opportunities, within the Ministry of Justice. This governmental structure has a serious deficit.⁸⁶ According to many interviewees, **Bolivia has an excellent legislative framework for tackling violence against women. But, there is no budget and political will to implement it.**

The EU is not perceived as an interlocutor in relation to GbV in Bolivia. Beyond one current project in Cochabamba, the EU has played no role in combatting GbV in the country. The project started in January 2014 and has therefore had limited results until now. The project has three components: (1) training or educational processes for accountability of the Law 348; (2) work with actors: judiciary, public prosecutor, police, health services, and informal indigenous and community justice; and (3) communication campaigns. The EUD has not yet facilitated a policy level dialogue in the justice sector at local level.

The European Union, through the Instrument for Stability, supported two projects in the justice sector over the last two years that included a limited focus on domestic violence.⁸⁷ The project on social monitoring and strengthening the organisational structures and independence of the judicial system (monitoreo social y fortalecimiento a la institucionalidad y la independencia del sistema de justicia en Bolivia, IFS-RRM/2012/306-165, 12/11/2012–30/11/2013) has an objective to strengthen the level of independence of the newly elected authorities of Tribunals and Penal Courts on key crimes: corruption, terrorism, drugs traffic and domestic violence. The project documents reviewed do not present specific evidence on reasons behind the selection of intra-family violence for citizen oversight/monitoring. Further, documentation does not show an analysis of the 30 judicial processes on intra-family violence that were subject to citizen oversight.

Evidence reveals that the EU (and to some extent the Spanish Cooperation has not engaged or supported strategies on GbV in the justice sector (where they have been active for several years). The EU policy dialogue in the justice sector has been rights-based, but without considering GbV. In March 2014, a justice sector (roundtable) policy dialogue was established

⁸⁵ The government and the InterAmerican Development Bank launched in March 2014, the SIPASSE (Sistema Integral Plurinacional de Prevención, Atención, Sanción y Erradicación de la Violencia en Razón de Género): a system to support the prevention of VAW through collecting accurate statistics and strengthening the work of key actors and justice operators at the national and indigenous autonomy levels.

⁸⁶ Lack of human and financial resources: five civil servants in total and a budget of less than 3000 euros per year. The Special Units against Violence (which were in place before the Law – Fuerza Especial de Lucha Contra la Violencia, FELCV), the Judiciary, or the police force have not receive training since the passing of the Law. Further, the public budget only identified a very small amount (from the IDH -impuesto directo a los hidrocarburos – a tax on the hydrocarbons) for building a handful of shelters.

⁸⁷ The project on strengthening the independence of the judicial system was analysed earlier in this note under the section on gender mainstreaming in programmes for the Spanish Cooperation.

to promote harmonisation and coordination of actions around the reform of the justice system; to recommend the formulation and implementation of public policies in the sector; and to agree common plans and strategies for strengthening the Bolivian judicial system. Despite its leading role, the EU has not advocated for specific attention to be given to gender issues and particularly GbV in this sector-wide policy dialogue.

3.5 Cluster D: Achievement of GEWE Objectives

According to the information reviewed, the gender equality situation in Bolivia presents significant changes during the period 2003–2007, mainly in the area of women's participation in the economy and politics. However, rural-urban disparities have increased over the same period and there is a deeply rooted persistence of traditional stereotypes relating to the roles and responsibilities of women and men within the family, in the education system and in society in general, that reinforce their sense of inferiority and affect their status in all areas of life and throughout their life cycle. Access to land in rural areas remains a critical issue related to traditional cultural barriers, which inhibit inheritance and real access and use.

The EU has not given sufficient priority to the enhancement of the GEWE situation in Bolivia over the last seven years. The EU is currently implementing only one GEWE project: GbV in Cochabamba, detailed above. This evaluation reviewed the two most recent GEWE projects financed through EU thematic budget lines – both of them now closed. The projects were relevant for the context of the time (and still are) and therefore were effective in responding to the needs identified by the implementing partners. The rationale submitted as part of the proposals make a strong case for the support provided. However, **the lack of involvement by the EUD in political and policy dialogue on the areas covered by the projects have been a missed opportunity for strengthening the impact and sustainability of the results achieved.**

The **project on women's political participation** (Mujeres trabajando para una participación política igualitaria, OXFAM, 2011–2012) strengthened the capacities and competences of female local authorities at departmental level and women in social organisations to make visible their political agendas in the political arena. A communication strategy contributed to increased public awareness of and the sensitisation of society to women's political agenda. This promoted favourable changes of attitudes to and practices in women's rights among the male authorities and public policy operators participating in the project activities. **The project contributed to creating capacities among key female actors – authorities and leaders – to propose, influence and advocate for their rights.** Traditionally, access to capacity building privileged men, so this project was a positive measure to reverse this practice and contributed to improving the equality of access to and control of political participation and influence.

The **project on labour and economic participation of women (Gregoria Apaza)** (Fortaleciendo el empoderamiento y autonomía económica de las mujeres y jóvenes alteños para el desarrollo local, CPMGA, 2012–2013) strengthened women's economic empowerment and independence in order to become actors of local development. The project's main achievements were: **1800 women were trained in different trades; the management of 600 micro-enterprises was improved; and a network of 40 micro-enterprises was strengthened in terms of its access to markets (with 300 participants).** Women's demands were incorporated into the new Law on PyME (SMEs).⁸⁸ The project considered not only 'traditional' results (e.g., increase in income by women), but also impact indicators: economic empowerment and independence of women.

⁸⁸ For example, care facilities for children, technical training programmes that take account of the fact that women have different time pressures (child care, cooking, collecting water, etc.), and access to credit.

Gender analysis has not been undertaken to inform decisions in relation to political and policy dialogues. There is no common institutional understanding on gender equality as part of political and policy dialogues among EUD staff. There is great variability also in terms of political will and capacity for gender policy dialogue within the government.

No gender-sensitive objectives and indicators have been developed and used in dialogue strategies. A policy dialogue is present in the sectors where budget support is used: coca, financial services to SMEs, water and sanitation, and environment (river basins). However, gender equality issues are not part of the dialogue – except when gender-specific indicators are included in the budget support (e.g., coca).

Regarding political dialogue, this is based on the EU country Human Rights Strategy (not for disclosure), which includes GbV, and also gender issues among indigenous peoples and justice (according to interviews). The political officer and the GFP maintain a good relationship as both have human rights objectives in their positions. The EUD was not directly engaged and did not support the consultation process for the Universal Periodic Review.

The evaluation team collected evidence that shows that none of the budget support interventions included a capacity building component that aimed at empowering and enabling government offices to promote GEWE in their respective areas of work. The EUD staff consider that capacity building support should be demand driven; this means that civil society and government should request it if they identified it as an institutional need in the sector. On this basis, the EU has not promoted capacity building programmes in GEWE nor has it encouraged a gender approach in other capacity building initiatives.

The specific GEWE projects as well as the sectoral programmes with a gender mainstreaming approach reviewed for this evaluation were not offered capacity building opportunities by the EU. The efforts of building capacities in GEWE within these initiatives have happened because implementing organisations have had the interest and capacity to carry it forward, not because the EU has promoted it. For example, the results of the political participation project (by Oxfam) show that capacities were generated among different actors – female authorities and leaders, male leaders – in relation to GEWE, but this is linked with Oxfam's own policies on gender equality. In the sector budget support of coca, financial and fiscal environment for SMEs, and environment (river basins), capacity building on gender equality is not part of the support provided by the international technical teams located in the respective government offices. However, willingness to address institutional needs and weaknesses, and to therefore develop capacities, is present in those sectors.

3.6 Cluster E: Institutional Capacity to Deliver

The level of familiarity and awareness of the EUD staff of EU gender equality policies is extremely low. None of the policies were mentioned by them during the interviews (in groups or individually) – the EU GAP was not referenced by the EUD staff or the MSs interviewed. Overall, **gender equality is understood as 'women in development', and they are frequently associated or defined as a vulnerable group that might require special attention in the programmes.** Only a handful of EUD staff was aware of the current gender equality legislative framework in Bolivia (especially the laws on violence against women, and violence against women in politics) and on this basis they felt the government was performing well and therefore there was no demand for GEWE capacity building or specific projects.

No training or other type of gender equality capacity building has been delivered to the EUD staff over the last two years.⁸⁹ The GFP herself has not received any technical support.

⁸⁹ Note: some of the staff arrived in 2014 while others have been in post for over three years now and do not recall having received training on GEWE during this time.

None of the members of staff mentions any GEWE knowledge management available for them (e.g., web platforms). There has been a huge number of resources and tools produced on GEWE in Bolivia over the last 10 years (particularly on gender mainstreaming). These publications have been financed by several MSs in sectors where the EU is active (e.g., water and sanitation) but these are not being used by the staff at the Delegation.

Staff mentioned they had used the Gender Checklist, yet only one of the 12 initiatives reviewed presented the form completed with a proper level of analysis (coca sector budget support). Even though only two EUD managers mention that they would request the support of the GFP if necessary for a programme, senior managers did stress the importance of the post for ensuring gender is considered in some sectors. However, the proportion of time the GFP was asked to dedicate to gender equality was 20% based on the suggested job description proposed by Brussels. This allocation of time is not enough to cover gender equality as there are other responsibilities that come first.

4. Conclusions

In Reference to the European Union

The EU has developed gender equality analysis for its country strategy document but this has not translated into systematic mainstreaming of gender issues into programmes. Where a gender equality perspective in programming exists it tends to be associated with two technical conceptualisations, both of which indicate a poor understanding of gender:

1. Women's needs are put in the same group as indigenous people's needs; in this way, it equates women and indigenous people issues as two similar vulnerable and excluded groups.
2. Gender equality is understood as including women as target beneficiaries of projects, with sex-disaggregated indicators fulfilling the objective of gender mainstreaming.

This low level of understanding of the issue of gender concept can be explained by three factors:

- **Capacity:** lack of training and technical (external or internal) support; low level of awareness of country GEWE context and low knowledge and skills in the GFP post
- **Policy:** lack of awareness of EU policies which results in an incoherent conceptual approach; lack of coordination between directives from headquarters and what it is feasible to implement in the country
- **Ownership:** the EUD staff discourse based on a gender equality analysis (when present) does not generate an internal discussion on how to reflect that into decisions at operational level

These same factors are fundamental for explaining the claim that gender mainstreaming is applied, while evidence shows that it is only on an exceptional basis that it is implemented. In the particular cases of budget support, there are additional factors that have hindered or facilitated the presence or absence of gender equality:

- **Gender analysis:** if used in the identification phase, the initiative might include activities that target the needs identified. For example, the environment budget support developed an analysis of the social conditions of the protected areas, which did not take into account the situation of women.
- **Sensibility of the sector:** the objectives of budget support would not facilitate the inclusion of gender issues (e.g., WASH infrastructure) and the instrument itself does not have the directive to do so. The other side of this factor, it is that the EU has a low regard for the legitimacy to advocate on gender equality in the sectors it is active in.

- **Data available in the sector:** the collection and monitoring of sex-disaggregated data is a challenge as the system is not well established (e.g., WASH and environment).
- **Capacity in the government:** even though political will might be present, the representatives of the sector might not be capable of carrying out gender equality directives (e.g., financial and fiscal environment for SMEs).
- **Capacity in the donor:** the presence of both knowledge of gender equality and of the sector is key for moving beyond a sex-disaggregated data approach (e.g., coca integral development). The lack of clear directives for mainstreaming gender in sectoral policy dialogues of budget support results in the initiative being gender blind (e.g., WASH). Capacities might be there, but what is key is the internal organisation and the communication channels for using that available knowledge.
- **Women's empowerment:** when women are identified as key actors of the sector, a specific activity would be included in the budget support. While this initiative could be defined as a 'women and development' approach, it could be framed as building a path towards empowerment (e.g., coca integral development and financial and fiscal environment for SMEs).
- **Government's ownership:** if gender mainstreaming is included in the government sectoral policies, it becomes a pre-condition for the inclusion of gender-sensitive indicators (e.g., coca integral development and financial and fiscal environment for SMEs).

Particular attention needs to be given to the coca integral development budget support where a series of factors might explain that this is a best practice case of gender mainstreaming in budget support. The decision to include a gender analysis at the identification and formulation phases resulted in having gender as a cross-cutting issue (sex-disaggregated data) and a specific gender indicator (women's leadership and participation). There was a synergy also with the policy sectoral dialogue which was based on a mutual understanding of the importance of including a gender perspective in the intervention. This agreement between the GoB and the EUD staff also meant that the gender-specific indicator was not only about women's participation but also about the quality of this participation.⁹⁰

The specific GEWE projects contributed to filling, in part, the gender gaps in political and economic participation. But, the lessons learned and systematisation of evidence was not used by the EU to nourish a sectoral policy dialogue which would end up producing an evidence-based public policy. On one hand, the lack of gender analysis in the sector results in an absence of gender-sensitive indicators and, on the other, the lack of an institutional enabling environment in the Delegation results in an absence of legitimacy to carry out sector policy dialogue with a gender equality focus. These might well explain why the EU has not played an active role in promoting GEWE in the country. But, in addition, the context has not been a contributory factor:

1. Political and policy dialogues are always the result of negotiations between donors and governments. Donor discourses are 'pro-gender equality' but, they are not then linked to concrete interventions and internal incentives. For example, women's rights are always up for negotiation and this is currently framed in the aid effectiveness principle of ownership and sovereignty.
2. Bolivia has a favourable GEWE legislative and normative framework – many called it an avant-garde set of laws. But, the GoB still needs the international cooperation to build its capacity for implementing the public policies and programmes that apply the laws on gender equality. Further, national public budgetary priorities and institutional settings and capacities do not reflect the political commitment expressed in the Constitution and present legislation.

⁹⁰ Hence, the indicator reflects the role of women in decision making positions; to give them a voice that has the power to be heard, and to change the mentality of the communities and organisations –in the words of the interviewees.

The example that best illustrates this conclusion is the lack of focus on GbV in the policy and political dialogue of the justice sector, which does not take advantage of the current favourable legal framework. The recently approved Terms of Reference (ToRs) for a sector situational analysis (a diagnosis that will guide development cooperation and planning in the sector in the coming years) does not consider explicitly addressing the issue of GbV (or gender equality in general). A crucial opportunity is there for the EUD to identify specific measures to strengthen the sector capacities specifically related to women's rights and GbV. The favourable legal framework, a multi-actor roundtable and the current undertaking of a sector diagnosis enables the EU, as the leading donor in the justice sector, to make an impact towards reducing the existing unmet needs and weaknesses in the judicial system to deal with GbV.

The EU needs to take advantage of its leading role in the donor community to support the GoB in moving towards public policies based on evidence. **The knowledge available in the EU and among MSs, the experiences gained over recent years and the evidence collected by specific projects creates fertile ground for achieving a dialogue on gender equality.** To fulfil this role the EU would need to strengthen the capacity of its staff who do not have the gender equality expertise and capacities needed to become a key interlocutor, but also to improve the level of institutionalisation of gender equality as well as the legitimisation of the role of the GFP.

The existence of opportunities for GEWE is a major opportunity for the EU to substantially contribute in the achievement of gender equality in Bolivia. It is the configuration of the political landscape that provides the major chance to actually make a change:

- a group of female ministers who are internal gender champions;
- the Unit against Patriarchy (Unidad de Despatriarcalización) in the Vice-Ministry of Decolonisation aims to achieve a non-patriarchal approach in the design of public policies, and the Unit on Violence Against Women in the Vice-Ministry of Opportunities;
- the high percentage of newly elected women in the National Assembly (49%);
- the active engagement of a wide and inclusive women's movement.

The EU is now the major donor in Bolivia and it could use this leverage to really make a difference on gender equality issues. The EU has the opportunity to strengthen a 'gender machinery' that is like no others, and it might be the development of a new approach to gender mainstreaming. It is not only about supporting GEWE projects implemented by women's NGOs, it is also about adding and legitimising a gender perspective in major investments and sectoral policy dialogues.

In Reference to the Spanish Cooperation

The Spanish Cooperation in Bolivia has achieved a level of policy coherence in terms of gender mainstreaming. The general gender equality directives are in coordination with the country-based documents: the country priorities and plans and the country GAP. In support of this context, there is an availability of resources and tools, and fundamentally the access to the gender expert. Also, among GEWE donors, the Spanish Cooperation has a leadership role and is recognised and respected as a legitimate GEWE interlocutor. However, there are fundamental challenges that jeopardise this policy coherence and its leading role:

1. **Mainstreaming at the level of programmes** (justice sector, WASH and education show a low level of implementation of gender mainstreaming) – although there is a suggested percentage of funding that partners should allocate to this cross-cutting issue
2. **Personal commitment:** policies not being applied because of the ideological position of the members of staff; disregard to the mandatory principle of the gender equality policy. From a different but complementary conclusion, the leadership role of the Spanish Cooperation in the donor community in regards to GEWE is based on one single person: the gender expert

3. **Institutional commitment:** low presence of internal accountability and incentives for policy implementation at the country level – although there are control mechanisms in place for the financing of multilaterals and NGOs
4. **Capacity:** decisions on the gender expert post vary with the availability of the knowledge present in the country office – although others could have a good level of gender skills and knowledge

The Spanish Cooperation has opted to increase institutionalisation of the policy and legitimisation of its implementation by locating the gender expert directly under the responsibility of the General Coordination of the office. However, if the gender expert post disappears, the challenge for the office will be considerable as it is one person who drives the agenda across the organisation. It might as well be an opportunity to test how embedded and institutionalised is the gender equality policy of the Spanish Cooperation in the programmatic responsibilities of the office in Bolivia.

A similar situation is present in the donor coordination group for gender equality where the Spanish Cooperation gender expert has played a leadership role in moving the agenda forward for the last two years. If this person is no longer available, the group might need to find another leader who not only has the commitment but also the expertise brought by the Spanish Cooperation.

The Spanish Cooperation is a key actor on GEWE for the donor community in Bolivia. It has the opportunity to share its experience and lessons learned on policy coherence with other agencies. It is not only about having a policy and discourse on gender equality, it is also about influencing others in the international community to implement the gender equality and aid effectiveness principles that Spanish Cooperation has so close to its core ethos.

Annexes

Annex 1: People Interviewed

Stakeholder	Name	Contact details (email, telephone, address)
EU Delegation		
Gender Focal Point	Martina Pino	Martina.pino@eeas.europa.eu +591 2 2782244
Head of Delegation	Tim Torlot	Tim.torlot@eeas.europa.eu +591 2 2782244
Head of Cooperation	Juan Planas/	Juan.planas@eeas.europa.eu
Head of Cooperation	Francisco Garcia Garcia	Francisco.garcia@eeas.europa.eu
Political Councillor(s) (with responsibility for human rights)	Allan Heldbjerg	Allan-emil.HELD BJERG@eeas.europa.eu @eeas.europa.eu
Managers with responsibility for budget support, projects and sector under review	Franco Mendizabal (Responsable transversal apoyo presupuestario y macroeconomia)	Franco.MENDIZABAL@eeas.europa.eu
	Nico Hansmann (DROGAS)	Nicolaus.HANSMANN@eeas.europa.eu
	Emmanuel Hondrat (Desarrollo Alternativo Y Seguridad Alimentaria)	Emmanuel.HONDRAT@eeas.europa.eu
	Luca Citarella (MEDIOAMBIENTE)	Luca.CITARELLA@eeas.europa.eu
	Roderic Mc Kenzie (Desarrollo Productivo)	Roderic-Lewis.MCKENZIE@eeas.europa.eu
	Alejandro Diz Unión Europea	Alejandro.DIZ-RODRIGUEZ@eeas.europa.eu
National government		
Budget support coca integral development	Policarpio Perez Vice-ministry of coca and integral development Juan Guillen FONADAL Erlan Oropeza Director FONADAL Sergio Urioiste – international technical assistance	
Budget support environment	Ing. Fernando Ponce de León Technical Financial Adviser to the Vice- Minister	
Senior official of national ministry responsible for gender issues	Ana Clavijo	anaclavijo262@hotmail.com

Stakeholder	Name	Contact details (email, telephone, address)
Unidad de Despatriarcalización	Elisa Vega Unidad de despatriarcalización Ministerio de Cultura	elisavegakaipi1@hotmail.com
Spanish Cooperation		
Experta en genero	Elena Apilánez	elena.apilanez@aecid.bo (591) 2-2433515
	Africa Sanchis	africa.sanchis@aecid.bo
Manager – justice sector	Victoria Osuna Delegada IFS en Justicia	victoria.osuna@aecid.bo
The Netherlands		
Fondo de Emancipación	Diana Urioste	76203933 durioste@conexion.org.bo Calle 12, N°10, Calacoto
Donor agencies		
Oficina de Cooperación al Desarrollo	Georgina Devisscher	georginamaria.devisscher@diplobel.fed.be 2771430
DANIDA Justice Sector	Fernando Medina	
SIDA Water and Sanitation	Isabel Ascarrunz	
Especialista de Género OACNUDH	Freddy Huaraz Murillo Jennifer Guachalla	fhuaraz@ohchr.org 71290440
Especialista de Programas ONU Mujeres	Tania Sánchez	mavel.sanchez@unwomen.org 77908953
Especialista en Políticas Sociales UNICEF	Liliana Chopitea Roberto Rivero Carmen Monje	lchopitea@unicef.org 71574471; 2623289 rrivero@unicef.org cmonje@unicef.org
PMA	Ximena Loza María García Real Alice Luraghi	ximena.loza@wfp.org marina.garciareal@wfp.org alice.luraghi@wfp.org
EC support beneficiaries		
Implementing partner GEWE project Alianza por la Solidaridad: (proyecto 333-816, en COCHABAMBA)	Julieta Montaña: Directora Oficina Jurídica de la Mujer Esther Otero: Responsable del Proyecto Florinda Corrales: Abogada responsable del servicio en Quillacollo Alejandra Fajardo: Comunicadora Alianza por la Solidaridad Magalí Chavez: Coordinadora de Programas Alianza por la Solidaridad	mchavez@aporsolidaridad.org

Stakeholder	Name	Contact details (email, telephone, address)
Implementing partner GEWE project Oxfam (proyecto 256-414)	Lourdes Montero	lmontero@oxfam.org.uk
Implementing partner GEWE project Gregoria Apaza (proyecto 229-339)	Cecilia Enriquez, María Esther Ibañez,	enriquezceci@yahoo.com esthercita888@yahoo.com
Other stakeholders		
Representatives of women's movement	Mónica Novillo, Coordinadora de la Mujer	monicanovillo@yahoo.com, monica.novillo@coordinadorade lamujer.org.bo
	Katia Uriona, IDEA Internacional	katiaurionag@yahoo.com
Academics working in field of GEWE	Cecilia Salazar, CIDES UMSA	ivonnefarah@cides.edu.bo
	Silvia Vega Instituto de Formación Femenina Integral	svega@iffi.org.bo Cochabamba

Annex 2: Projects and Programmes Specifically Considered

Creating sustainable economic opportunities for decent work in micro, SMEs

Programa de apoyo a la mejora del entorno financiero y fiscal para la micro, pequeña y mediana empresa – PAMEFF (Budget support for improvement of the financial and fiscal environment for SMEs) DCI-ALA 2011/022-861 (03/03/2012–07/03/2017)

Proyecto de apoyo a la mejora de las condiciones de trabajo y a la generación de empleo en las áreas mineras de Bolivia (EMPLEOMIN) (employment generation and improvement of working conditions in the Bolivian mining sector) DCI-ALA/2009/021-615 {12/4/2010–11/4/2015)

Support for Bolivia's fight against drug production and trafficking of illicit drugs through the full development and rationalisation of coca production through mechanisms of social control

Programa de apoyo a la política sectorial para implementar la estrategia nacional de desarrollo integral con coca (PAPS II) (Budget support for sectoral policy to implement the national strategy of integral development including coca) DCI-ALA 2013/024-438 (2013–2018)

Sustainable management of natural resources, in particular through support to integrated international river basins.

Programa de apoyo presupuestario sectorial en agua y saneamiento en áreas periurbanas, PASAP (Budget support for water and sanitation in suburban areas, with Sweden) ALA/DCI/2010/021-937 (16/6/2011–15/5/2017)

Programa de apoyo a la conservación sostenible de la biodiversidad (PACSBio). (Budget support for sustainable conservation of biodiversity) DCI-ALA/2011/022-834

Justice sector

Proyecto de fortalecimiento de la independencia del sistema judicial Boliviano (programme to strengthen the independence of the Bolivian judiciary, implemented by Spanish Cooperation) (NUMBER OF CONTRACT NOT AVAILABLE) (2012–2014, 18 months)

Monitoreo social y fortalecimiento a la institucionalidad y la independencia del sistema de justicia en Bolivia (Project on the social monitoring and strengthening of the organisational structures and the independence of the judiciary, implemented by a national NGO, RED PARTICIPACION Y JUSTICIA) IFS-RRM/2012/306-165 (12/11/2012–30/11/2013)

Fortalecimiento e incremento de la independencia del sistema judicial en Bolivia (programme to strengthen and enhance the independence of the judicial system in Bolivia, implemented by the United Nations High Commissioner for Human Rights)

Other programmes

Mejorar la contribución de las organizaciones de la sociedad civil en articulación con las instituciones públicas a la implementación de las políticas que garantizan el derecho de las mujeres a una vida libre de violencia / Cochabamba (Project to improve the contribution of civil society organisations in cooperation with public institutions for the implementation of policies guaranteeing women's right to a life free of violence, implemented by national and Spanish NGOs) (EIDHR/134-143) (02/2014–01/2016)

Fortaleciendo el empoderamiento y autonomía económica de las mujeres y jóvenes alteños para el desarrollo local / Bolivia, La Paz, Murillo, El Alto (Project to enhance the economic independence and empowerment of women and young people from El Alto to promote local

development. Implemented by national NGO (CPMGA) 2012–2013

Mujeres trabajando para una participación política igualitaria (Project to support women working for equal political participation, implemented by British and national NGOs) OXFAM 2011–2012

Increasing accountability in financing for gender equality (implemented by UN Women and ITC-ILO) C-261438 (01/10/2011–31/03/2015)

Annex 3: Documents Consulted

Submission by the United Nations High Commissioner for Refugees For the Office of the High Commissioner for Human Rights' Compilation Report – Universal Periodic Review: PLURINATIONAL STATE OF BOLIVIA.

Bolivia Amnesty International Submission for the UN Universal Periodic Review 20th Session of the UPR Working Group, October-November 2014.

Human Rights Watch Submission UPR Submission, Bolivia, February 2014.

Financial Agreement between EU and Bolivia, Programa de apoyo a la mejora del entorno financiero y fiscal para la micro, pequeña y mediana empresa – PAMEFF.

Reference: Support programme for the improvement of the financial and fiscal environment of small business (PAMEFF) – Programa de Apoyo para la Mejora del Entorno Financiero y Fiscal para la MiPyMe, FA DCI-ALA/2011/022-861. Subject: Disbursement Dossier (7 million euro variable tranche).

ROM BS Report Bolivia – Programa de Apoyo Presupuestario a la Mejora del Entorno Financiero y Fiscal de las MiPYMES (PAMEFF) – SBS MONITORING REFERENCE – 2011/022-861 15/11/2013.

Anexo II del Convenio de Financiación N°2013/024-438 Disposiciones Técnicas y Administrativas – Programa de Apoyo a la Política Sectorial para implementar la Estrategia Nacional de Desarrollo Integral con Coca (PAPS II).

Anexo II del Convenio de Financiación N°Dci-Ala/2011/022-861 Disposiciones Técnicas y Administrativas Programa de Apoyo a la Mejora del Entorno Financiero y Fiscal para la Micro, Pequeña y Mediana Empresa (MIPYME) (PAMEFF).

Annex 3: IDENTIFICATION FICHE ENDIC – Gender Equality Screening Checklist (GESCI) – Programa de Apoyo a la Política Sectorial para implementar la Estrategia Nacional de Desarrollo Integral con Coca (PAPS II).

Proposal submitted to the EIDHR – 2013 – Mejorar la contribución de las organizaciones de la sociedad civil en articulación con las instituciones públicas a la implementación de las políticas que garantizan el derecho de las mujeres a una vida libre de violencia. Bolivia, Departamento de Cochabamba. Municipios de Quillacollo y Acción Cercado. Fundación Española para la Cooperación. Solidaridad Internacional and Oficina Jurídica de la Mujer.

Proposal submitted to the Non-State Actors Call for Proposal. Fortaleciendo el empoderamiento y autonomía económica de las mujeres y jóvenes alteños para el desarrollo local. Bolivia, La Paz, Murillo, El Alto. Implemented by Centro de Promoción de la Mujer Gregoria Apaza (CPMGA).

Organización Panamericana de la Salud (2013). Resumen del Informe Violencia contra la Mujer en América Latina y el Caribe: Análisis comparativo de datos poblacionales de 12 países. Washington D.C.: OPS.

OXFAM (2013). Mujeres trabajando para una participación política igualitaria. Sistematización-Evaluación de la experiencia del proyecto. La Paz: OXFAM.

LA ACCION (action fiche). Mujeres trabajando para una participación política igualitaria. OXFAM.

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Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for Burkina Faso

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April 2015

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List of Acronyms and Abbreviations

CEDAW	Committee on the Elimination of Discrimination against Women
EDF	European Development Fund
EUD	European Union Delegation
GbV	Gender-based Violence
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
HDI	Human Development Index
MDG	Millennium Development Goals
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
PRSP	Poverty Reduction Strategy Paper
QSG	Quality Support Group
ROM	Results-oriented Monitoring

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EU and Member States in development cooperation in the 2010–12 period;
- the extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–12.

As part of the field phase, the country visits follow completion of the desk phase and are expected to:

- Collect data to address information gaps identified in the desk report relating to 14 evaluation questions;
- Reflect on the preliminary findings presented in the desk report and confirm or challenge them;
- Test hypotheses developed presented in the desk report.⁹¹

Each of the case study countries represent a different context. Burkina Faso is one of the poorest countries in the world. High demographic growth, climate change and non-inclusive development are major constraints to poverty reduction (CSP, 2008–13). In addition to its country characteristics, Burkina Faso provides a useful case study country due to the:

- Importance of EU support in the country. The EU is the second largest donor of official development aid to Burkina Faso after the World Bank). The EU and Member States combined are the largest donor of official development aid in the country.⁹²
- Fact that the majority of EU Delegation (EUD) funding is channelled through direct support to the Poverty Reduction Strategy (around 60% of EU development cooperation commitments) and through sector budget support to health, governance, food security and nutrition, sustainable agriculture, and water and sanitation.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. The field visit took place 14-18 September 2014, with follow-up telephone interviews being conducted during the week of 6 October. The fieldwork consisted of individual and small group interviews with 31 stakeholders (see Annex 1), including:

- 11 officials from the EU Delegation
- 6 officials from government departments (including 1 minister, 1 secretary-general and 2 permanent secretaries)
- 12 representatives from donor organisations, all members in the Gender Donor Group
- representatives from 2 civil society organisations.

Data collection was carried out using an interview guide specifically developed for the country visits of this evaluation, thus ensuring coherence in data collection. In order to triangulate the findings from the interviews and the desk phase, the country team reviewed over a range of documents (see Annex 2 for details).

⁹¹ Burkina Faso does not work on Women, Peace and Security as it is not a crisis country. It is therefore not possible to comment on the hypotheses from the desk review on this question.

⁹² <http://www.oecd.org/dac/stats/documentupload/BFA.JPG>

1.2 Selection of Projects to Study

To feed into the wider evaluation, each country case study was expected to assess:

- gender mainstreaming in budget support operations where they exist;
- gender mainstreaming in selected focal sectors;
- up to five gender-specific projects.

The focal sectors were selected on the basis of a number of criteria, including: sectoral coverage (ensuring the focus of any budget support and sector assistance was distinct); scale of EC investment; and gender issues were either identified in MIPs/NIPs or there was scope for gender issues to be covered in the sector. For the selection of gender-specific projects, the main criteria used were: sectoral coverage, coverage of different geographical and thematic instruments and diverse range of national partners. As far as possible, the projects selected were those with a well-documented evidence base (e.g. results-oriented monitoring (ROM) reports, reviews and evaluations).

Rural development and food security were selected as the focal sectors for the country case study. In addition, the programmes and projects reviewed were:⁹³

- sectoral budget support to water and sanitation sector
- general budget support to poverty reduction strategy
- promotion of the rights of older women and their access to social services in Burkina Faso
- project on resilience for flood-affected populations.

2. Country and Development Partner Context

2.1 Gender Equality and Women's Empowerment in Burkina Faso

The Human Development Index (HDI) ranking for Burkina Faso in 2011 is 0.311, which gives the country a rank of 181 out of 187 ranked countries. Burkina Faso is ranked 70 out of 86 in the 2012 Social Institutions and Gender Index. There has been steady progress in relation to health, education, economics and politics indicators between 2006 and 2013. The World Economic Forum's Global Gender Gap Report shows an improvement of 11.2% towards gender equality. Key concerns relating to gender inequality include:

- discriminatory family code which facilitates early marriage for girls. Burkina Faso has one of the highest child marriage prevalence rates in the world. On average, almost one out of two girls will be married before their 18th birthday. In 2006, about 48% of the women aged 20–24 were married/in union before age 18. Data shows an 8% decline since 2003;⁹⁴
- gender violence, including domestic violence, forced marriage, exclusion of women accused of sorcery, abduction for marriage and female genital mutilation;⁹⁵
- restrictions on ownership rights, despite the existence of state policies aimed at ensuring fair access to land and the fact that the law grants men and women equal rights to ownership.

Burkina Faso has a gender policy (adopted in 2009) with a three-year action plan focused on seven strategic axes: equal access to basic services; equal access to resources and revenues; equal access to decision making; gender mainstreaming in institutional mechanisms, i.e. planning, budget and policy implementation; respect of human rights and elimination of violence; gender promotion for behavioural changes in favour of equality

⁹³ Contract numbers and implementation periods are noted in Annex 3.

⁹⁴ UNFPA (undated) Profile of 10 countries with the highest rates of child marriage. See https://www.unfpa.org/webdav/site/global/shared/documents/publications/2012/ChildMarriage_8_annex1_indicator-definition.pdf.

⁹⁵ EU Delegation in Burkina Faso (2013) Human Rights Update.

between men and women; active partnership in favour of gender.⁹⁶

The government of Burkina's 2011–15 national poverty reduction strategy is called the Accelerated Growth Strategy and Sustainable Development (Stratégie de Croissance Accélérée et de Développement Durable). The Strategy has a dedicated chapter on gender inequality (page 18), with a special mention of women's limited access to land. Twice a year, donors, government, civil society and the private sector come together to analyse progress on the Strategy and make recommendations. Review groups are sector specific and one of the 15 review groups has a gender and women's equality focus.

2.2 European Commission Cooperation

The **Country Strategy Paper for Burkina Faso** (2008–13) notes three priority areas of intervention:

- poverty reduction and macroeconomic support through budgetary support
- development of road infrastructure
- rural development and food security.

Additional support was also provided to water and sanitation and governance sectors. Burkina Faso has been a recipient of the 10th **European Development Fund (EDF)** (EUR 537 million⁹⁷) and the 11th European Development Fund (EUR 623 million).⁹⁸

2.3 Member States' Cooperation

Spain has never been a donor to Burkina Faso. The **Netherlands** was an active promoter of gender equality, however, the Embassy of the Netherlands closed in 2013.⁹⁹ France, Germany, Denmark and Sweden have large bilateral aid programmes.

- **France:** Burkina Faso is one of France's priority countries. Of the EU MS, France provides the largest amount of official development assistance (ODA) to the country, providing around USD 89 million in 2011/12.¹⁰⁰ Globally, France's development cooperation addresses four mutually-supportive issues: peace, stability, human rights and gender equality; equity, social justice and human development; sustainable, job-rich economic development; and protecting the environment and global public goods. In Burkina Faso, the focal sectors are: basic education, water and sanitation and infrastructure development.¹⁰¹ In addition, there are three cross-cutting programmes on governance, higher education and research and cultural diversity¹⁰² supporting women's rights and equality is one of France's global priorities. To operationalise this, in 2007 it adopted a 'Gender and Development' Strategy and in 2009 a three-year action plan for the empowerment of women. The overall approach to women's rights and empowerment is based on two main lines: respecting human rights and concern for greater aid effectiveness through (1) political advocacy; (2) support for specific actions promoting equality; and (3) transverse integration of the gender in all sectors of activity.¹⁰³
- **Germany:** Has been engaged in international cooperation activities with Burkina Faso since 1973. It is the fifth largest bilateral donor in Burkina Faso, committing EUR 82 million in the period 2011–14.¹⁰⁴ Cooperation currently focuses on agriculture, decentralisation

⁹⁶ See EU Delegation in Burkina Faso (2013) 'DEVCO thematic workshop on gender equality in development cooperation Brussels 02/03/2013.'

⁹⁷ See Eco Consult (et al.) 2010 [Evaluation of the cooperation of the EU with Burkina Faso](#).

⁹⁸ In 2010, an evaluation of the cooperation of the European Union with Burkina Faso was carried out: [Evaluation of the cooperation of the EU with Burkina Faso](#).

⁹⁹ <http://www.government.nl/issues/international-relations/burkina-faso>

¹⁰⁰ <http://www.oecd.org/dac/stats/documentupload/BFA.JPG>

¹⁰¹ <http://www.ambafrance-bf.org/Panorama-general-de-la-cooperation>

¹⁰² Ibid

¹⁰³ <http://www.diplomatie.gouv.fr/en/french-foreign-policy-1/development-assistance/france-s-actions-promoting-women-s/>

¹⁰⁴ http://www.bmz.de/en/what_we_do/countries_regions/subsahara/burkina_faso/zusammenarbeit.html

and water with cross-cutting programmes on human rights, especially women's human rights, combatting child labour and child trafficking, and promoting sexual health.

- **Denmark (DANIDA):** In 2012, Denmark's ODA commitments to Burkina Faso totalled approximately EUR 35 million.¹⁰⁵ The overall objectives for Denmark's partnership with Burkina Faso are threefold: to contribute to poverty reduction; to contribute to a stronger, rights-based and inclusive governance framework; and to contribute to economic growth and employment in particular for youth and women.¹⁰⁶
- **SIDA:** Sweden contributes to Burkina Faso's development in the areas of democracy and human rights as well as environment and natural resources. Budget support to the state apparatus constituted approximately half of the total assistance up until 2012. In December 2012, the Swedish government decided to phase out the bilateral cooperation with Burkina Faso, to be completed by the end of 2016.¹⁰⁷

3. Findings

3.1 Gender Mainstreaming

Integration of gender analysis into country strategies, programme design and reviews

Gender analysis does not adequately inform the country strategy. The **Country Strategy Paper** for Burkina Faso (2008–13) is gender blind on the whole, with a few exceptions that indicate that gender equality is seen as an 'add-on' rather than an integral part of strategic analysis, design and intervention. There is no evidence that gender issues identified in the Country Strategy Paper analysis were used as the basis for decisions and prioritisation for strategic objectives as per the below analysis:

- there are general references to 'the population' but no disaggregation by sex or other outside of the country analysis section;
- the summary section contains no gender analysis. the text is gender blind;
- the main text is gender blind on the whole, with the below exceptions which lack sufficient detail:
 - A note that the EU Delegation will adopt a more rigorous method for integrating cross-cutting issues, including equality between men and women (p. 3). However, there is no explanation of the method in question.
 - Mention that Burkina Faso's poverty reduction strategy covers cross-cutting topics such as equality between men and women (p. 22) without any reference as to how the EU will support this.
 - Mention in the country analysis that 'gender inequality is an important obstacle to development and that while men and women are equal in the eyes of the law women often remain at a disadvantage.' This statement is factually inaccurate and there is no evidence that this statement is more than an 'add-on' statement to tick the gender equality box. Men and women are not in fact equal in the eyes of all laws (e.g. age of marriage) and there is no evidence that there is an understanding of gender inequality within the broader text, i.e. there is no disaggregation of information by sex and no analysis of how the proposed strategies integrate gender analysis or will have an impact on gender equality. There is mention of the need for 'a reduction in gender inequality in education' and it is observed that, 'Gender equality is noted to be an important component of the (poverty reduction strategy) but is only partially included in sectoral policies. Gender mainstreaming has not occurred concretely due to a lack

¹⁰⁵ www.oecd.org/dac/stats/idsonline

¹⁰⁶ <http://um.dk/en/danida-en/goals/country-policies/burkina-faso/>

¹⁰⁷ <http://www.sida.se/English/where-we-work/Africa/Burkina-Faso/Our-work-in-Burkina-Faso/>

of a central policy, currently being developed' (p. 52). On page 55, a distinction is made in terms of poverty rates for male- and female-headed households.

- Programmatic Objectively Verifiable Indicators: refer to human development indices generally.

The **National Indicative Programme 2014–20** does not contain a gender analysis. It contains instead a statement that '*cross-cutting aspects such as gender will be taken into account in each intervention*' and that '*gender profiles will be developed for each of the three priority areas*.' It is also noted that this is in line with the EU Action Plan for GEWE. It is laudable that reference is made to the Action Plan, indicating knowledge of the Plan. However, the development of gender profiles (often developed by consultants) in and of itself does not mean that programming will be gender responsive.

The **EC's Country Human Rights Strategy** contains one section on the rights of women. Gender analysis is not mainstreamed throughout the report.

Gender analysis was integrated into the **2010 Country Evaluation** but not in line with internationally accepted norms or EU guidance.

The extent to which gender analysis informs programme and project design depends on the sector and individuals involved. There was a clear difference in approach by the different sections in the EU Delegation. One of the challenges for setting reasonable gender-related performance indicators is the lack of national data sets available, including sex-disaggregated data. The Delegation recognises this and is supporting government departments to enhance their collection of sex-disaggregated statistics.

Mainstreaming in dialogue processes

There is no strong evidence of a systematic attempt to contribute to gender mainstreaming through dialogue and consultation processes around the water and sanitation sector or the poverty reduction and economic growth workstream. Where women are mentioned, there is no evidence of a broader gender analysis. The approach appears to be limited to a focus on women as victims of rights violations rather than an understanding of gender mainstreaming as a tool for gender equality. For example, there is a variable tranche performance indicator on girls' admission to primary school under the general budget support to the poverty reduction strategy of Burkina Faso. However, the requirement for primary school completion is not sex disaggregated.

There is no explanation as to why this is so, despite the fact that the Millennium Development Goal itself refers to completion of primary schooling, and a gender analysis would have indicated that admission in and of itself is an insufficient indicator of whether or not girls are receiving primary schooling. One might have expected a justification of this in the Context/Justification Section of the Financing Convention. This said, it is important to acknowledge clear efforts made by the Gender Focal Point (GFP) and other staff, notably in the Rural Development and Food Security Section, to contribute to gender mainstreaming through dialogue processes. Furthermore, there is a strong Donor Coordination Group for Gender Equality that works closely to inform members and wider policy and political dialogue. The group includes UN, the EU Delegation, MSs and other donors. The EU Delegation, through the Gender Focal Point, is an active member of the group but has never been the lead agency. Despite these efforts EUD practice is still non-compliant with its own commitments to gender mainstreaming.

The extent to which gender issues have been incorporated into political dialogue is variable. Where they are raised there is evidence that a Women in Development rather than a Gender in Development approach is used. Documents reviewed did not evidence gender analysis as

informing wider dialogue. The Rights of Women was a principle point of the 2013 Session on Political Dialogue between the Delegation, Government and Member States. This is an important step. The EU Human Rights Strategy and its updates systematically contain a section on women's rights. However, gender analysis is not integrated throughout the document. For example, when discussing human rights abuses there is no disaggregation of data or reference to how these abuses may affect women and men differently, thus requiring a tailored approach.

One reason given by different Delegation officials for a lack of prioritisation for gender mainstreaming was that the Government of Burkina Faso was not prioritising this:

Brussels can't teach Africans their realities. We support the country rather than doing things ourselves. So the gender approach will work if the country wants it.

This view appears to contradict the EU's commitments to gender mainstreaming across the board. Furthermore, evidence was found of clear efforts by government to integrate a gender approach into different departments, notably through its National Gender Policy and its Economic Growth and Poverty Reduction Strategy. Gender was far more prominent in government strategies and plans reviewed than in the EU Delegation's. The Ministry of Finance, for example, has developed a guide on gender mainstreaming in different sectors and each Ministry is setting up a gender team.

Government officials were also critical of the lack of integration of gender into dialogue by donors, including the EU Delegation:

Donors are sensitive to gender issues so it is often in political dialogue, but in reality we are not getting what we would expect. They say it is a priority but they need to practice this.

EU staff are not voicing gender mainstreaming as a priority to the ministries they work with. The EU is a big machine with technocrats with blinkers. They are not open to gender issues although some are interested. (The Gender Focal Point for example.)

The implications of the overall lack of prioritisation of EU gender commitments by the Delegation and other donors are important, as noted by the following informant:

The EU has been a key actor in Burkina Faso, due to their range of different programmes, their policy dialogue and the number of partners they work with. However, they do not provide us (Ministry Women) with a penny. We have not been included in their 11th EDF. They targeted the technical ministries – agriculture, health... We don't know if other ministries have included gender equality in their programmes as we have not seen their programmes and were not invited to give advice. Our role is to mainstream gender but the ministries vary. We have asked the EU for resources, for a certain proportion of money to support gender mainstreaming but this has not happened. Our role is to check every government department's policy but no one has the reflex to invite us during policy development. There are gender groups in each Ministry. They are not yet up and running as we are at the capacity development stage. We need to monitor and evaluation the National Action Plan. No one wants to fund us to do gender mainstreaming. Denmark was our donor but gender is no longer a priority theme for them. The EU said that donors should limit the number of sectors they fund which has serious implications for cross-cutting ministries that do not represent a sector as such.

There is clear scope for the Delegation to be more proactive in supporting gender mainstreaming through its dialogue processes. As one stakeholder commented:

The EU through their policy dialogue could suggest that a proportion of funds that go to sectoral budget support, for example, are used to implement the National Gender Policy. There could be a performance indicator for the setting up of a gender fund for implementation of the Policy. This is possible but the other ministries have to agree. If there were an indicator, there would be monitoring. There has been an indicator in the (poverty reduction strategy) for Gender Policy implementation for two years but no one has chosen it as a performance indicator. We have proposed seven projects to the Ministry of Finance but none have been approved. We are behind in meeting MDG 3 on women's employment yet our proposals have only been partially accepted.

In Morocco, the EU Delegation have provided direct budget support to the implementation of the National Gender Action Plan, showing that the suggestion above by a government official is feasible.

Mainstreaming in programmes and projects

Gender equality is not consistently mainstreamed into EU Delegation programmes and projects, including budget support. No country-specific guidance on mainstreaming gender equality was found. The extent to which general and sector budget support programmes incorporate gender-disaggregated indicators and gender equality performance indicators is inconsistent and not systematic.

- The indicators defined under the **Financing Convention for Budget Support to Economic Growth and Poverty Reduction (EUR 320 million)** are taken from the government's own poverty reduction strategy programme and reflect education and health MDGs. There is no statement that they are informed by a separate gender analysis conducted by the EU Delegation. Analysis of the document shows that: results expected are not gender disaggregated and there is no mention of equity in results; indicators for fund release are linked to MDGs and taken from the government's Economic Growth and Poverty Reduction Strategy. Gender-related indicators are: rate of births with qualified health professionals in attendance; rate of girls receiving primary schooling; girls' admission to *Cours Préparatoire 1* (6 year olds). Neither school completion nor other indicators appear to require sex disaggregation.
- Support to the Sector Policy for Water and Sanitation (EUR 50 million – EUR 38 million in budget support and EUR 12 million in complementary support): There are no specific gender-related objectives or gender-sensitive indicators. Results include enhanced access by the population to drinking water and sanitation. It is worth noting that the government Policy does include an indicator on increasing the number of women in water committees as well as on the setting aside of school latrines for girls. These could therefore have been an indicator for EC funding disbursement.
- **Support to Food Security and Rural Development:** The logframe contained in the financing agreement refers to equitable development and contains two gender indicators which relate to the rate of women benefiting from transformed land plots.

It is important to note that the EUD has been supporting the development of national statistics on GEWE through a series of training on gender and statistics. Members of each government department have been invited. It is too soon to predict the results. However, it is an important step in addressing the challenge frequently raised that it is not possible to set gender equality indicators as there is no baseline data or method of collecting the measurement data needed.

Internal mainstreaming

The EUD has not ensured gender mainstreaming in any systematic way. There was no evidence that institutional commitment to gender mainstreaming is maintained through clear vision, strong leadership, and adequate financial and human resources. Internal management processes and approaches to gender mainstreaming are not being used effectively and are

not seen as relevant by almost all staff interviewed. When asked about how staff integrate gender into their work the response was most frequently *'it is not our priority.'* It was noted by different informants that while staff use the gender checklist, the requirement comes too late in the process and that while staff may annex the checklist to their document to pass quality control, it is not then translated into effective gender mainstreaming in implementation.

Staff expressed concern with a lack of follow-up by HQ, other than via the Quality Support Group. The result has been an over-dependence on the professional but also personal commitment of the GFP for enabling gender mainstreaming across the EUD, as the quotes below highlight:

'The GFP is the only channel within the office by which gender issues are raised.'
'There are no incentive systems for us. The GFP is the only one who encourages us.'
'The GFP pushes us, she has to. You need to be passionate to be a Gender Focal Point. It is hard to convince people.'

The Gender Focal Point has mentored and briefed staff, provided regular updates on gender equality-related issues to staff, and sends out relevant parts of the EU Action Plan as well as the gender checklist to colleagues every six months. However, where staff are not interested there is no Delegation or Brussels-led incentive for them to engage systematically as evidenced by the low staff awareness of EU gender mainstreaming tools. Most of those interviewed had not read the EU Action Plan for GEWE or the toolkit. There is no strong leadership requirement that they do so. As one staff member noted:

I have not seen the checklist, not seen the Gender Action Plan, not seen the toolkit, not seen the gender marker. It is a shame to be evaluated when we don't know our own plan. It should be included in our induction. I have been in post for 10 years. A communication comes out but then there is no follow through with the Delegations. If we develop a reference document then we should ensure that it goes to operational staff. We need to be resourced to implement such a Plan and to be able to talk in an informed manner to government counterparts. HQ has not done its job, they moved onto something else. We need training here, on site. It needs to be applied training and not simply giving us information.

The lack of political will by Brussels was raised on various occasions. It was also noted that communications from HQ are not integrating a gender approach, leading to competing priorities from HQ for the time and attention of EUD staff. An example given was the fact that budgetary support guidance from HQ does not require gender mainstreaming.¹⁰⁸ If the country leadership does not follow up locally and there is no pre-existing personal or professional commitment to or understanding of gender mainstreaming, then it is perhaps understandable that the level of gender mainstreaming in the EU Delegation's work is so low. As a senior manager reported:

I don't see the interest of integrating gender equality in budget support. It is general support to the Ministry of Finance. There is nothing in our job descriptions saying we should integrate gender. We suffer from reporting, we have limited resources so we have to prioritise. We prioritise and the government prioritises. Gender equality is not

¹⁰⁸ It is important to note that current guidance from HQ on budget support does not include gender mainstreaming, although gender was highlighted in the 2007 EU General Budget Support Guidelines and the Guidelines for Support to Sector Programmes. In the General Budget Support Guidelines it was noted as important to address MDG 3 and there were various suggestions on tools for assessing gender issues through the budget. In both the General Budget Support and the Sector Budget Support Guidelines it is noted that gender issues can be taken into account in the choice of performance indicators and for the disbursement of variable tranches. In the Sector Budget Support Guidelines there is further direction on addressing gender equality through gender sensitive indicators, gender working groups, monitoring and stakeholder involvement. The 2012 Budget Support Guidelines only highlight gender as being an aim of sector reform contracts, but not in Good Governance and Development Contracts (GBS) or State Building Contracts.

a priority for Burkina Faso, they don't allocate budgets for it. It is imposed by donors, we do posters. It is hard to prioritise if it is not a thematic priority for government. Other donors we coordinate with are similar. They signed up to the (poverty reduction strategy) and don't mention gender quality although each donor has projects on gender.

The gender marker was not seen to be a useful tool by any staff member interviewed. It was seen to require a tick-box action that did not enable reflection. There is a lack of understanding as to how to use it or what it is for – other than for reporting quantitatively. *'We have more gender-related projects than would appear from the gender marker.'* *'The gender marker forces us to be dishonest as it is not nuanced well enough.'*

There did appear to be a clear appetite, however, for learning more about gender mainstreaming and how to apply it to sector and budget support in particular. This was evidenced during corridor discussions during the country visit as well as the fact that 11 people actively participated in the evaluation debrief, including eight who had not been part of the process up to that point.

3.2 Cluster A: Coordination and Complementary

The Donor Coordination Group on Gender functions efficiently and regularly, and has demonstrated strong results. There is close, collaborative working, with mutual support and support to others to integrate gender into their own agencies as well as those of civil society and government. It is a clear model of good practice in donor coordination on gender equality issues although its effectiveness is limited by the modest levels of support afforded gender in some participating organisations.

Some examples of results include:

- The Group contributed to the adoption of the gender quota law for parliamentarians, through supporting civil society lobbying;
- the group coaches the Minister of Gender;
- a common gender fund was set up which finances activities related to gender skills development as well as to support civil society;
- sharing of learning and mutual support. The group shares experiences, good practices and mutual support to survive the common frustrations of being gender focal points as well as to learn about how better to support gender equality in Burkina Faso;
- scrutiny of different sectors from a gender perspective to increase mainstreaming of gender issues within Burkina. The group contains individuals with different forms of expertise. This means that reports from sectoral ministries can be scrutinised by a member with the relevant sectoral knowledge;
- enhanced collaboration to avoid double financing of the same projects and to provide ongoing support if needed. For example, when the Netherlands withdrew, Denmark was able to take on some of their gender-related projects;
- support to the Ministry of Women, through working with them to develop a gender policy.

3.3 Cluster B: Instruments

There was no evidence of a deliberate effort to ensure a complementary use of the various instruments and modalities to support GEWE. However, different instruments were used to support these. For example, general budget support contains gender-related indicators; the *Société Civile Autorité Locale* fund was used to finance the project for the protection of older women; the *European Instrument for Democracy and Human Rights* is being used to finance gender-based violence (GbV) projects from 2015.

The three-pronged approach is not a strategic approach chosen by the office nor was it known by staff interviewed. There are examples of the effective use of each prong but as there was no intention to use these as a complementary approach it is not possible to assess whether the approach has been effective.

3.4 Cluster C: Engaging Actors and Partners, Notably In Combatting GbV, in Different Contexts

To date, the EU Delegation in Burkina Faso has sought to engage the government and other partners on combatting gender violence in two ways:

- Through the 2013 Session on Political Dialogue between EUD, government and Member States. Gender-based violence concerns raised included: female genital mutilation, forced marriage, women accused of witchcraft, abduction of women, hanging of women and unwanted pregnancies.
- Through the groundbreaking project on supporting older women from social exclusion, including GbV resulting from witchcraft accusations. The Delegation took the results of this Project and used them to advocate strongly with both government and other partners on the issues facing older women accused of witchcraft. One result was that partner organisations were asked to write the Committee on the Elimination of Discrimination against Women (CEDAW) shadow report section on older persons. This has led to the request that the government respond in their next CEDAW report on what has been done for older women faced with witchcraft accusations.

The Delegation is increasing its focus on GbV through the approval of a new EUR 500,000 programme on combatting violence against women, scheduled to start in 2015. It is worth noting that the new National Indicative Programme has an indicator for its support to security sector reform on the rate of crime reporting to police 'particularly by women' (p. 25). However, the extent to which this will focus on reporting of GbV during implementation is not specified.

3.5 Cluster D: Achievement of GEWE Objectives¹⁰⁹

A number of examples were found of where specific actions to empower women have contributed to redressing inequalities:

- *Budget Support.* Where the EU Delegation has included gender indicators (drawn from the MDGs) in budgetary support, most indicators have improved. This evidences that the EU Delegation interventions may have contributed to enhanced education and health rights for girls and women although the contribution made by EU Delegation or other funds is impossible to establish.
- Projects under the European Development and other Funds:
 - The Food Security Project 268-705 (2011–13). The law states that 15% of land plots should be allocated to the most vulnerable but was not being applied. This alongside the 2008 increase in food prices and flooding, meant that women were at risk of malnutrition. The EC supported the setting up of a food facility with EUR 27 million in funding for Burkina Faso of a total EUR 1 billion. Actions were set up providing cash for work, social protection networks. Women were given priority in all actions—particularly women with children, pregnant or lactating women. *Women are actors, a target group in our food security work. Not just beneficiaries. In our nutritional gardens women can use the products for feeding their families, for firewood. Men may sell the products. We have a garden for women and a garden for*

¹⁰⁹ Burkina Faso is not a crisis country under the Action Plan for Gender Equality and Women's Empowerment so does not have a mandate for working on Women, Peace and Security. However, as part of the Sahel region, staff did attend the Summit for Women in the Sahel region.
<http://www.unwomen.org/en/news/stories/2013/4/sahel-conference-says-womens-full-participation-essential-to-conflict-resolution-econ-recovery>

men. [Careful monitoring also meant that inequalities were able to be addressed as the projects evolved:] In 2012 our cash reward project led to men being given cash for cleaning wells but women weren't receiving anything for cleaning fields. During our monitoring, we were able to ask questions and this issue came up. We were able to ring the alarm and as a result women were also paid for their time.

- **The project on older women experiencing social exclusion and accused of witchcraft 149-049 has demonstrated** clear evidence of benefits in terms of increasing the equality of rights of older women (see box below).
- **Sectoral budget support to Water and Sanitation:** Enhanced infrastructure support in terms of building of latrines and wells have benefited men and boys as well as girls and women. The EUD did not select gender equality specific performance indicators, despite women's participation in decision making in the water and sanitation sector being an important indicator in the government's own strategy.

The EC has informally, through capacity building of civil society and government, contributed to empowering and enabling those actors to promote GEWE in their work, primarily through the Donor Coordination Group on Gender. No formal assessment of this capacity was available, although one high-level government official interviewed did note that she had personally benefited from learning from the Donor Coordination Group.

Description:

The project worked on prevention of the witchcraft ritual which sees women, usually elderly women who are seen to be a financial burden for their communities, evicted from their homes and communities. A study was conducted with Help Age in 2006. As a result a project was developed and submitted to the EC in Brussels for funding. The project was developed with three local NGOs and with Help Age International, based in Kenya. The project has finished but the NGOs reported that they have continued the work without funding.

Results:

- Prevention: paralegals in each village were trained up so that if there were a death and they felt there may be a witchcraft accusation ritual they could put in place a response to prevent the ritual occurring. Sixty paralegals were recognised by Customary Chiefs, are meeting regularly and are playing a mediation role in villages to prevent and respond to witchcraft accusations, which primarily affect older women.
- Certain women reported during monitoring missions that their rights are now better respected and that domestic violence has reduced. [no stats provided]
- Public discussions held for the first time of a taboo subject such as witchcraft with authorities, local chiefs and communities [seen as Breakthrough by Help Age International).
- Promo-femme, Croix-Rouge Burkinabé and APF (the three local NGOs) have integrated the issue of age in their strategies which will improve the living conditions of older people.
- Collaboration with decentralised structures, customary leaders during the project, has led to a political environment that supports sustainability.
- In national Presidential elections, during the campaign, women from functional literacy classes were able to talk and give their opinions and ask candidates if they were going to include social exclusion in their manifesto.
- Reintegration: Women who were in shelters were reunited with their families.
- A follow-up monitoring mission conducted 10 months after project completion revealed that the majority of services were continuing to function, demonstrating appropriation by the trained paralegals and health visitors who had received per diems during the project but have continued without pay.

Capacity building conducted for Gender Equality and Women's Rights:

- Police were trained to use a database to collect information of rights violations of women. However, trained staff were transferred and information collection ended, showing the need for ongoing capacity building.
- Three local NGOs working on women's rights who were partners in the project did not have the necessary systems of accountability: no strategic plan, training in advocacy, monitoring, report writing. As part of the project, they received Mand E training, training on setting up a database to collect women's rights violations and in financial systems to enable monthly reporting.
- Research on social exclusion of older women was disseminated to raise awareness and understanding.
- Two workshops were held for stakeholders at district level to sensitise them, to collect data on accusations taking place, advocacy training, lobbying training, monitoring and evaluation training.
- Partners were invited to Help Age regional workshops where they could develop their skills and learn from good practices. An exchange visit to Ghana was also organised.
- One indicator for impact of work with partners about capacity building, particularly for district-based organisations, was that they could work with other donors also working in the district. Now they are more credible as they have systems for financial management, monitoring and evaluation, and have been able to apply for funding separately.
- Older people appreciated that they had support-functional literacy regarding hygiene, cooking (40+).
- Programme terminated but dialogue still there: on Women's Day or Older Persons Day partners have continued to organise meetings at district level and EU attended some of them. Partners are invited to EU events.
- A guide was developed for paralegals to support them in raising the rights of women and men.

3.6 Cluster E: Institutional Capacity to Deliver

Internal capacity development on GEWE in the EUD has not been a priority. The sole internal mechanism has been the Gender Focal Point who follows up and supports staff, while also dealing with her own full workload. Some staff have brought with them good knowledge on GEWE policies and concepts and were able to demonstrate that they understand, analyse and apply relevant gender policies and concepts. On the whole this knowledge comes from prior exposure within other organisations or as part of their educational background.

Staff have not had any formal gender training to support them in implementing the Action Plan. The Gender Focal Point has received training but would benefit from more advanced training to better support mainstreaming in sectoral dialogue and implementation.

The extent to which there is an organisational commitment to addressing GEWE is limited. Where individuals have a personal commitment, they are able to address GEWE in their organisational work. Where this personal commitment is not apparent, there does not appear to be an organisational commitment to addressing GEWE (other than through completing the Fiche Genre to pass the QSG).

No evidence was found for how senior and middle management have established a conducive overall institutional architecture to deal with gender in an efficient and effective manner:

Within the hierarchy there is no championing, it isn't felt. The only gender training is the one for the Gender Focal Point. So it stays marginal. Without the Gender Focal Point's support we would not have been able to do our gender analysis so well. The indicators are usually quantitative – they remain at numbers of men and women beneficiaries.

4. Conclusions

In Burkina Faso, there are important opportunities for the EU Delegation to meet action plan commitments. The national government is keen to mainstream gender across the work of its ministries and is calling for assistance. There is interest among some EUD staff to do more in the area of GEWE. However, these opportunities have not been seized and the Delegation is not seen as a key player when it comes to gender equality. There are notable exceptions where the personal commitment and expertise of individual staff members has reaped important results for gender equality. The lack of evidence of an institutional commitment, as opposed to personal commitments, means that staff turnover poses an important risk to meet action plan targets. It is important to note that there is an appetite for learning more about gender mainstreaming and gender equality among individual staff but this has not yet been met by leadership, either in Brussels or within the Delegation. There remains a significant amount of scepticism that needs to be overcome for the Delegation to be fully in a position to maximise the opportunities available.

The implications of the lack of gender mainstreaming by the Delegation as a whole are that:

- Opportunities have been missed to use instruments in a more gender-sensitive way, meaning that not all processes are in line with internationally accepted norms or EU guidance.
- Opportunities have been missed to influence gender equality in Burkina Faso and to meet the EU's own commitments to gender equality, including gender mainstreaming. The EU Delegation is a major player in Burkina Faso. It contributes a significant portion of the government's budget. With this power comes responsibility to implement global commitments to gender equality.
- The EU's potential leadership position on GEWE has been undermined by the Delegation's limited interest and effectiveness. Government officials in different ministries noted that they expect more when it comes to supporting gender equality.
- Opportunities have been missed to use the experienced and committed GFP as effectively as would have been possible in a more enabling environment.

The field visit confirmed some of the desk review findings namely:

1. Little evidence could be found of **gender analysis** underpinning country strategy;
2. Lack of guidance on and evidence of gender mainstreaming in budget support design and implementation;
3. No respondents were aware of the **three-pronged approach** but were using the three elements, although not always strategically;
4. **No institutional incentives** for mainstreaming could be found and there is an over-dependence on the Gender Focal Point, who supports gender mainstreaming on top of an already full workload;
5. There were some but limited examples of **political dialogue** supporting the GEWE agenda;
6. There was no systematic approach to including **gender indicators** across all programmes;
7. Lack of evidence to prove that instruments and budget lines **had been used complementarily**;
8. While **violence against women** has not been a priority there is a growing commitment to addressing this;
9. There is evidence that specific actions to empower women have contributed to redressing inequalities;
10. **Gender training** is a low priority.

The team was at variance with the desk review in the following ways:

1. donor coordination mechanisms limited to centralised dialogue with partner governments.

In Burkina Faso the Gender Coordination Group is strong and works hard to enhance collaboration and promote gender equality widely;

2. the **gender marker** was used (without knowing it was called a gender marker) as it was seen to be compulsory but was not seen by any staff to be useful to enhancing gender equality.

Annexes

Annex 1: People Interviewed

Name	Position	Organisation
EC Delegation		
Alain Holleville	Ambassador	EU Delegation
Yves Gillet	Chief of Cooperation	EU Delegation
Marie Noelle Grell	Gender Focal Point and Programme Manager: Civil Society and Gender	EU Delegation
Giorgia Favero	Head of Section Infrastructure	EU Delegation
Mathieu Badolo	Programme Manager, Water and Sanitation	EU Delegation
Michael Pulichino	Chief of Section Economy and Social Sectors	EU Delegation
Anne Joseph	Programme Manager, Economy and Social Sectors Section	EU Delegation
Wim Impens	Chief of Section, Rural Development and Environment Section	EU Delegation
Abdouleye Traore	Programme manager, Rural Development and Environment Section	EU Delegation
Maimouna Sanon	Programme manager, Rural Development and Environment Section	EU Delegation
Guido Carrera	Chief of Section, Political Communication and Press	EU Delegation
National authorities		
Nestorine Sangaré-Compaoré	Minister	Ministère de la Promotion de la Femme et du Genre
David Beyi	Permanent Secretary	National Council for the Promotion of Women and Gender
Sandrine Tonkoana Wedraogo	Communication and Public Relations Manager	National Council for the Promotion of Women and Gender
Josephine Amedee Ouedrago-Baro	Director General	D.G.A.E. U. E Directorate-General for Sanitation, Ministry for Water and Sanitation
Inoussa Ouiminga	Director General	Ministry of Economy and Finance
Sabejo Mamoudou	Director Monitoring of Public Policy	Ministry of Economy and Finance

Name	Position	Organisation
Development partners		
Ole D Rasmussen	First Secretary	Danish Embassy
Dorothee Batiga	Programme Manager	Danish Embassy
Felicite Souvadogo	Education and Gender Advisor	Embassy of Canada
Habibou Koanda	Programme Manager	Swiss Cooperation
Soline Ouedraogo	Intern	UNFPA
Daniela Buchmann	Programme Manager	UNDP
Hafoussiata Sougue	Programme Manager	Austrian Cooperation
Mariana Allahoury	Gender Advisor	UEMOA
Colette Boughton	Planning and Monitoring Specialists	UNICEF
Brenda Soya	Public Affairs Director	USA Embassy
Charlotte Peiffer	Mission manager	French Embassy
Civil society organisations		
Bruno Ouedraogo	Coordinator of Project supporting older women accused of witchcraft	NGO: Promo-femmes et solidarité
Dolline Busolo	Regional coordinator	INGO: Help Age International
Additional Delegation staff who participated in debriefing meeting		
Emmanuel Charrier	Finance Section	EU Delegation
Stephane Brossard	Justice Programme Manager	EU Delegation
Francoise LeLosq	Integration Section Programme Manager	EU Delegation
Catherine Baum	Political Communication and Press Section	EU Delegation
Fatoumata Traore	Economy and Social Sector Assistant	EU Delegation
Adama Millogo	Economy and Social Sector Section	EU Delegation
Dramane Sebre	Programme Manager Economy and Social Sector Section	EU Delegation
Moustapha Margumu	Commerce and Investment Section	EU Delegation

Annex 2: Projects and Programmes Specifically Considered

Promouvoir les Droits des Femmes Agées et leur Accès aux Services Sociaux au Burkina Faso (Promotion of the rights of older women and their access to social services in Burkina Faso). Number 149-049. Implementation period: 2009–11.

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Evaluation de l'appui de l'UE en ce qui concerne l'égalité hommes-femmes et l'émancipation des femmes dans les pays partenaires

Compte Rendu Pays – le Burkina Faso

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Avril 2015

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1. Introduction

Cette étude de cas pays fait partie de onze études de cas menées à bien dans le cadre de l'évaluation de l'appui de l'UE en ce qui concerne l'égalité hommes-femmes et l'émancipation des femmes (EHFEF) dans les pays partenaires. Cette évaluation examine :

- Les efforts accomplis pour opérationnaliser les questions de genre en matière de coopération au développement de l'UE et des Etats membres pour la période qui va de 2010 à 2013;
- dans quelle mesure l'aide émanant de la Commission européenne (qui utilise une triple approche reposant sur les concertations en matière de politiques à mener, l'opérationnalisation des questions de genre et les actions spécifiques en la matière) a été adéquate, efficace et effective pour appuyer l'impact durable des mécanismes liés à l'EHFEF dans les pays partenaires pour la période allant de 2007 à 2013.

Relevant de la phase enquête de terrain, les visites au Burkina Faso font suite à la conclusion de la phase d'étude sur documents. On s'attend à ce qu'elles :

- Collectent les données qui permettent de résorber les carences d'information relevées dans le rapport d'étude en ce qui concerne les 14 questions à fonction évaluative ;
- Fassent le point sur les résultats préliminaires présentés dans le rapport d'étude afin de les confirmer ou de les infirmer ;
- Testent les hypothèses énoncées dans le rapport d'étude¹¹⁰.

Chacun des pays ayant fait l'objet d'une étude de cas présente un contexte différent. Le Burkina Faso est un des pays les plus pauvres au monde. Une forte croissance démographique, le changement climatique et un développement générateur d'exclusions sont les principaux obstacles à la réduction de la pauvreté (voir le Document de stratégie pays, 2008-2013). Outre ces caractéristiques, le Burkina Faso fournit une étude de cas pays utile en raison de :

- L'importance de l'aide de l'UE au Burkina Faso. L'UE y est le deuxième plus gros donateur d'Aide publique au développement (APD) après la Banque mondiale. Mis ensemble, l'UE et les Etats membres constituent le plus gros donateur d'APD au Burkina Faso¹¹¹.
- Du fait que la majorité des fonds de la Délégation de l'UE sont déboursés à travers l'appui direct à la Stratégie de réduction de la pauvreté (environ 60% des engagements de l'UE en matière de coopération au développement) et à travers l'appui budgétaire sectoriel à la santé, à la gouvernance, à la sécurité alimentaire et à l'alimentation, à l'agriculture durable, à l'eau et à l'assainissement.

1.1 Méthodes de collecte des données utilisées

Cette étude de cas pays repose sur la collecte de données à la fois primaires et secondaires. La visite de terrain a eu lieu du 14 au 18 septembre 2014, complétée par des entretiens téléphoniques pendant la semaine du 6 octobre. Le travail de terrain s'est composé d'entretiens individuels et d'entretiens en petits groupes avec 31 intervenants (se reporter à l'Annexe 1), notamment :

- 11 fonctionnaires de la Délégation de l'UE ;
- 6 fonctionnaires de départements ministériels (y compris un Ministre, un Secrétaire General et deux Secrétaires Permanents);
- 12 représentants des organisations bailleurs de fonds, tous membres du Groupe des donateurs lié aux questions de genre ;
- Des représentants de deux organisations de la société civile ;

¹¹⁰ Le Burkina Faso ne travaille pas sur le rôle des femmes pour la paix et la stabilité dans la mesure où il ne s'agit pas d'un pays aux prises avec des crises chroniques. Par conséquent, il n'est pas possible de faire de commentaires sur les hypothèses émises par le rapport d'étude sur cette question.

¹¹¹ <http://www.oecd.org/dac/stats/documentupload/BFA.JPG> (en anglais seulement)

La collecte des données a été réalisée en utilisant un guide d'entretien spécifiquement mis au point pour les visites de terrain de cette évaluation, de manière à ce que la collecte de données reste cohérente. L'équipe en charge du Burkina Faso a examiné tout un éventail de documents afin de trianguler les résultats des entretiens et ceux de la phase d'étude sur documents (se reporter à l'Annexe 2 pour plus de renseignements).

1.2 Sélection des projets à étudier

Afin de contribuer à l'évaluation d'ensemble, il était prévu que chaque étude de cas pays évalue:

- L'opérationnalisation de l'égalité hommes-femmes dans les opérations d'aide budgétaire lorsque celles-ci existent ;
- L'opérationnalisation de l'égalité hommes-femmes dans les secteurs prioritaires retenus ;
- Jusqu'à cinq projets consacrés spécifiquement aux questions de genre.

Les secteurs prioritaires ont été sélectionnés sur la base d'un certain nombre de critères, notamment : la couverture sectorielle (en veillant à ce que l'appui budgétaire et l'assistance sectorielle aient des visées distinctes) ; l'ampleur des investissements de la CE ; et les questions de genre, soit cataloguées dans le programme indicatif multi-annuel/programme indicatif national, soit possibilité pour celles-ci d'être traitées au niveau du secteur. Les principaux critères utilisés pour la sélection des projets spécifiquement liées au genre furent : la couverture sectorielle, la couverture des différents instruments géographiques et thématiques, et la diversité des partenaires nationaux. Autant que possible, les projets retenus furent ceux qui disposaient d'une documentation et de données solides à l'appui (par exemple, rapports ROM, examens et évaluations).

Le développement rural et la sécurité alimentaire ont été retenus comme les secteurs prioritaires pour l'étude de cas pays. En outre, les programmes et les projets examinés furent¹¹²:

- L'Aide budgétaire sectorielle au secteur de l'eau et de l'assainissement ;
- L'Aide budgétaire générale à la Stratégie de réduction de la pauvreté ;
- La Promotion des droits des femmes du troisième âge et leurs accès aux services sociaux au Burkina Faso ;
- Le Projet concernant la résilience des populations touchées par les inondations.

2. Contexte nationale et contexte des partenaires au développement

2.1 L'égalité hommes-femmes et l'émancipation des femmes au Burkina Faso

Avec un score de 0,311 en 2011 selon l'Indice de développement humain (IDH), le Burkina Faso se place au 181^{ème} rang sur 187 pays. Le Burkina Faso se situe au 70^{ème} rang sur 86 selon l'Indice pour l'égalité hommes-femmes et les institutions sociales publiée en 2012. Des progrès constants ont été enregistrés en ce qui concerne les indicateurs sanitaires, éducatifs, économiques et politiques entre 2006 et 2013. Le Rapport mondial sur les disparités hommes-femmes du Forum économique mondial montre une augmentation de 11,2% dans le domaine de l'égalité hommes-femmes. Pour ce qui est des inégalités hommes-femmes, les sujets d'inquiétude majeurs portent notamment sur :

- Un Code de la famille discriminatoire qui facilite le mariage précoce des jeunes filles. Le Burkina Faso a un des taux de prévalence du mariage des enfants les plus élevés au monde. En moyenne, près d'une jeune fille sur deux sera mariée avant ses 18 ans. En 2006, environ 48% des femmes âgées de 20 à 24 ans étaient mariées ou bien vivaient en

¹¹² Le numéro des contrats et leurs périodes de mise en œuvre sont répertoriés en annexe (voir Annexe 3).

concubinage avant l'âge de 18 ans. Les statistiques indiquent une baisse de 8% depuis 2003¹¹³ ;

- La violence de genre, y compris la violence domestique, le mariage forcé, l'exclusion des femmes accusées de sorcellerie, l'enlèvement pour le mariage et les mutilations génitales féminines¹¹⁴ ;
- Les limitations des droits de propriété, en dépit de l'existence de politiques nationales visant à assurer un accès équitable à la terre et le fait que la loi assure l'égalité des droits à la propriété aux hommes et aux femmes.

Le Burkina Faso a adopté une politique sur les questions de genre en 2009. Elle comprend un plan d'action de trois ans axé sur sept piliers stratégiques : égalité d'accès aux services de base ; égalité d'accès aux ressources et aux revenus ; égalité d'accès à la prise de décision ; intégration de l'égalité hommes-femmes aux mécanismes institutionnels, à savoir planification, budget et mise en œuvre des politiques ; respect des droits humains et suppression de la violence ; promotion des questions de genre pour inciter aux changements de comportement en faveur de l'égalité entre les hommes et les femmes ; partenariat actif en faveur de l'égalité hommes-femmes¹¹⁵.

La stratégie nationale de réduction de la pauvreté pour la période 2011-2015 du Burkina Faso s'appelle la Stratégie de croissance accélérée et de développement durable. Cette Stratégie comporte un chapitre spécifique consacré aux inégalités hommes-femmes (page 18), et fait particulièrement mention du fait que les femmes ont un accès limité à la terre. Deux fois par an, les donateurs, le gouvernement, la société civile et le secteur privé se réunissent pour analyser les progrès accomplis eu égard à la Stratégie et pour formuler des recommandations. Il existe des groupes d'examen correspondant à un secteur spécifique et l'un des 15 groupes d'examen porte sur l'égalité hommes-femmes et sur les questions de genre.

2.2 Coopération au développement de la Commission européenne

Le **Document de stratégie pays et Programme indicatif national 2008-2013 - Burkina Faso** répertorie trois domaines d'intervention prioritaire:

- Réduction de la pauvreté et aide macro-économique par l'intermédiaire de l'appui budgétaire ;
- Développement des infrastructures routières ;
- Développement rural et sécurité alimentaire.

Le secteur de l'eau et de l'assainissement ainsi que le secteur de la gouvernance ont également reçu un appui supplémentaire. Le Burkina Faso a reçu des financements du 10^{ème} **Fonds de développement européen (EDF)** (537 millions d'euros¹¹⁶) et du 11^{ème} Fonds de développement européen (623 millions d'euros)¹¹⁷.

2.3 Coopération au développement des Etats membres

L'Espagne n'a jamais été un bailleur de fonds du Burkina Faso. Les **Pays-Bas** furent très actifs en matière de promotion de l'égalité hommes-femmes, toutefois, l'Ambassade des

¹¹³ UNFPA (Fonds des Nations Unies pour la Population) : Profil des 10 pays comptant les plus forts taux de prévalence de mariage des enfants (sans date).
https://www.unfpa.org/webdav/site/global/shared/documents/publications/2012/ChildMarriage_8_annex1_indicator_definition.pdf

¹¹⁴ Délégation européenne au Burkina Faso (2013) : nouveau rapport sur les droits de l'homme.

¹¹⁵ Voir le site de la Délégation européenne au Burkina Faso (2013) « Atelier thématique de DEVCO consacré à l'égalité hommes-femmes dans la coopération au développement, Bruxelles 02/03/2013. »

¹¹⁶ Se reporter au rapport publié par Eco Consult (et al.) en 2010 : [Evaluation de la coopération de l'Union européenne avec le Burkina Faso](#).

¹¹⁷ Une évaluation de la coopération de l'Union européenne avec le Burkina Faso fut menée en 2010: [Evaluation de la coopération de l'Union européenne avec le Burkina Faso](#).

Pays-Bas a fermé en 2013¹¹⁸. La France, l'Allemagne, le Danemark et la Suède ont de grands programmes d'aide bilatérale.

- **France** : Le Burkina Faso est l'un des pays prioritaires de la France. Des Etats membres de l'UE, la France fournit le plus grand montant d'Aide extérieure au développement au Burkina Faso, soit environ 89 millions de dollars américains en 2011 et 2012. Globalement, la coopération au développement de la France aborde quatre thématiques qui se renforcent mutuellement : la paix, la stabilité, les droits humains et l'égalité hommes-femmes ; l'équité, la justice sociale et le développement humain ; le développement économique durable et riche en emplois ; et la protection de l'environnement et des biens publics mondiaux. Au Burkina Faso, les secteurs prioritaires sont : l'instruction élémentaire, l'eau et l'assainissement, et le développement des infrastructures¹¹⁹. Il existe, en outre, trois programmes transversaux consacrés à la gouvernance, à l'enseignement supérieur et à la recherche, et à la diversité culturelle¹²⁰. L'aide en faveur de l'égalité des hommes-femmes et des droits des femmes est l'une des priorités de la France sur le plan international. La France a adopté une Stratégie "Développement et égalité hommes-femmes" en 2007 et en 2009 et un plan d'action de trois ans en faveur de l'émancipation des femmes afin d'opérationnaliser ces priorités. L'approche globale en matière de droits et d'émancipation des femmes tourne autour de deux axes principaux : respect des droits humains et souci de plus grande efficacité de l'aide par le biais 1) du plaidoyer politique 2) de l'appui aux actions spécifiques visant à promouvoir l'égalité hommes-femmes et 3) de l'intégration transversale des questions de genre dans tous les secteurs d'activité¹²¹.
- **Allemagne** : l'Allemagne est engagée dans des activités de coopération internationale avec le Burkina Faso depuis 1973. Elle est le cinquième donateur bilatéral le plus important du Burkina Faso, soit des engagements à hauteur de 82 millions d'euros pour la période 2011-2014¹²². La coopération se concentre actuellement sur l'agriculture, la décentralisation et l'eau. Elle comporte aussi des programmes transversaux consacrés aux droits humains, en particulier les droits des femmes, la lutte contre le travail et la traite des enfants, et la promotion de la santé sexuelle.
- **Danemark (DANIDA)** : les engagements du Danemark en matière d'APD à destination du Burkina Faso se sont élevés à environ 35 millions d'euros en 2012.¹²³ Les objectifs globaux du partenariat du Danemark avec le Burkina Faso sont triples : contribuer à la réduction de la pauvreté ; contribuer à un cadre de gouvernance plus fort et plus inclusif qui soit fondé sur le droit ; et contribuer à la croissance économique et à l'emploi, notamment des jeunes et des femmes¹²⁴.
- **La Suède (SIDA)** : la Suède contribue au développement du Burkina Faso dans les domaines de la démocratie et des droits humains ainsi que dans ceux de l'environnement et des ressources naturelles. L'appui budgétaire aux pouvoirs publics représentait environ la moitié de l'aide totale jusqu'en 2012. En décembre 2012, le gouvernement suédois a décidé d'éliminer progressivement la coopération bilatérale avec le Burkina Faso, qui se terminera fin 2016.¹²⁵

¹¹⁸ <http://www.government.nl/issues/international-relations/burkina-faso> (en anglais seulement)

¹¹⁹ <http://www.ambafrance-bf.org/Panorama-general-de-la-cooperation>

¹²⁰ Ibid

¹²¹ <http://www.diplomatie.gouv.fr/fr/politique-etrangere-de-la-france/droits-de-l-homme/droits-des-femmes/>

¹²² http://www.bmz.de/en/what_we_do/countries_regions/subsahara/burkina_faso/zusammenarbeit.html (en anglais seulement)

¹²³ <http://www.oecd.org/fr/cad/stats/sdienligne.htm>

¹²⁴ <http://um.dk/en/danida-en/goals/country-policies/burkina-faso/>

¹²⁵ <http://www.sida.se/English/where-we-work/Africa/Burkina-Faso/Our-work-in-Burkina-Faso/>

3. Résultats des visites au Burkina Faso, par groupe de questions à fonction évaluative

3.1 1ère partie: Opérationnalisation de l'égalité hommes-femmes (Questions 1.1, 1.2, 1.3, 1.4)

Intégration de l'analyse de genre dans les stratégies pays ainsi que dans les programmes, conceptions de projet et examens

La stratégie pays ne porte que vaguement la marque de l'analyse de genre. Le **Document de stratégie pays** (2008-13) - Burkina Faso ne prend pas en compte l'égalité hommes-femmes dans l'ensemble, à quelques exceptions près qui indiquent que l'égalité des sexes est considérée comme un « à-côté », « un rajout », plutôt que comme faisant partie intégrante de l'analyse stratégique, de la conception du projet et de l'intervention proprement dite. Rien ne permet d'affirmer que les questions de genre répertoriées lors de l'analyse du Document de stratégie pays aient servi de base aux décisions et aux priorités concernant les objectifs stratégiques comme indiqué ci-dessous :

- Des références générales sont faites à la « population » mais il n'y a aucune désagrégation statistique (par sexe) en dehors des chapitres concernant l'analyse pays ;
- Le chapitre «Résumé» ne contient aucune analyse de genre. Le texte ne tient aucun compte des questions de genre ;
- Le texte principal ne tient aucun compte des questions de genre dans son ensemble, en dehors des exceptions mentionnées ci-dessous qui ne sont pas suffisamment détaillées :
 - Une note indiquant que la Délégation de l'UE adoptera une méthode plus rigoureuse pour opérationnaliser les problématiques transversales, notamment l'égalité entre les hommes et les femmes (p. 3). Toutefois, aucune explication de la méthode en question n'est fournie ;
 - Mention que la stratégie de réduction de la pauvreté du Burkina Faso englobe des problématiques transversales telles que l'égalité entre les hommes et les femmes (p 22.), sans expliquer comment l'UE mettra ceci en pratique ;
 - Mention dans l'analyse pays que *«la problématique des relations inéquitables entre hommes et femmes représente un obstacle important au développement. Les hommes et les femmes sont égaux devant la loi, mais dans la pratique, les femmes restent souvent dans une situation désavantageuse.»* (p.44) Cette déclaration est inexacte et rien ne permet d'affirmer qu'elle soit autre chose qu'un « rajout » afin de cocher la case « égalité hommes-femmes ». Les hommes et les femmes ne sont pas en fait égaux devant toutes les lois (par exemple l'âge du mariage) et rien n'indique une compréhension de la problématique des inégalités hommes-femmes dans le texte globalement, c'est-à-dire que les informations ne sont pas désagrégées par sexe et qu'il n'y a aucune analyse de la façon dont les stratégies proposées intègrent l'analyse de genre ou auront un impact en termes d'égalité hommes-femmes. Il est fait mention de la nécessité d'une *« réduction des inégalités entre les hommes et les femmes dans l'éducation »* et on observe que, *« l'égalité des hommes et des femmes est inscrite comme un des principes conductions du CSLP (Cadre stratégique de lutte contre la pauvreté) mais n'est que partiellement pris en compte dans les politiques sectorielles des ministères techniques. L'opérationnalisation d'une approche genre n'a pas eu lieu d'une façon concrète et efficace à cause du manque d'une politique centrale (...) actuellement en cours d'élaboration »* (p. 52). P. 55 fait la différence en termes de taux de pauvreté entre les ménages qui ont à leur tête un homme et ceux qui ont à leur tête une femme.
 - Les Indicateurs programmatiques objectivement vérifiables: cela se réfère à des indices de développement humain en général.

Le **Programme indicatif national 2014-2020** ne contient pas d'analyse de genre. En son lieu et place, il contient une déclaration selon laquelle *« les aspects transversaux tels que le genre*

seront pris en compte lors de chaque intervention » et des « profils en matière d'égalité hommes-femmes seront élaborés pour chacun des trois domaines prioritaires. » Il est également fait remarquer que ceci est conforme au Plan d'action de l'UE pour l'égalité hommes-femmes et l'émancipation des femmes. Il est louable que référence soit faite au Plan d'action, ce qui laisse supposer que ce plan est connu. Cependant, l'élaboration de profils en matière d'égalité hommes-femmes (souvent le travail de consultants) en soi ne signifie pas que la conception des programmes sera sensible à la problématique du genre.

La **Stratégie pays de l'Union européenne** en matière de droits de l'homme contient un chapitre sur le droit des femmes. L'analyse de genre n'est pas généralisée dans l'ensemble du rapport.

L'analyse de genre a été intégrée dans l'**Evaluation pays 2010** mais pas en conformité avec les normes admises internationalement ou avec les directives de l'UE.

Dans quelle mesure l'analyse de genre influe sur la conception du programme et du projet dépend du secteur et des individus. On a rencontré une nette divergence d'approche entre les différentes sections de la Délégation de l'UE. L'un des défis que pose la définition d'indicateurs de performance liés au genre utiles est le manque de données nationales disponibles, y compris des statistiques désagrégées par sexe. La Délégation reconnaît la situation et apporte son aide aux ministères du gouvernement afin qu'ils améliorent la collecte de statistiques désagrégées par sexe.

L'opérationnalisation des questions de genre dans les mécanismes de concertation

Aucune preuve tangible ne permet d'affirmer l'existence d'une tentative systématique visant à contribuer à l'opérationnalisation de l'égalité hommes-femmes au moyen de mécanismes de concertation et de consultation dans le secteur de l'eau et de l'assainissement ou dans le domaine se rapportant à la réduction de la pauvreté et à la croissance économique. Lorsque mention est faite des femmes, rien n'indique l'existence d'une analyse de genre au sens large. L'approche semble se limiter aux femmes en tant que victimes de violations de droits plutôt que d'appréhender l'opérationnalisation des questions de genre comme un outil pour l'égalité hommes-femmes. Par exemple, il y a un indicateur de performance variant selon les tranches qui est lié à la scolarisation des filles à l'école primaire dans le cadre de l'appui budgétaire générale à la stratégie de réduction de la pauvreté du Burkina Faso. Toutefois, l'obligation de terminer l'école primaire n'est pas désagrégée statistiquement par sexe.

Aucune explication n'est donnée quant à la raison pour laquelle il en est ainsi, en dépit du fait que l'Objectif du Millénaire pour le développement lui-même mentionne le fait de compléter l'éducation primaire. Une analyse de genre aurait montré que la scolarisation en soi et par soi n'est pas un indicateur suffisant pour savoir si les filles ont ou non bénéficié de l'enseignement primaire. On aurait pu s'attendre à ce qu'une justification soit donnée dans le chapitre « Contexte / Argumentation » de la Convention sur le financement. Cela dit, il est important de reconnaître les efforts visibles accomplis par la Référente locale pour l'égalité hommes-femmes et différents membres du personnel, notamment ceux de la Section pour le développement rural et la sécurité alimentaire, pour contribuer à l'opérationnalisation de l'égalité hommes-femmes à travers les mécanismes de concertation. En outre, il existe un Groupe de coordination des donateurs pour l'égalité hommes-femmes qui travaille en étroite collaboration pour informer les membres et influencer sur les politiques et la concertation au sens large. Le groupe comprend les Nations Unies, la Délégation de l'UE, les Etats membres et d'autres donateurs. La Délégation de l'UE, par l'intermédiaire de la référente locale pour l'égalité hommes-femmes, est un membre actif du groupe, mais elle n'a jamais joué le premier rôle. En dépit de ces efforts, la Délégation de l'UE a des pratiques toujours non conformes à ses propres engagements en matière d'opérationnalisation des questions de genre.

Les problématiques liées au genre ont été intégrées dans la concertation de façon variable. Lorsqu'elles sont abordées, les faits indiquent qu'une approche de type femme dans le développement plutôt que de type égalité hommes-femmes dans le développement est utilisée. Les documents passés en revue n'ont pas mis en évidence que l'analyse de genre laissait sa marque sur la concertation au sens large. Les droits des femmes étaient une des composantes principales de la Séance de concertation sur les politiques à mener entre la Délégation, le gouvernement et les États membres en 2013. C'est une étape importante. La Stratégie de l'UE en matière de droits de l'homme et ses mises à jour régulières comportent systématiquement un chapitre sur les droits des femmes. Cependant, l'analyse de genre n'est pas incorporée à la totalité du document. Par exemple, lorsque les violations des droits humains sont abordées, il n'existe pas de désagrégation statistique des données ou de mention quant à la façon dont ces abus peuvent affecter les femmes et les hommes différemment, ce qui nécessiterait une approche adaptée.

Une des raisons invoquées par différents fonctionnaires de la Délégation pour le fait que l'opérationnalisation des questions de genre ne soit pas hiérarchisée comme une priorité, est que le gouvernement du Burkina Faso ne lui accorde pas la priorité :

« Les européens ne peuvent pas imposer leurs façons de voir aux Africains. Notre rôle est d'apporter notre soutien au pays plutôt que d'agir à sa place. L'approche en matière d'égalité homme-femme ne marchera qu'à condition que le pays lui-même en ait le désir. »

Ce point de vue semble contredire les engagements de l'UE en matière d'opérationnalisation des questions de genre dans tous les domaines. En outre, les faits prouvent que le gouvernement a fait des efforts tangibles pour intégrer une approche de genre dans les différents ministères, notamment à travers sa Politique nationale en matière d'égalité hommes-femmes et sa Stratégie de croissance économique et de réduction de la pauvreté. L'égalité hommes-femmes occupait une place bien plus en vue dans les stratégies et les plans du gouvernement du Burkina Faso passés en revue que dans ceux de la Délégation de l'UE. Le Ministère des Finances, par exemple, a mis au point un guide pour l'opérationnalisation des questions de genre dans les différents secteurs et chaque ministère est en train de mettre en place une équipe spécialisée dans les questions de genre.

Les fonctionnaires du gouvernement burkinabais se sont montrés également critiques en ce qui concerne la faible intégration des questions de genre dans la concertation avec les donateurs, notamment la Délégation de l'UE :

« Les donateurs sont sensibles aux problématiques liées au genre, et elles surgissent souvent lors des concertations, mais nous n'obtenons pas en fait les résultats que nous voudrions. Ils disent que c'est une priorité, qu'ils la mettent donc en pratique. »

« Les personnels de l'UE ne signalent pas l'opérationnalisation des questions de genre comme priorité auprès des ministres avec lesquels ils travaillent. L'UE est un machin peuplé de technocrates qui portent des œillères. Ils ne sont pas réceptifs aux questions de genre, même si certains fonctionnaires le sont. La Référente locale pour l'Égalité hommes-femmes par exemple. »

Le fait que la Délégation et les autres donateurs ne hiérarchisent pas globalement comme une priorité les engagements de l'UE en matière d'égalité hommes-femmes a des conséquences importantes, comme l'a fait remarquer une des personnes interrogées :

« L'UE a été un acteur clé au Burkina Faso, en raison de l'étendue de ses programmes, de ses concertations en matière de politiques à mener et du nombre de partenaires avec lesquels elle travaille. Cependant, elle ne nous (Ministère de la Promotion de la Femme) donne pas un centime. Nous n'avons pas été inclus dans le financement du 11ème FED. L'UE a ciblé les ministères techniques - Agriculture, Santé ... Nous ne

savons pas si d'autres ministères ont inclus l'égalité hommes-femmes dans leurs programmes, *étant donné* que nous n'avons pas vu leurs programmes et que nous n'avons pas été invités à donner notre avis. Notre rôle est d'opérationnaliser les questions de genre, *mais* les ministères ont des approches variables. Nous avons demandé des ressources à l'UE et à ce qu'une certaine portion des fonds appuie l'opérationnalisation des questions de genre, *mais* cela ne s'est pas produit. Notre rôle est de vérifier la politique de chaque ministère, *mais* personne n'a le réflexe de nous inviter pendant l'élaboration des politiques. Des groupes consacrés à l'égalité hommes-femmes existent dans chaque ministère. Ils ne sont pas encore en service car nous en sommes au stade de développement des capacités. Nous avons besoin d'assurer le suivi et l'évaluation du Plan d'action national. Personne ne veut nous financer pour opérationnaliser les questions de genre. Le Danemark était notre donateur, mais l'égalité hommes-femmes ne constitue plus un thème prioritaire pour eux. L'UE a déclaré que les donateurs devront limiter le nombre de secteurs qu'ils financent, ce qui a de graves conséquences pour les ministères *s'occupant de problématiques* transversales qui ne s'occupent pas d'un secteur comme tel. »

Une possibilité est clairement offerte à la Délégation de devenir plus active dans son appui à l'opérationnalisation des questions de genre à travers les mécanismes de concertation. Comme l'a fait remarquer un intervenant :

« Par le biais des concertations en matière de politiques à mener, *l'Union européenne* pourrait suggérer qu'une partie des fonds qui vont à l'appui budgétaire sectoriel, *par exemple*, soit utilisée pour mettre en œuvre la Politique nationale en matière d'égalité hommes-femmes. Un indicateur de performance pourrait être créé pour la mise en place d'un Fonds pour l'égalité hommes-femmes afin de mettre en œuvre cette Politique. C'est possible, mais les autres ministères *doivent* se mettre d'accord. En cas d'existence d'un indicateur, *un* suivi serait nécessaire. Cela fait deux ans qu'existe un indicateur dans le *Stratégie de réduction de la pauvreté* pour la mise en œuvre de la Politique en matière d'égalité hommes-femmes, mais personne ne l'a choisi comme indicateur de performance. Nous avons proposé sept projets au Ministère des Finances, mais tous ont été rejetés. Nous sommes en retard par rapport à l'OMD 3 sur l'emploi des femmes, *toutefois*, nos propositions n'ont été acceptées que partiellement. »

La Délégation de l'UE au Maroc a apporté un appui budgétaire direct à la mise en œuvre du Plan National d'Action en matière d'égalité hommes-femmes, ce qui prouve que la suggestion faite ci-dessus par un fonctionnaire du gouvernement est faisable.

Opérationnalisation des questions de genre dans les programmes et dans les projets

L'égalité hommes-femmes n'est pas systématiquement opérationnalisée dans les programmes et les projets de la Délégation de l'UE, y compris en ce qui concerne l'appui budgétaire. On n'a trouvé trace d'aucune directive pays spécifique concernant l'opérationnalisation de l'égalité hommes-femmes. Les programmes d'appui budgétaire général et les programmes d'appui budgétaire sectoriel incorporent des indicateurs désagrégés par sexe et des indicateurs de performance en matière d'égalité hommes-femmes d'une manière qui n'est ni cohérente ni systématique.

- Les indicateurs définis en vertu de la **Convention de financement de l'appui budgétaire à la croissance économique et à la réduction de la pauvreté** (320 millions d'euros) sont issus du Document de stratégie de la réduction de la pauvreté adopté par le gouvernement et reflètent les OMD en matière d'éducation et de santé. Il n'est fait état nulle part qu'une analyse de genre distincte menée par la Délégation de l'UE contribue à

ces indicateurs. L'analyse du document montre : que les résultats escomptés ne sont pas désagrégés par sexe et qu'il n'y a aucune mention de l'équité dans les résultats ; que les indicateurs permettant le déblocage des fonds sont liés aux OMD et qu'ils sont tirés de la Stratégie pour la croissance économique et la réduction de la pauvreté adoptée par le gouvernement. Les indicateurs liés à la problématique du genre sont : les taux de naissances en présence de professionnels de la santé qualifiés ; le pourcentage de fillettes bénéficiant de l'enseignement primaire ; l'admission des fillettes au Cours Préparatoire 1 (fillettes âgées de 6 ans). Ni le fait de terminer l'école ni les autres indicateurs ne semblent exiger la désagrégation statistique par sexe.

- **Appui à la politique sectorielle dans le domaine de l'eau et de l'assainissement (50 millions d'euros - 38 millions d'euros issus de l'appui budgétaire et 12 millions d'euros de l'appui complémentaire):** Il n'existe pas d'objectifs spécifiques liés au genre ni d'indicateurs qui s'y rapportent. Les objectifs de résultats comportent l'amélioration de l'accès des populations à l'eau potable et aux installations sanitaires. Faisons observer que la Politique adoptée par le gouvernement burkinabais comprend des indicateurs liés à l'augmentation du nombre de femmes dans les comités de l'eau ainsi qu'à la construction de latrines séparées pour les filles. Ces indicateurs auraient donc pu fournir un indicateur pour le déboursement des financements de la CE.
- **Appui à la sécurité alimentaire et au développement rural:** Le cadre logique contenu dans la Convention de financement fait référence au développement équitable et contient deux indicateurs liés aux questions de genre qui ont rapport au pourcentage de femmes profitant de terres converties en parcelles cultivables.

Il est important de noter que la Délégation de l'UE a apporté son soutien à l'élaboration de statistiques nationales en matière d'égalité hommes-femmes et d'émancipation des femmes à travers une série d'ateliers de formation consacrés aux questions du genre et des statistiques. Des fonctionnaires en provenance de chaque département ministériel ont été invités. Il est trop tôt pour prédire l'impact que cela aura. Cependant, il s'agit d'une étape importante pour résoudre la difficulté fréquemment soulevée qu'il n'est pas possible de définir des indicateurs en matière d'égalité hommes-femmes, en raison de l'absence de données de référence ou faute de méthode de collecte pour les données statistiques requises.

Opérationnalisation interne des questions de genre

La Délégation de l'UE n'a pas assuré l'opérationnalisation des questions de genre de manière systématique. Rien ne permet d'affirmer que l'engagement institutionnel en matière d'opérationnalisation des questions de genre se poursuit grâce à une vision claire, à un leadership fort, et à des ressources financières et humaines adéquates. Les mécanismes de gestion interne et les approches en termes d'opérationnalisation des questions de genre ne sont pas utilisés de manière efficace et sont considérés comme inadaptés par la quasi-totalité des membres du personnel interrogés. A la question de savoir comment le personnel intégrait la problématique du genre dans son travail, la réponse a été le plus souvent « *ce n'est pas notre priorité.* » Différentes personnes que nous avons interrogés ont fait remarquer que, quoique le personnel utilise bien la liste de contrôle en matière de genre, cela intervient trop tard dans le processus. Le personnel peut bien annexer la liste de contrôle à ses documents pour passer le contrôle de qualité, cela ne se traduit pas ensuite en opérationnalisation efficace des questions de genre au cours de la phase de mise en œuvre.

Le personnel s'est dit préoccupé par le manque de suivi de la part de Bruxelles, si ce n'est par l'intermédiaire du Groupe Appui qualitatif. Cela a créé une dépendance trop grande envers l'engagement professionnel, mais aussi personnel, de la Référente locale pour l'égalité hommes-femmes (RLEHF) pour permettre l'opérationnalisation des questions de genre au sein de la Délégation de l'UE dans son ensemble, ainsi que le soulignent les citations ci-dessous :

« *La RLEHF est le seul canal au sein de la Délégation à travers lequel les*

problématiques liés au genre sont soulevées. »

« Il n'existe pas de mécanismes incitatifs pour nous. La RLEHF est la seule personne qui nous encourage. »

« La RLEHF nous pousse, elle est obligée de le faire. Il faut être passionné pour être la Référente locale pour l'égalité hommes-femmes. C'est dur de convaincre les gens. »

La Référente locale pour l'égalité hommes-femmes a orienté et informé le personnel. Elle a fourni des mises à jour régulières au personnel sur les questions liées à l'égalité hommes-femmes. Elle envoie à ses collègues les parties du Plan d'action de l'UE qui s'y rapportent ainsi que la liste de contrôle concernant le genre tous les six mois. Toutefois, lorsque le personnel n'est pas intéressé, il n'existe pas d'incitation de la part de la Délégation ou de Bruxelles pour qu'il participe de façon systématique, comme en témoigne le faible niveau de sensibilisation du personnel aux outils de l'UE en matière d'opérationnalisation des questions de genre. La plupart des personnes interrogées n'avaient pas lu ni le Plan d'action de l'UE pour l'égalité hommes-femmes et l'émancipation des femmes ni la trousse. Il n'y a pas d'obligation forte exercée par les dirigeants pour qu'elles les lisent. Ainsi qu'un membre du personnel a fait remarquer :

« Je n'ai vu ni la liste de contrôle ni le Plan d'action en matière d'égalité hommes-femmes, ni la trousse, ni l'indicateur concernant le genre. C'est terrible d'être évalué quand on ne connaît pas son propre plan. Cela devrait faire partie de notre procédure d'accueil pour les nouveaux. Je suis en poste depuis 10 ans. On publie une communication mais il n'y a pas de suivi avec les Délégations. Lorsque nous élaborons un document de référence, nous devrions ensuite nous assurer qu'il est transmis au personnel opérationnel. Nous devons avoir les ressources pour mettre en œuvre un tel plan et pour être en mesure de parler en étant bien renseignés à nos homologues gouvernementaux. Ils n'ont pas fait leur travail à Bruxelles, ils sont passés à autre chose. Nous avons besoin de formation ici, sur place. Il faut que ce soit une formation sur le terrain et pas simplement une transmission d'informations. »

Le manque de volonté politique de la part de Bruxelles est un point qui a été soulevé à plusieurs reprises. Il a également été fait remarquer que les communications de Bruxelles ne comportent pas d'approche de genre, ce qui entraîne comme conséquence que les priorités de Bruxelles se font concurrence en termes de temps et d'attention auprès du personnel de la Délégation.

A titre d'exemple, on nous a cité le fait que la directive de Bruxelles au sujet de l'appui budgétaire n'exige pas l'opérationnalisation des questions de genre¹²⁶. Si les responsables de la Délégation pays ne suivent pas au niveau local et s'il n'existe aucun engagement personnel ou professionnel, ou aucune appréhension de l'opérationnalisation des questions de genre préalables, alors on peut comprendre que le niveau d'opérationnalisation des questions de genre dans le travail de la Délégation de l'UE soit si faible. Ainsi qu'un cadre de l'équipe dirigeante de la Délégation a fait observer :

« Je ne vois pas l'intérêt d'intégrer l'égalité hommes-femmes à l'appui budgétaire. Il

¹²⁶ Une observation importante à faire est que la directive actuelle de Bruxelles en matière d'appui budgétaire ne comporte pas l'opérationnalisation des questions de genre, bien que l'égalité hommes-femmes soit mise en avant dans les Lignes directrices sur l'appui budgétaire de l'UE publiées en 2007 et dans les Lignes directrices sur l'appui aux programmes sectoriels. Les Lignes directrices sur l'appui budgétaire ont souligné l'importance de traiter l'OMD 3 et ont fait diverses suggestions en ce qui concerne les outils d'évaluation des questions de genre dans le budget. Il est noté à la fois dans les Lignes directrices sur l'appui budgétaire de l'UE et dans les Lignes directrices sur l'appui aux programmes sectoriels que les questions de genre peuvent être prises en compte lors du choix des indicateurs de performance et pour le paiement des tranches variables. Dans les Lignes directrices sur l'appui aux programmes sectoriels, il est fait référence au traitement de la question de l'égalité hommes-femmes au moyen d'indicateurs sensibles aux questions de genre, de groupes de travail consacrés aux questions de genre, ainsi que par le biais du suivi et de l'implication des parties prenantes. Les Lignes directrices sur l'appui budgétaire publiées en 2012 mettent en avant les questions de genre comme étant un but des contrats de réforme sectoriel, mais pas des Contrats pour la bonne gouvernance et le développement (GBS) ni des Contrats pour la construction d'un Etat.

s'agit d'un appui général au ministère des Finances. Rien dans nos descriptions de poste ne *dit* que nous devons intégrer la problématique du genre. Nous souffrons de devoir sans cesse remettre des rapports, nous avons *des ressources* limitées, donc nous devons établir des priorités. Nous établissons des priorités et le gouvernement établit des priorités. L'égalité hommes-femmes n'est pas une priorité pour le Burkina Faso, *ils n'y* allouent pas de budget. C'est imposé par les donateurs, nous faisons des effets d'annonce. C'est difficile de lui donner la priorité si ce n'est pas une priorité thématique pour le gouvernement. D'autres donateurs *avec lesquels nous* sommes en liaison sont pareils. Ils ont signé la *Stratégie de réduction de la pauvreté* mais ils ne mentionnent pas la composante du genre, *bien que* chaque donateur ait des projets dans ce domaine. »

Aucun des membres du personnel interrogé n'a perçu l'indicateur lié à la problématique du genre comme un outil utile. Il est perçu comme une case à cocher qui ne permet pas la réflexion. Il y a un manque de compréhension quant à son utilisation ou son but – à part le fait de rendre compte des résultats quantitativement. « *Nous avons plus de projets liés au genre que ne le montrent l'indicateur lié à la problématique du genre.* » « *L'indicateur lié à la problématique du genre nous oblige à être malhonnête car il n'est pas suffisamment nuancé.* »

Il semble y avoir une envie claire, cependant, d'en apprendre davantage sur l'opérationnalisation des questions de genre et sur son application dans les domaines de l'appui budgétaire et de l'appui sectoriel en particulier. Cela a été confirmé lors de discussions de couloir au cours de la visite au Burkina Faso et par le fait que 11 personnes ont participé activement à la séance de compte rendu de mission, y compris huit qui n'avaient pas participé au processus jusqu'à ce stade.

3.2 Groupe de questions A: coordination et complémentarité (EQs 2.1)

Le Groupe de coordination des donateurs sur les questions de genre fonctionne de façon efficace et régulière, et il a fait montre de résultats solides. Il donne lieu à un travail collaboratif et étroit, avec appui mutuel et soutien à autrui de façon à intégrer les questions de genre dans leurs organisations de ses participants ainsi que dans les organisations de la société civile et les branches du gouvernement. Il s'agit clairement d'un modèle de bonne pratique en matière de coordination des donateurs sur les questions d'égalité hommes-femmes, bien que son efficacité soit limitée par les niveaux modestes d'appui apportés aux questions de genre dans certaines organisations participantes.

A titre d'exemple, on peut citer les résultats suivants:

- Le Groupe a contribué à l'adoption de la loi sur les quotas hommes-femmes pour les parlementaires, en apportant son soutien au lobbying de la société civile ;
- Le Groupe conseille la Ministre de la Promotion de la Femme ;
- Un Fonds commun pour les questions de genre a été mis en place qui finance les activités liées au développement des compétences dans le domaine du genre et appuie la société civile ;
- Partage des connaissances et appui mutuel. Le groupe partage ses expériences et les bonnes pratiques. Il s'appuie mutuellement pour dépasser les frustrations en tant que Référentes locales pour l'égalité hommes-femmes ainsi que pour apprendre à appuyer plus fortement l'égalité hommes-femmes au Burkina Faso ;
- Examen des différents secteurs à partir d'une perspective de genre pour accroître l'opérationnalisation des questions de genre au Burkina Faso. Le groupe se compose de personnes ayant différentes formes d'expertise. Cela signifie que les rapports publiés par les ministères sectoriels peuvent être contrôlés par un membre du Groupe qui dispose d'une connaissance sectorielle en la matière ;

- Collaboration accrue afin d'éviter le double financement des projets et de fournir un appui continu si nécessaire. Par exemple, après le retrait des Pays-Bas, le Danemark a pu reprendre certains des projets de ce pays liés au genre ;
- Appui au Ministère de la Promotion de la Femme en travaillant conjointement à l'élaboration d'une Politique en matière des questions de genre.

3.3 Groupe de questions B : les instruments (2.2, 2.4)

Rien ne prouve l'existence d'efforts délibérés pour assurer l'utilisation complémentaire des divers instruments et modalités en appui à l'égalité hommes-femmes et à l'émancipation des femmes. Cependant, différents instruments ont été utilisés en ce sens. Par exemple, l'appui budgétaire général contient des indicateurs liés à la problématique du genre; le fonds *Société Civile Autorité Locale* a été utilisé pour financer le projet pour la protection des femmes du troisième âge ; on est en train d'utiliser *l'Instrument européen pour la démocratie et les droits de l'homme* pour financer des projets liés à la violence sexiste à partir de 2015.

L'approche comportant trois volets n'est pas une approche stratégique choisie par la Délégation. Elle n'était pas non plus connue du personnel interrogé. Il existe des exemples de l'utilisation efficace de chaque composante, mais faute d'utilisation intentionnelle en tant qu'approche complémentaire, il n'est pas possible de déterminer si l'approche a été efficace.

3.4 Groupe de questions C : Participation des acteurs et des partenaires à des contextes différents, notamment à la lutte contre la violence sexiste (2.3)

A ce jour, la Délégation de l'UE au Burkina Faso a cherché à ce que le gouvernement du Burkina Faso et les autres partenaires s'engagent à lutter contre la violence de genre de deux façons :

- Par le biais de la Séance de concertation sur les politiques à mener entre la Délégation de l'UE, le gouvernement et les États membres qui s'est tenue en 2013. Parmi les sujets de préoccupations concernant la violence sexiste qui ont été soulevés, on peut citer : les mutilations génitales féminines, le mariage forcé, les femmes accusées de sorcellerie, les enlèvements de femmes, la pendaison des femmes et les grossesses non désirées ;
- Par le biais du projet novateur de prévention de l'exclusion sociale dont sont victimes les femmes du troisième âge, y compris la violence sexiste résultant des accusations de sorcellerie. La Délégation a utilisé les résultats de ce projet pour se faire le porte-parole des problèmes auxquels font face les femmes âgées accusées de sorcellerie auprès du gouvernement et des autres partenaires. Une des conséquences a été que les organisations partenaires ont été invitées à rédiger le chapitre du rapport alternatif de la CEDAW¹²⁷ concernant les personnes âgées. Cela a entraîné la demande que les autorités répondent, dans le prochain rapport de la CEDAW, sur ce qui a été fait pour les femmes du troisième âge confrontées à des accusations de sorcellerie.

La Délégation met de plus en plus l'accent sur la violence sexiste à travers l'approbation d'un nouveau programme de lutte contre la violence sexiste d'une valeur de 500,000 euros, qui devrait débuter en 2015. Il est à noter que le nouveau Programme indicatif national comporte un indicateur correspondant au soutien à la réforme du secteur de la sécurité sur le taux de signalement des crimes à la police « en particulier de la part des femmes » (p. 25). Cependant, on n'a pas spécifié dans quelle mesure cet indicateur allait se concentrer sur le signalement de la violence sexiste pendant la mise en œuvre du programme.

¹²⁷ Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes - NdT

3.5 Groupe de questions D : Accomplissement des objectifs en matière d'égalité hommes-femmes et d'émancipation des femmes (2.5, 2.6, 2.7, 2.8128)

On a trouvé un certain nombre d'exemples qui prouvent que des actions spécifiques pour émanciper les femmes ont permis de corriger les inégalités :

- *Appui budgétaire*: Lorsque la Délégation de l'UE a inclus des indicateurs de genre (issus des OMD) dans l'appui budgétaire, la plupart des indicateurs ont connu un mieux. Ceci démontre que les interventions de la Délégation de l'UE ont pu contribuer à améliorer l'éducation et les droits sanitaires des fillettes, des jeunes filles et des femmes, bien qu'il soit impossible de se prononcer sur la contribution exacte apportée par la Délégation de l'UE ou par d'autres fonds.
- *Projets financés par le Fonds européen de développement et par d'autres fonds*:
 - Le Projet de sécurité alimentaire 268-705 (2011-2013). La loi stipule que 15% des parcelles de terre doivent être allouées aux personnes les plus vulnérables, mais ceci n'est pas appliqué. Par ailleurs, l'augmentation des prix alimentaires en 2008 et les inondations ont entraîné un risque de malnutrition pour les femmes. La CE a appuyé la mise en place d'entrepôts alimentaires, finançant à hauteur de 27 millions d'euros le Burkina Faso sur un total de 1 milliard d'euros. Des actions ont eu lieu : rémunération du travail, réseaux de protection sociale. On a donné la priorité aux femmes dans toutes les actions, en particulier les femmes avec des enfants, les femmes enceintes ou les femmes qui allaitent.

« Les femmes sont des acteurs, un groupe cible dans notre travail en matière de sécurité alimentaire. Pas seulement des bénéficiaires. Dans nos jardins nutritionnels, les femmes peuvent utiliser les récoltes pour l'alimentation de leurs familles et le bois de chauffage. Les hommes peuvent vendre les produits. Nous avons un jardin pour les femmes et un pour les hommes ». *Un suivi attentif a aussi permis de résoudre les inégalités au fur et à mesure que le projet avançait* : « En 2012, notre projet de récompenses en espèces a conduit à ce que les hommes reçoivent de l'argent pour le curage des puits mais les femmes elles ne recevaient rien pour le sarclage des champs. Au cours de notre suivi, nous avons pu poser des questions et cette question a été soulevée. Nous avons été en mesure de sonner l'alarme et, comme conséquence, les femmes ont également été payées. »
 - **Le projet concernant les femmes du troisième âge en situation d'exclusion sociale et accusées de sorcellerie (149-049)**. Des indices clairs permettent d'affirmer son impact positif en termes de renforcement de l'égalité des droits des femmes du troisième âge (voir l'encadré à la page suivante).
- *Appui budgétaire sectoriel au secteur de l'eau et de l'assainissement* : L'appui à de meilleures infrastructures en termes de construction de latrines et de puits a eu un impact positif aussi pour les hommes et les garçons que pour les filles et les femmes. La Délégation de l'UE n'a pas sélectionné des indicateurs de performance spécifiques pour l'égalité, en dépit du fait que la participation des femmes à la prise de décision dans le secteur de l'eau et de l'assainissement constitue un indicateur important dans la stratégie même du gouvernement burkinabais.

¹²⁸ D'après le Plan d'action pour l'égalité hommes-femmes et l'émancipation des femmes, le Burkina Faso n'est pas considéré comme un pays aux prises avec des crises chroniques. Il ne dispose pas, par conséquent, de mandat pour travailler sur le rôle des femmes pour la paix et la stabilité. Toutefois, comme le pays appartient à la zone Sahel, des membres du personnel se sont rendus à la Conférence sur le leadership des femmes au Sahel.
<http://www.unwomen.org/fr/news/stories/2013/4/sahel-conference-says-womens-full-participation-essential-to-conflict-resolution-econ-recovery>

A travers le renforcement des capacités de la société civile et du gouvernement, la CE a contribué, à titre non officiel, à ce que ces acteurs fassent la promotion de l'égalité hommes-femmes et de l'émancipation des femmes dans leur travail, principalement par le biais du Groupe de coordination des donateurs pour les questions de genre. Aucune évaluation formelle de cette action n'était disponible, même si une haute fonctionnaire du gouvernement interrogée a fait remarquer qu'elle avait personnellement bénéficié de l'apprentissage au sein du Groupe de coordination des donateurs.

Description:

Le projet a porté sur la prévention des rituels de sorcellerie qui voient les femmes, généralement des femmes âgées perçues comme un fardeau financier pour leurs communautés, expulsées de leurs foyers et mis au ban de leurs communautés. Une étude a été menée conjointement avec l'ONG Help Age en 2006. Conséquemment, un projet a été élaboré et soumis pour financement à la CE à Bruxelles. Le projet a été élaboré avec trois ONG locales et avec Help Age International, dont le siège est au Kenya. Le projet est terminé mais les ONG nous ont fait savoir qu'elles ont continué de travailler sans financement.

Résultats:

- Prévention: des auxiliaires juridiques reçurent une formation dans chaque village en sorte que, lors d'un décès, ils pouvaient mettre en place un mécanisme de prévention pour éviter que ne se produise un rituel d'accusation de sorcellerie lorsqu'ils soupçonnaient le déclenchement possible d'un tel rituel. Soixante auxiliaires juridiques, reconnus par les chefs coutumiers, se réunissent régulièrement et jouent un rôle de médiation dans les villages afin d'empêcher et de prévenir les accusations de sorcellerie, qui touchent principalement les femmes du troisième âge.
- Certaines femmes ont déclaré au cours des missions de suivi que leurs droits sont maintenant mieux respectés et que les violences domestiques ont diminué. [absence de statistiques]
- Des concertations ont lieu pour la première fois sur un sujet tabou tel que la sorcellerie avec les autorités, les chefs locaux et les communautés [considérées comme une avancée capitale par Help Age International].
- Promo-femme, Croix-Rouge Burkinabé and APF (les trois ONG locales) ont intégré la problématique de l'âge dans leurs stratégies, ce qui améliorera les conditions de vie des populations âgées.
- La collaboration avec des structures décentralisées et les chefs coutumiers au cours du projet a engendré un environnement politique favorable à la persistance de son impact.
- Lors de la campagne pour les élections présidentielles, les femmes ayant suivi les classes d'alphabétisation fonctionnelle ont pu faire entendre leur voix, donner leur avis et demander aux candidats s'ils comptaient inclure l'exclusion sociale dans leur programme électoral.
- Réintégration: Les femmes hébergées en centres d'accueil ont rejoint leurs familles.
- Une mission de suivi complémentaire effectuée 10 mois après la fin du projet a révélé que la majorité des services continuait de fonctionner, ce qui prouve que les auxiliaires juridiques, qui avaient reçu une formation, et les visiteurs de santé, qui avaient reçu des indemnités journalières pendant le projet, se sont sentis détenteurs du projet puisqu'ils ont continué sans recevoir de rémunération.

Renforcement des capacités réalisé pour l'égalité hommes-femmes et pour l'émancipation des femmes :

- Les officiers et agents de police furent formés à l'utilisation d'une base de données pour collecter des informations au sujet des violations des droits des femmes. Cependant, le personnel formé à cet effet fut changé d'affectation et la collecte d'information prit fin, ce qui démontre la nécessité du renforcement continu des capacités.

- Trois ONG locales travaillant dans le domaine des droits des femmes qui étaient partenaires du projet ne disposaient pas des systèmes nécessaires pour rendre des comptes : pas de plan stratégique, pas de formation en matière de plaidoyer, pas de suivi, pas de rédaction de rapport. Dans le cadre du projet, ces ONG ont reçu une formation en matière de S & E, une formation pour la mise en place d'une base de données afin de recueillir les violations des droits des femmes ainsi qu'une formation portant sur les systèmes financiers pour faciliter la remise de rapports mensuels.
- Les travaux sur l'exclusion sociale des femmes âgées furent diffusés afin de sensibiliser sur la question et d'en faire comprendre les enjeux.
- Deux ateliers furent organisés pour les parties prenantes au niveau des arrondissements afin de les sensibiliser au sujet, de recueillir des données sur les accusations se produisant, et de les former au plaidoyer, au lobbying, et au suivi et évaluation.
- Les partenaires du projet furent invités à prendre part à des ateliers régionaux organisés par Help Age lors desquels ils purent améliorer leurs compétences et apprendre au contact des bonnes pratiques. Une visite d'échange eut lieu également au Ghana.
- L'impact du travail réalisé avec les partenaires dans le domaine du renforcement des capacités, en particulier avec les organisations au niveau de l'arrondissement, est indiqué par le fait qu'ils peuvent travailler avec les autres donateurs également actifs dans la zone. Ils sont maintenant plus crédibles car ils disposent de systèmes en matière de gestion financière et de suivi et d'évaluation. Ils ont été capables de faire d'autres demandes de financement.
- Les personnes âgées apprécièrent l'appui fonctionnel reçu en matière d'hygiène et de cuisine (+ de 40).
- Le programme est terminé mais la concertation existe toujours: les partenaires ont continué à organiser des réunions lors de la Journée internationale des femmes ou de la Journée internationale des personnes âgées au niveau de l'arrondissement et l'UE a assisté à certaines d'entre elles. Les partenaires sont invités aux manifestations organisées par l'UE.
- Un guide a été élaboré pour les auxiliaires juridiques afin de les aider à faire valoir les droits des femmes et des hommes.

3.6 Groupe de questions E: capacité institutionnelle de mener à bien les actions

Le développement des capacités internes en matière d'EHFEEF n'a pas été une priorité au sein de la Délégation de l'UE. Le seul mécanisme interne a été la Référente locale pour l'égalité hommes-femmes, qui apporte suivi et soutien au personnel, tout en faisant face à sa propre lourde charge de travail. Certains membres du personnel ont apporté dans leurs bagages une bonne connaissance des politiques et des concepts en la matière et furent en mesure de démontrer qu'ils comprennent, analysent et appliquent des politiques et des concepts liés aux questions de genre pertinents. Dans l'ensemble, cette connaissance vient de l'exposition préalable à ces notions au sein d'autres organisations ou dans le cadre de leurs études.

Le personnel n'a reçu aucune vraie formation sur les questions de genre pour les aider à mettre en œuvre le Plan d'action. La Référente locale pour l'égalité hommes-femmes a reçu une formation, mais tirerait profit d'une formation plus poussée pour mieux appuyer l'opérationnalisation des questions de genre dans le cadre de la concertation et de la mise en œuvre sectorielles.

L'engagement organisationnel en matière d'EHFEEF est limité. Lorsque les personnes sont engagées personnellement sur les questions de genre, elles sont en mesure de les aborder dans leur travail. Lorsque cet engagement personnel est inexistant, il ne semble pas y avoir d'engagement organisationnel en matière d'EHFEEF (si ce n'est à travers le fait de compléter une Fiche au sujet de l'égalité hommes-femmes afin de la passer le contrôle du Groupe Aide à la qualité).

Reste à démontrer selon quelle modalité les dirigeants et les cadres ont établi une architecture institutionnelle globale qui favorise le traitement des questions de genre d'une manière efficiente et efficace:

« Il n'y a pas de soutien au sein de la hiérarchie. Cela n'est pas ressenti. La seule formation sur les questions de genre disponible est réservée à la Référente pour l'égalité hommes-femmes. Cela reste marginal. Nous n'aurions pas été capables de réaliser aussi bien notre analyse de genre sans l'aide de la Référente. En général, les indicateurs sont quantitatifs – ils prennent en compte le nombre de bénéficiaires masculins et féminins. »

4. Conclusions

Il existe des opportunités importantes pour que la Délégation de l'UE au Burkina Faso respecte les engagements contenus dans le Plan d'action. Le gouvernement burkinabais est décidé à intégrer les questions de genre dans le travail de ses ministères et il demande de l'aide. Certains membres du personnel de la Délégation de l'UE veulent faire plus dans le domaine de l'égalité hommes-femmes et de l'émancipation des femmes. Toutefois, on a laissé passer ces occasions et la Délégation n'est pas perçue comme un acteur clé, s'agissant de l'égalité hommes-femmes. Il y a des exceptions notables lorsque l'engagement personnel et l'expertise des membres du personnel ont obtenu des résultats importants pour l'égalité hommes-femmes. Rien n'indique un engagement institutionnel, par contraste avec les engagements personnels, et cela signifie que la rotation du personnel pose un risque important quant à l'accomplissement des objectifs du Plan d'action. Il est important de remarquer qu'il existe une vraie envie d'en apprendre davantage sur l'opérationnalisation des questions de genre et sur l'égalité hommes-femmes parmi les membres du personnel, mais les dirigeants, que ce soit à Bruxelles ou au sein de la Délégation, n'y ont pas encore répondu. Une grande dose de scepticisme demeure. Ce scepticisme doit être surmonté pour que la Délégation soit pleinement en mesure de tirer parti des opportunités existantes.

Les conséquences du manque d'opérationnalisation des questions de genre par la Délégation dans son ensemble sont :

- Qu'on a laissé passer l'occasion d'utiliser les instruments d'une manière qui soit plus sensible aux questions du genre, ce qui signifie que certains processus ne sont pas en conformité avec les normes internationalement reconnues ou avec les directives de l'UE.
- Qu'on a laissé passer l'occasion de peser sur l'égalité hommes-femmes au Burkina Faso et de remplir les propres engagements de l'UE en matière d'égalité hommes-femmes, y compris en ce qui concerne l'opérationnalisation des questions de genre. La Délégation de l'UE est un acteur majeur au Burkina Faso. Sa contribution au budget de l'État est importante. A ce pouvoir correspond la responsabilité de mettre en œuvre les engagements mondiaux pris en matière d'égalité hommes-femmes.
- Que la position de leader potentiel de l'UE en matière d'EHFEF a été sapée par l'intérêt et l'efficacité limités de la Délégation. Les fonctionnaires de différents ministères ont indiqué qu'ils s'attendent à plus quand il s'agit d'appuyer l'égalité hommes-femmes.
- Qu'on a laissé passer l'occasion d'utiliser l'expérience et la capacité d'investissement de la Référente locale pour l'égalité hommes-femmes aussi efficacement qu'il eut été possible dans un contexte plus favorable.

La visite de terrain a confirmé certains résultats de l'étude sur documents, à savoir :

1. Le fait que **l'analyse de genre** sous-tende la Stratégie pays reste à démontrer ;
2. Le manque de directives et le manque de preuves concernant l'opérationnalisation des questions de genre dans la conception et la mise en œuvre de l'appui budgétaire ;

Aucune personne interrogée n'avait connaissance de **l'approche à trois volets**, pour autant, toute utilisait les trois composantes, quoique de façon pas toujours stratégique ;

3. On n'a pu trouver **aucune mesure incitative** sur le plan institutionnel en faveur de l'opérationnalisation des questions de genre et il y a une sur-dépendance à l'égard de la Référente locale pour l'égalité hommes-femmes, qui appuie l'opérationnalisation des questions de genre en sus d'une charge de travail déjà lourde ;
4. On a trouvé quelques exemples (mais peu nombreux) de **concertation sur les politiques** à mener en appui à la problématique de l'EHFEF ;
5. Aucune approche systématique n'existe concernant l'inclusion **d'indicateurs liés aux questions de genre** dans l'ensemble des programmes ;
6. Rien n'indique **l'utilisation complémentaire** des instruments et des lignes budgétaires ;
7. Bien que les **violences faites aux femmes** ne constituent pas une priorité, il y a un engagement croissant à aborder ces questions ;
8. Tout semble indiquer que **des actions spécifiques visant à l'émancipation des femmes ont contribué à corriger les inégalités** ;
9. **La formation en matière de genre** est une priorité réduite.

L'équipe de terrain s'est trouvée en désaccord avec l'étude réalisée sur documents en ce qui concerne les aspects suivants :

1. Mécanismes de coordination des donateurs limités au dialogue centralisé avec les gouvernements partenaires. Au Burkina Faso **le Groupe de coordination sur les questions de genre est sérieux et travaille dur pour améliorer la collaboration et promouvoir l'égalité hommes-femmes au sens large** ;
2. **L'indicateur lié aux questions de genre** a été utilisé (sans connaître son nom) à cause de son caractère perçu comme obligatoire. Cependant, aucun membre du personnel ne le considère utile pour faire progresser l'égalité hommes-femmes.

Annexes

Annexe 1: Les personnes interrogées

Nom	Poste	Organisation
Délégation de l'UE		
Alain Holleville	Ambassadeur	Délégation de l'UE
Yves Gillet	Chef de coopération	Délégation de l'UE
Marie Noelle Grell	Référente locale pour l'égalité hommes-femmes et Responsable de programme : Société civile et égalité hommes-femmes	Délégation de l'UE
Giorgia Favero	Chef de section - Infrastructures	Délégation de l'UE
Mathieu Badolo	Responsable de programme : Eau et assainissement	Délégation de l'UE
Michael Pulichino	Chef de section – Secteurs économie et société	Délégation de l'UE
Anne Joseph	Responsable de programme – Secteurs économie et société	Délégation de l'UE
Wim Impens	Chef de section – Section Développement rural et environnement	Délégation de l'UE
Abdouleye Traore	Responsable de programme – Section Développement rural et environnement	Délégation de l'UE
Maimouna Sanon	Responsable de programme – Section Développement rural et environnement	Délégation de l'UE
Guido Carrera	Chef de section – Presse et information	Délégation de l'UE
Autorités burkinabaises		
Nestorine Sangaré-Compaoré	Ministre	Ministère de la Promotion de la Femme et du Genre
David Beyi	Secrétaire permanent	Conseil national pour la promotion de la femme et du genre
Sandrine Tonkoana Wedraogo	Responsable de la communication et des relations publiques	Conseil national pour la promotion de la femme et du genre
Joséphine Amédée Ouedrago-Baro	Directeur general	D.G.A.E. U. E Direction générale en charge de l'assainissement, Ministère des ressources hydrauliques et de l'assainissement
Inoussa Ouiminga	Directeur general	Ministère de l'économie et des finances
Sabejo Mamoudou	Directeur – Suivi des politiques publiques	Ministère de l'économie et des finances

Nom	Poste	Organisation
Partenaires au développement		
Ole D Rasmussen	Premier Secrétaire d'Ambassade	Ambassade du Danemark
Dorothee Batiga	Responsable de programme	Ambassade du Danemark
Félicité Souvadogo	Conseillère pour l'éducation et les questions de genre	Ambassade du Canada
Habibou Koanda	Responsable de programme	Direction du développement et de la coopération - Suisse
Soline Ouedraogo	Stagiaire	UNFPA (Fonds des Nations Unies pour la population)
Daniela Buchmann	Responsable de programme	PNUD
Hafoussiata Sougue	Responsable de programme	Ministère de la coopération - Autriche
Mariana Allahoury	Conseillère pour les questions de genre	UEMOA
Colette Boughton	Spécialiste Suivi et Evaluation	UNICEF
Brenda Soya	Directrice des affaires publiques	Ambassade des Etats-Unis
Charlotte Peiffer	Directrice de mission	Ambassade de France
Organisations de la société civile		
Bruno Ouedraogo	Coordinateur de projet - Défense des femmes du troisième âge accusées de sorcellerie	ONG : Promo-femmes et solidarité
Dolline Busolo	Coordinatrice régionale	ONG internationale : Help Age International
Autres membres du personnel de la Délégation de l'UE ayant pris part à la réunion de compte rendu de mission		
Emmanuel Charrier	Section Finances	Délégation de l'UE
Stéphane Brossard	Responsable de programmes – Section Justice	Délégation de l'UE
Françoise LeLosq	Responsable de programmes - Section Intégration régionale	Délégation de l'UE
Catherine Baum	Section Presse et information	Délégation de l'UE
Fatoumata Traore	Assistante de programmes – Secteur Economie et Société	Délégation de l'UE
Adama Millogo	Secteur Economie et Société	Délégation de l'UE
Dramane Sebre	Responsable de programmes - Secteur Economie et Société	Délégation de l'UE
Moustapha Margumu	Section Commerce et Investissement	Délégation de l'UE

Annexe 2: Les projets et des programmes spécifiquement pris en compte

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Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for the Democratic Republic of Congo

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April 2015

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List of Acronyms and Abbreviations

APEC	Electoral Support Programme in DRC
ASF	Avocats sans Frontiers
BCNUDH	Bureau Conjoint des Nations Unies aux Droits de l'Homme
CAF	Country Assistance Framework
CIDA	Canadian International Development Agency
CMJ	Comité mixte justice (Mixed Justice Committee)
COFED	Cellule d'appui à l'Ordonnateur national du Fonds Européen de Développement
CSM	Conseil Supérieur de la Magistrature (Superior Council of Magistrates)
CSO	Civil Society Organisation
CSP	Country Strategy Paper
CTB	Coopération Technique Belge (Belgian Development Agency)
HS	Demographic and Health Survey
DPS	Division Provinciale de la Santé (Provincial Health Authority)
DRC	Democratic Republic of Congo
DSCR	Document de stratégie pour la croissance et la réduction de la pauvreté (Poverty Reduction Strategy Paper)
DTA	Dispositions techniques et administratives
ECHO	European Commission's Humanitarian Aid Office
EDF/FED	European Development Fund / Fonds Européen de développement
EGAF	l'Egalité des Genres et l'Autonomisation des Femmes
EIDHR	European Instrument for Democracy and Human Rights
EQ	Evaluation Question
EUD	European Union Delegation
FAO	(United Nations) Food and Agriculture Organisation
GAP	Gender Action Plan
GbV	Gender-based violence
GFP	Gender Focal Point
GIZ	German International Development Agency
GTG	Groupe Thématique Genre
I4S	International Strategy on Security and Stabilisation (for DRC)
IDP	Internally displaced persons
M&E	Monitoring and Evaluation
MGFE	Ministère du Genre, de la Famille et de l'Enfant
MICS	Multiple Indicator Cluster Survey
MJDH	Ministère de la Justice et des Droits Humains
MPTF	Multi-partner Trust Fund
MS	Member State
NGO	Non-governmental Organisation
NIP	National Indicative Programme
PAG	Programme D'appui à la Gouvernance (Governance Support Programme)
PARJ	Programme D'appui à la Réforme de la Justice
PARJ-E	Programme D'appui à la Réforme de la Justice à l'Est
PNC	National Police
RCN	Réseau Citoyens (citizens) Network, Justice et Démocratie (Belgian NGO)
ROM	Results-Oriented Monitoring
(S)GbV	(Sexual and) Gender-based Violence
SNVBG	Stratégie National de la lutte contre les Violences Basées sur le Genre
SRH	Sexual and Reproductive Health
STAREC	Programme de Stabilisation et de Reconstruction des Zones sortant des conflits armés (Stabilisation and Reconstruction Plan for War-Affected Areas)
SV	Sexual violence

SVCU	Sexual Violence in Conflict Unit
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VBG	Violences Basées sur le Genre

1 Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EU and Member States in development cooperation in the 2010–13 period;
- the extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–13.

The **purpose** of the visit was to collect information from EU Delegation staff, partner agencies, project implementers and beneficiaries about the approach adopted by the EU to promote GEWE at the country level, and the results, outcomes and impacts achieved. The country visits follow completion of the desk phase and are expected to: address information gaps identified in the desk report relating to 14 evaluation questions; reflect on the preliminary findings presented in the desk report and confirm or challenge them; and test hypotheses developed presented in the desk report.

The Democratic Republic of Congo (DRC) was selected as one of the 11 country cases for the EU evaluation. The countries were selected based on the following criteria: importance of EU support in the country; covering all major regions; broader learning potential; country coverage of earlier and ongoing evaluations; political and economic context (stable, fragile, post-conflict, etc.); existence of budget support cooperation; and geographical priorities of the Member States involved in the Reference Group.

DRC was selected as a case study as it is a fragile and conflict-affected country where the EU has not traditionally been active on GEWE issues, but has recently stepped up its support in this area. However, DRC is not currently receiving sector or general budget support from the EU or other donors, so this country study does not look at this area. Furthermore, the two EU members selected for inclusion in the evaluation – Spain and the Netherlands – have limited presence in DRC and are not included in this study.

1.1 Data Collection Methods Used

Primary and secondary data collection

This country study is based on both primary and secondary data collection. **The field mission took place from 8-17 September 2014** and included **individual and small group interviews** with the following (see attached annexes 2, 3 and 4 with a list of interviewees, the visit schedule and interview questions):

- 8 EU Delegation staff
- 4 representatives of other donor agencies (Belgium, Canada, UK, Sweden)
- the Deputy Country Director of UN Women
- 2 representatives of the Ministry of Gender, Children and Family
- a representative of COFED [*Cellule d'appui à l'Ordonnateur national du Fonds Européen de Développement* (government partner that administers the EDF)] responsible for gender issues
- staff of nine partner organisations that managed the five projects selected for this evaluation (see below).

In addition, we undertook **field visits to three of the five selected projects**, which included discussions with the partner organisation staff as well as beneficiaries of the projects and local government representatives:

- **AFIA Santé:** A women's economic empowerment project in the Mont Ngafula district of Kinshasa. We met four staff members of the partner organisation AFIA Santé and held a large focus group discussion with heads of women's associations supported by the programme;
- **'Uhaki Safi' (PARJ-E):** A justice project working in three provinces in the East of DRC (Nord Kivu; Sud Kivu; Ituri district in the Province Orientale): NGO partners, a local women's rights organisation and the provincial representative of the Ministry of Justice;
- **Improving health care for sexual violence victims:** A project providing emergency health services for GbV survivors and other women in North and South Kivu. The visit included a meeting with three representatives of the implementing NGOs, CEMUBAC and Oxfam NOVIB, visits to the Kirotshe Hospital and nearby health centre where we met doctors and nurses working on the project, and a meeting with the Chief Medical Officer for North Kivu Province.

We reviewed the following documents: General data sources on the development situation in DRC, recent reports and analyses on gender equality and the situation of women in DRC, the National Indicative Programmes (NIPs) 2007–13 and 2014–20, the relevant Regional Indicative Programmes (RIPs), the Country Strategy Paper 2007–13, the country evaluation of the 10th EDF (2008–13) and the identification and formulation documentation, financing agreements, annual reports and evaluations from the five selected projects. A full bibliography is given in Annex 3.

The mix of data collection methods allowed for the triangulation of data from different sources and has contributed to the reliability and validity of the findings. For example, for each of the five selected projects, we were able to speak with the relevant programme managers in the EU Delegation and representatives of partner organisations as well as consult the programme documentation. In some cases, we also undertook field visits to look at programme activities on the ground. In terms of views on the leadership exercised by the EUD in the area of GEWE, we were able to gather views from EUD staff, as well as representatives of other donors, partner organisations and the government.

1.2 Selection of Projects to Study

In total, five projects were selected for the team to look at in greater depth. These were selected in consultation with the Gender Focal Point in the EUD and other EUD staff to include projects in the two priority sectors for the DRC study – governance and health – as well as projects specifically focused on GEWE. The five projects chosen were:

- (Governance) Justice Reform Programme at National Level – *Programme d'Appui à la Réforme de la Justice* (PARJ – 10th EDF) (PARJ)(2010–17);
- (Governance) Justice Reform Programme in the East – *Programme d'Appui à la Réforme de la Justice à l'Est* (PARJ-E) Uhaki Safi (CD/FED/022-398) (2012–18);
- (Health) improving health care for sexual violence victims (*Projet d'amélioration des soins de santé aux victimes de violences sexuelles dans l'est de la RDC – Formations cliniques des prestataires des soins*) implemented by NGO CEMUBAC with Oxfam NOVIB (PP-AP/2013/326-113, PP-AP/2011/276-434) (2011–13) ;
- (GEWE) The new GbV programme – *Initiative pour lutter contre les violences liées au genre en RDC Programme 'Femmes et Hommes, progressons ensemble'* – implemented by UNICEF, GIZ and FAO (FED/2013/333-020, FED/2013/333-028) (2013–18);
- (GEWE) *Programme d'Appui à l'autonomisation des Femmes Pauvres et Vulnérables de Kinshasa par le renforcement de leurs capacités économiques* – A women's empowerment project in Kinshasa implemented by the NGO AFIA Santé and funded under the Civil Society Budget Line (DCI-NSAPVD/2013/308-059) (2013–15).

The five projects chosen were all under implementation at the time of the field visit, although some had started implementation in the period 2009–13 specified for this evaluation. It was

agreed with EUD staff that it would be useful to look at a combination of projects from the previous and current EDF periods to identify the evolution in treatment on GEWE issues. For the previous EDF period, we chose both specific GEWE projects and larger sectoral projects for which the documentation was readily available. However, it is important to note that many staff interviewed in the EUD were not in post in 2012, thus were not able to provide detail about programming from this period. Thus, a limitation of this study is that it has not been possible to undertake robust analysis of EUD programming prior to 2012. Instead, the findings refer to the period up to 2014. Nonetheless, some projects had started before 2012 (e.g. the first phase of the health programme and the two justice programmes) and for some of the projects there had been earlier phase (e.g. the justice programmes).

2. Country and Development Partner Context

2.1 Gender Equality and Women's Empowerment in DRC

DRC is a fragile and conflict-affected country with ongoing political instability and periodic violence affecting some zones and provinces. Although the 2013 defeat of the M23 rebel group in the East weakened the power of armed groups, significant parts of the country are still affected by violent conflict and there are still an estimated 2.6 million internally displaced persons (IDPs) in DRC. Weak governance is a significant problem and the results of the 2011 elections were contested. Despite recent macroeconomic progress,¹²⁹ three-quarters of the population still lives in poverty and DRC remains in the bottom rankings of the Human Development Index (186th out of 187)¹³⁰ and is not expected to meet any of the MDGs.

Indicators are especially poor for women and girls. The DRC ranks 147th (out of 152 ranked countries) on the Gender Inequality Index,¹³¹ with a maternal mortality rate of 540 (per 100,000 live births), an adolescent birth rate of 135.3 (per 1,000 women aged 15-19), 8.3% of seats in parliament held by women, and 10.7% of women and 36.2% of men aged 25 and above having some secondary education.¹³² DRC is off-track towards achieving MDG 3 (Promote gender equality and empower women) and is regressing on MDG 5 (Improve maternal health). Beyond this, reliable data and evidence on women and girls in DRC is limited, due to weaknesses in government capacity, limited coordination between donors and lack of sex- and age-disaggregation in many areas. The two main statistical data sources are the 2010 Multiple Indicator Cluster Survey (MICS) and the 2007 Demographic and Health Survey (DHS). The EUD also participated in the commissioning of a recent gender profile for DRC, which was led by the Swedish Embassy and also involved the cooperation of DFID and the Canadian Embassy.¹³³

Available data highlight the extent of gender inequalities and poor development outcomes for women and girls (see Annex 6 for headline statistics). **Women and girls suffer high levels of poverty and have limited access to formal employment and economic assets.** 62% of Congolese women live beneath the poverty threshold compared with 59% of men.¹³⁴ Although women's labour force participation rate is not significantly different than that of men,¹³⁵ women face significant barriers to employment in the formal sector¹³⁶ and most women work in

¹²⁹ Growth around 8% in 2013; lower inflation (1% in 2013 and 3.9% predicted for 2014), a stable exchange rate and a higher national income (USD 4 billion in 2013). See European Commission (2013) NIP 2014–18.

¹³⁰ The HDI is a composite measure of life expectancy, education and income indices used to rank countries into four tiers of human development.

¹³¹ A composite measure of: reproductive health (measured by maternal mortality ratio and adolescent birth rates), empowerment (measured by proportion of parliamentary seats occupied by females and proportion of adult females and males aged 25 years and older with at least some secondary education), and economic status (expressed as labour market participation and measured by labour force participation rate of female and male populations aged 15 years and older).

¹³² UN (2014) MDG website.

¹³³ Embassy of Sweden (2014) *Profil du Pays en matière d'égalité de genre* (with collaboration from DFID, EC and Canada).

¹³⁴ MOGCF/UNDP (2011).

¹³⁵ World Bank (2010).

¹³⁶ Shapiro et al. (2011).

agriculture or the informal sector. Many women are engaged in precarious work, for example, as commercial sex workers in urban centres and mining areas.¹³⁷ Overall, only 28% of active women receive a salary and 17% do not receive any compensation for their work.¹³⁸

Women's domestic burden is much higher than men's – women spend twice the amount of time as men engaged in domestic chores and unpaid labour, such as cultivating and fetching water or firewood.¹³⁹ Women also suffer limitations in access to economic assets. Current legislation does not permit married women to sign a contract, obtain a bank loan or engage in petty trade without their husband's consent (*Code de la famille*). Although women can legally own and inherit land, in reality customary laws are followed in most parts of DRC and this severely limits women's access to land in practice.¹⁴⁰

While the overall trend is positive, girls' educational outcomes remain persistently lower than those of boys. There has been a significant improvement in the ratio of female/male primary enrolment at national level from 68.5 in 1995 to 86.7 in 2010. However, literacy rates for girls remain considerably lower than boys and girls are less likely to complete school than their male peers – the primary completion rate of girls is just 50.4% as compared with 66.9% for boys.¹⁴¹ Although the law provides for three years of free primary education, in practice this is not always available and many families are unable to pay either direct (fees) or indirect (transport, equipment, uniforms) costs. Furthermore, there is a marked preference for the schooling of boys, with girls more likely to be kept at home to assist with domestic chores. Overall, the education gender gap is estimated to result in a loss of USD 301 million per year in growth for DRC.¹⁴²

While health outcomes are gradually improving, women and girls continue to suffer inadequate access to health services, especially sexual and reproductive health services. While maternal mortality rates have fallen significantly from 870 per 100,000 in 1995 to 540 per 100,000 in 2010, the rates remain high. There is a large unmet need for family planning services, especially among adolescent girls. DRC has one of the highest adolescent fertility rates in the world with 183 births per 1,000 (2010),¹⁴³ and this has a negative impact on maternal and infant mortality and morbidity. More than 88% of girls in the DRC have difficulty accessing health services, for a variety of reasons, including getting permission or money to go to a facility (there are significant socio-cultural taboos around adolescent sexuality),¹⁴⁴ distance to the health care facility and finding transport there, and fears around going alone or seeing a male health worker.¹⁴⁵

Violence against women and girls is pervasive and occurs within and outside conflict-affected areas. 71% of Congolese women have suffered from spousal or partner abuse in their lifetime, whether physical, emotional or sexual (DHS 2007). Despite the predominant view that sexual and gender-based violence (SGbV) occurs mostly in conflict-affected areas and is perpetrated by the military, the data clearly show that the majority of women in the DRC have experienced SGBV perpetrated by men they know. SGBV is strongly linked to gender inequalities and socio-cultural norms and is again linked to the breakdown of traditional structures and the militarisation of society.¹⁴⁶ Despite the 2006 law on sexual violence and a significant increase in international funding, the data suggest that levels of violence remain high, the large majority of women do not seek medical attention, psychosocial support or legal recourse and there is still widespread impunity for perpetrators.

Women's participation in decision making is low at all levels – national, community and

¹³⁷ Perks (2011).

¹³⁸ Sweden (2009).

¹³⁹ MOGCF/UNDP (2011).

¹⁴⁰ OECD (2012).

¹⁴¹ World Bank (2010).

¹⁴² Plan International (2008).

¹⁴³ HDI (2011).

¹⁴⁴ Bosmans et al. (2006).

¹⁴⁵ Girl Hub (2013).

¹⁴⁶ Smits and Cruz (2011).

household. During the 2011 elections, none of the 11 presidential candidates were women, and women numbered only 2,160 out of 18,000 candidates in the legislative elections.¹⁴⁷ Women make up only 8% of parliamentarians nationally and none of the 11 Provincial Governors are women.¹⁴⁸ The recently appointed Constitutional court has no woman among its 11 members. Traditional and community leaders in the DRC are also overwhelmingly men, and available evidence suggests that women play a small role in community-level decision making. At household level, it is men who own and decide on the use of almost all assets.¹⁴⁹ Women's low participation in decision making can be explained by a range of factors: socio-cultural norms, discriminatory legislation and lack of application of international commitments,¹⁵⁰ low literacy levels, lack of civic education about women's political rights, and the fact that women candidates lack the training, resources and connections needed to make them effective members of political parties.¹⁵¹

There are significant disparities between women and girls versus men and boys on the basis of status, income level, region and ethno-linguistic background. Overall, the most vulnerable women are widows, female heads of household, other low-income groups and SGBV survivors. Adolescent girls are also often vulnerable with high rates of adolescent marriage and pregnancy and increasing numbers of girls surviving by prostitution. There are also significant regional inequalities – both between and within provinces.

In terms of government response,¹⁵² the national legislative framework on gender equality has been strengthened over the last decade, but there are still some laws in need of reform and there is a huge implementation gap. The 2006 Constitution affirms the equal rights of men and women; the 2006 law against sexual violence criminalises rape, sexual slavery, sexual harassment and forced pregnancy; the 2008 child protection law defines the rights of children and protects different categories of children from all forms of exploitation and abuse. DRC has also ratified CEDAW (1986) and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2009). The main challenge in DRC is the weak implementation of these laws due to severe political, capacity and resource constraints. There are also some laws that still discriminate against women – most notably the *Code de la famille*,¹⁵³ which defines men as the household head and decision-maker and prevents married women from entering into contracts without agreement from their husbands, including to gain a microcredit or seek legal advice.

The national policy framework on gender has also been strengthened, but again progress with implementation is weak. The National Gender Policy (2009) and Action Plan (2010) set out recommendations to eliminate discrimination, to promote equity and equality and to strengthen women's socioeconomic capacities, participation in decision making and empowerment. However, there are currently no specific time-bound results or targets and no specific resource allocations for their implementation. DRC also adopted a National Action Plan on Women, Peace and Security (2010) and the National SGBV Policy and Action Plan (2006), but implementation is also weak.

The Ministry of Gender, Family and the Child (MGFE) has had limited impact due to political, capacity and resource constraints. MGFE is mandated to ensure that the government promotes gender equality in line with legal and policy commitments, but it has had very limited impact due to weak institutional and human capacity, a severely limited budget and poor collaboration with other key ministries. This has reinforced a limited, vertical

¹⁴⁷ Bakiman (2011).

¹⁴⁸ Fick and Nikwane (2008).

¹⁴⁹ Brun (2010).

¹⁵⁰ GNWP (2011).

¹⁵¹ International Alert and LEAD (2009).

¹⁵² The DRC adopted a Poverty Reduction Strategy Paper (DSCR) for the period 2011–15, which aligns with aid effectiveness principles such as at the HLF4 at Busan (DRC is a New Deal pilot country). The DSCR is generally considered a good base for donor support, although needs further prioritisation of actions. Opcit. European Commission (2013).

¹⁵³ The Code de la Famille is currently under revision. A draft has been agreed in the Senate and it is now being discussed in the Lower Chamber. While some critical issues are tackled by the draft, some outstanding issues remain.

approach to gender equality with limited engagement by other key ministries to address the specific needs of women and girls in their policies and interventions.¹⁵⁴ MGFE co-chairs the *Groupe Thématique Genre* – a coordination mechanism for government, donors and civil society – which has recently been revitalised with four sub-working groups established in different thematic areas.¹⁵⁵

The women's movement in DRC is limited at a national level, but more vibrant at provincial and local levels. Some national platforms exist, but tend to focus on specific issues (e.g. participation of women in politics and peace building, addressing sexual violence) rather than on larger campaigns for gender equality and social change. They are also weakly connected to the provincial level and there are considerable differences between women on the basis of class, ethnicity, region and education. Nonetheless, in most provinces, there are active women's groups working at community or territory level – including self-help groups, associations and NGOs implementing projects – although with dependence on external funding, usually from INGOs.

2.2 European Commission Cooperation

Following the end of the second DRC war, **international development assistance to DRC grew after 2008 to reach USD 17 billion by 2012.**¹⁵⁶ Currently, the main donors to DRC are EU Member States (44% of the total) and EU institutions (9%). Between 1992 and 2002, EU cooperation with the Government of DRC was suspended and aid was solely channelled to NGOs. In September 2003, the 9th EDF was signed and the 10th EDF was signed in October 2008.

The objective of the 10th EDF (2008–13) was to contribute to a sustainable reduction of poverty in DRC, through supporting improved governance, rebuilding infrastructure and providing basic services. The three focal sectors defined were: (i) political reconstruction – support to governance in the areas of decentralisation, public finances, justice and police; (ii) physical reconstruction – rehabilitation of road and river transport infrastructure; and (iii) health. In addition, a smaller budget was allocated to sustainable natural resources management and regional economic integration. The total financial commitment (excluding ECHO financing) was EUR 901 million (EUR 726 million from the EDF and EUR 175 million from the annual budget of European Institutions).

DRC does not fit neatly under a single Regional Indicative Programme (RIP), but the **two RIPs** which the NIP relates to are:

- RIP Central Africa: The key priorities are defined as private sector development, protections of *Aires Protégées* (Protected wildlife zones), regional integration, a bridge from Brazzaville to Kinshasa, harmonisation of traffic circulation in Congo, and air safety;
- RIP East Africa: The key priorities are regional transport infrastructure and power connections;
- West Africa: The key priorities are regional transport infrastructure and power connections.

The new National Indicative Programme (11th EDF 2014–20) for DRC has a budget of **EUR 620 million** (envelope A) for macroeconomic support, sectoral policies and programmes and projects. In addition, under the 11th EDF, further funds can be accessed for unanticipated needs such as humanitarian aid, emergency relief and post-emergency relief if these cannot be met using existing resources.

The strategic objectives of the NIP are: (i) to combat poverty and promote inclusive and sustainable growth that benefits the population and preserves natural resources; (ii) to foster democracy and human rights; and (iii) to contribute to peace and stability in the region. The

¹⁵⁴ Confirmed by Etude d'analyse organisationnelle et institutionnelle, April 2013.

¹⁵⁵ (i) Sexual and Gender-Based Violence; (ii) Gender Equality and Legal Status of Women; (iii) Women's Economic Empowerment; (iv) Women's Political Participation and Leadership.

¹⁵⁶ OECD figures quoted in 2014 Country evaluation (ADE).

NIP states that based on an analysis of national strategies, requests from the DRC government and civil society, 'results-oriented monitoring' (ROM) evaluations, lessons from the report of the *Cour des Comptes* on support to governance, needs identified, the division of labour between donors and the need to consolidate and continue certain programmes from the previous NIP, the EU has selected to focus its programme on four main sectors: (i) health (and Linking Relief, Rehabilitation and Development – LRRD); (ii) the environment and sustainable agriculture; (iii) strengthening governance and the rule of law; and (iv) infrastructure – rehabilitation of the Route Nationale 1. There are also EUR 12 million earmarked for support to civil society and EUR 18 million for 'Support measures.'

In 2010, the EU established a **new plan of action for Gender Equality and Women's Empowerment (GAP)**.¹⁵⁷ This covers a wide range of targets for internal delivery by the European Commission and for Member States at the political and operational level. The EU then defined gender equality performance indicators and scoring criteria to ensure gender equality mainstreaming in all the EU-funded programmes.

EUD DRC has compiled annual GAP reports since 2011 with the latest report submitted in July 2014. The 2014 GAP report provides an update on progress against the specific results and indicators in the GAP for the EU Delegation as well as four key EU donors (Sweden, UK, Belgium, France). The report shows progress across most of the indicators, but also reveals that this is largely a bureaucratic exercise, with the reporting from the EU and other Member States (MSs) fairly broad (non-specific) against many of the indicators.

In terms of EU coordination, Sweden currently co-chairs the *Groupe Thématique Genre* (GTG) composed of government representatives and key donors in the gender sector (other co-chairs are UN Women and the Ministry of Gender, Family and Children (MGFE)). Belgium co-leads the GTG sub-working group on *Women's Empowerment*, DFID co-leads the GTG sub-working group on *Women's Political Participation and Leadership* and France co-leads the GTG sub-working group on *Gender Equality and Improving the Legal Status of Women*. Every sub-group is co-led by a UN agency. DFID coordinates the informal gender donor group, which aims to harmonise work on gender in DRC among like-minded donors (UK, Sweden, EUD, US, Canada, Belgium, Netherlands, World Bank).

2.3 Member States' Cooperation

The **key Member States** that currently give significant support on GEWE in DRC are Belgium, Germany, the UK and Sweden (based on financial value). The table below gives an overview of their support to GEWE programming. This section does not consider the Netherlands and Spain as these countries have a very limited presence in DRC and the decision was taken not to look at their programming in DRC.

¹⁵⁷ EU (2010) Gender Equality and Women's Empowerment in Development EU Plan of Action 2010–15.

Table 1: Commitments to aid projects targeting GEWE, where projects have been screened against Gender Equality Marker (2012)¹⁵⁸

	Aid to GEWE (\$ million)		
	Total	GEWE marked as 'Principal'	GEWE marked as 'Significant'
EU Institutions¹⁵⁹	64.27	–	64.27
Belgium	44.60	8.44	36.16
Germany	141.91	2.31	139.6
Sweden	50.34	15.15	35.19
UK	76.38	1.05	75.33

Source: OECD: *Aide à l'appui de l'égalité homme-femme et de l'autonomisation des femmes*, 2012

Belgium (CTB and Embassy): DRC is the largest recipient of Belgian aid, which was worth EUR 400 million from 2010–13. In the past, CTB financed REJUSCO, an access to justice project with a component on gender and women's rights, which worked on the implementation of the sexual violence law and looked at the relationship between the civil law and traditional systems. This has been followed up through Belgian funding (with the EC) to the PARJ-E justice reform project. In 2012, Belgium signed a new cooperation agreement with the Government, which focuses on three thematic areas in specific provinces: (i) regional integration in Bandundu, Kasai-Oriental and Maniema; (ii) agriculture in Bandundu, Kasai-Oriental and Maniema; and (iii) technical education in Haut-Katanga, EquatEUR and Kasai-Oriental. A cross-cutting objective for these areas is the empowerment of women and efforts are made to ensure that women are well represented among programme managers and beneficiaries. CTB has also conducted a number of specific gender studies to inform programming. CTB is also about to finance a 3rd phase of a programme to address sexual violence with EUR 4 million. CTB is also developing a new EUR 2 million project for the Ministry of Gender (MGFE) which will be implemented through UN Women and focus on supporting MGFE to coordinate efforts on UN SCR 1325 as well as to promote women's political participation.

Germany (GIZ): GIZ finances a police project in Kinshasa and North Kivu, which includes a focus on police response to sexual violence. A second phase of this project is included in the new EC GbV programme. In addition, in South Kivu, GIZ finances a project to provide medical and psychosocial support to sexual violence survivors – although it is considering moving this project to Bandundu.

Sweden: Sweden's strategy for development cooperation in DRC 2009–12 prioritised gender equality as both a human rights issue and a route to enhance development. In 2009, Sweden commissioned a gender analysis across various sectors in DRC to help inform strategic decisions on programming in DRC. Sweden's support for gender equality has included support for improving sexual and reproductive health services in four provinces in the East (with Merlin, IRC and MSF), support to improve access to justice for SGBV victims in the West (with BCNUDH) and East (with UNDP), stand-alone programmes to respond to and prevent GbV in Eastern Congo; an agricultural development project in Equateur (with FAO) and microcredit programme with UNDP – both of which include women's economic empowerment as objectives. At present, Sweden co-funds the two justice reform programmes with the EC – PARJ and PARJ-E (Uhaki Safi). Sweden continues to fund four health programmes that focus on maternal health and sexual reproductive health (SRH). It has also just started to fund a

¹⁵⁸ To note that the Gender marker is applied differently by different actors. Particular differences arise around the understanding of 'significant' objective.

¹⁵⁹ EU institutions include 3 institutions: the European Parliament, the Council of the European Union and the European Commission, . [http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:European_Union_institutions_\(EU\)](http://ec.europa.eu/eurostat/statistics-explained/index.php/Glossary:European_Union_institutions_(EU))

USD 10 million programme with International Alert on women's political participation and women's economic empowerment through cross-border trade. Sweden has also just commissioned a masculinity study with UN Women. In total, Sweden reports that 96% of its programmes in DRC have gender as a significant objective (13% as primary objective, 83% as secondary objective).¹⁶⁰ Sweden has also played an active role in the *Groupe Thématique Genre* – acting as secretariat over the past few years in support of the MGFE.

UK (DFID): Following a major gender audit and gender assessments conducted in 2012, DFID developed a gender strategy for DRC. This included recommendations to improve mainstreaming of gender, for example, in DFID's health programming and security and justice programming as well as for a new programme of support for women and girls in DRC. DFID will focus on adolescent girls and recently launched a new programme on adolescent girls in DRC, *La Pepinière*. This is currently in the pilot phase and will then be implemented from 2014–20. DFID has also been increasingly active in the gender sector in recent years and chairs the informal gender donor group.

2.4 Other Donors and UN Agencies¹⁶¹

The other key bilateral donors that give significant support to GEWE in DRC are Canada (CIDA) and the US (USAID and US government). Among UN agencies, the most active are UNWOMEN, UNICEF, UNFPA, UNDP – as well as the UN Mission MONUSCO. The table below gives a brief overview of their activities. (See Annex 7 for more detail.)

Donor	Main activities
Canada (CIDA)	Strong focus on GbV. Various projects on GbV in East 2006–12; new GbV programme 2012–17 on East, Kinshasa, Bandundu and Equateur. Total aid to GEWE = 25.15 mn. ¹⁶²
United States (USAID and State)	Published gender strategy for DRC in 2012. Most funding on GbV prevention and response, women's health and social protection in Eastern provinces and girls' education programme. Total aid to GEWE = 3.23 mn. ¹⁶³
MONUSCO	Dedicated gender unit works to incorporate gender in MONUSCO operations and promote women's participation in peace process and post-conflict reconstruction. Also has sexual violence (SV) unit which supports coordination of the National SGBV Strategy.
UNFPA	Strong focus on SGBV, e.g. collaborating with state structures to ensure reproductive health care delivery responds to sexual violence; community engagement to prevent SGBV and set up a referral network to ensure access to services for SGBV survivors; engaging men, especially uniformed personnel, in prevention and response to sexual violence.
UNICEF	Gender as a transversal theme in projects related to survival and child development, basic education, child protection and HIV/AIDS. Also strong focus on SGBV, e.g. 'Protected Communities' project, which trains and makes available social workers and community actors to try to identify, prevent and respond to SGBV. UNICEF is one of the key implementing partners of the new EC GbV programme. UNICEF is also implementing a 'Child-Friendly Schools' programme.
UN Women	Established an office in Kinshasa in 2011 and then in South Kivu, North Kivu, Oriental and Maniema. Programming still quite limited, but priorities

¹⁶⁰ Email from Marie Nilsson, Gender Expert at Sweden.

¹⁶¹ This information comes from McLean-Hilker et al. (2012), Bourges (2012) and interviews conducted with other donors in September 2014.

¹⁶² Principal or Significant under Gender Equality Marker Source: OECD – *Aide à l'appui de l'égalité homme-femme et de l'autonomisation des femmes* (2012).

¹⁶³ Principal or Significant under Gender Equality Marker Ibid OECD.

Donor	Main activities
	are: women's participation in political and security governance; engagement of women in peace processes and security issues; combatting GbV and exclusion linked to HIV/AIDS; promotion of women's rights by installing gender equality in the heart of national planning and budgeting processes; the empowerment of women, especially increasing their economic security.

3. Findings

3.1 Gender Mainstreaming

Integration of gender analysis into country strategies, programme design and reviews

Summary

There was no gender analysis in the 2007–13 Country Strategy Paper (CSP) and NIP which was in place during the period under evaluation – it was effectively gender blind. The 2008–13 evaluation looked briefly at gender as a cross-cutting issue, but analysis and recommendations were very limited. The new NIP 2014–20 does include some gender analysis and commitments, although these are quite generic and more specific commitments at the level of programming should be defined. There is some gender analysis in specific programme documentation.

In DRC, the integration of gender analysis into country and regional programming did not take place in the period of the 10th EDF (2008–13), but has seen an improvement under the 11th EDF (2014–18). The 2007–13 joint CSP and NIP was almost entirely gender blind. It contained no gender analysis and only mentioned women as a specific group twice in the document. It did not even have a generic statement on gender as a cross-cutting issue. There are two RIPs relevant to DRC but neither contains references to gender equality or women's empowerment. There was minimal inclusion of gender as a cross-cutting issue in the 2008–13 country evaluation, but the analysis was limited. However, the ROM monitoring grids and reports include a specific gender screening/assessment module and ROM monitors are normally briefed on GEWE issues before their mission.

The most recent NIP 2014–20 makes references to gender issues in a number of places, although these remain quite generic high-level commitments to promote gender equality, to 'take account of gender inequality' or to include women as a beneficiary group. There are no specific details of what this means in practice and thus, the programming phase will be crucial to define this. It will be important that a comprehensive analysis of GEWE issues is undertaken at identification stage and then specific GEWE commitments are included in project formulation.

Given that the 2007–13 NIP, CSP and RIPs do not contain any gender analysis, this was not the basis of decisions and prioritisation for strategic objectives and programming decisions. Nonetheless, **at a programme level, despite the lack of gender analysis at country and regional strategy level, there have been some efforts to address gender issues in certain sectoral programmes.** The two justice programme (PARJ and Uhafi Saki) documents reviewed contained some analysis of barriers to women's access to justice and each had a specific separate gender component as well as commitments to mainstream gender across the other components of the programmes. The health (CEMUBAC and Oxfam NOVIB) programme reviewed specifically focused on women sexual violence survivors and improving their access to and quality of care, and again the programme document contained a brief analysis of the situation of sexual violence survivors.

In terms of **specific GEWE projects**, the documentation for the women's economic empowerment project in Kinshasa (AFIA Santé 2013–15) reviewed contained some analysis of the situation of women in the target area.¹⁶⁴ The flagship new GbV prevention and response programme (*Hommes et Femmes: Progressons Ensemble*) was designed on the basis of a comprehensive situation analysis undertaken during the identification and formulation missions.

Mainstreaming in dialogue processes

Summary

There is little evidence of how **political dialogue** has been used to support the GEWE agenda, beyond a few meetings of the Head of Delegation and a visiting Commissioner with the Minister of Gender. There were no specific examples given of policy dialogue on gender at different levels or across different sectors.

To date, GEWE issues have mainly featured in EUD political dialogue with the Minister of Gender and not at higher political levels or across other sectors. However, there are now greater opportunities for much better integration of gender issues into political dialogue with the partner government, civil society and other donors. For example, the recent gender country profile jointly commissioned by Sweden, EUD, the UK and Canada could provide an important platform for achieving consensus around priorities overall and in specific sectors. This has been discussed in the informal gender donor group as well as the new ONE + ONE UN agency and bilateral donor group and these groups are working to agree common priorities with a view to speaking with one voice. The EU Gender Focal Point attends the meetings of both of these groups, participates in joint initiatives undertaken by these groups and has actively consulted these groups on the new EUD GbV programme, shared the results of the institutional audit of the Ministry of Gender, Family and Child (MGFE), participated in the commissioning of country profile mentioned above.

At the level of political dialogue, one of the key contextual factors is the relative weakness of government institutions and counterparts. There are two key challenges. Firstly, the strained relations between the donor community and Government of DRC with relatively limited opportunities for any political dialogue. Secondly, although there is nominally a system of gender focal points across sectoral government ministries, this is not operational and the nominated staff are not senior.

The Head of Delegation and other senior EUD staff say the limited number of interlocutors constrains how many issues can be raised in political dialogue and hence the need to prioritise. Nonetheless, both the Gender Focal Point (GFP) and other EUD staff felt there was scope to deepen and broaden the political dialogue on gender issues – for example around the proposed revisions to the *Code de la Famille*. At the moment, the main focus seems to be on ad hoc meetings with the Minister of Gender – for example, when a commissioner or high-level official visits from Brussels – rather than including gender issues in dialogue with other ministers in other sectoral ministries. A simple proposition would be for the GFP to work with each sectoral team to identify a short list of priorities for gender mainstreaming in that sector, which could then provide talking points for senior EUD staff in political dialogue as well as key priorities during programme design. Since political dialogue is mainly channelled through the Political section, its involvement and proactiveness is a key issue.

¹⁶⁴ Note that this project was selected as the result of a Call for Proposals and funded by a EU budget line. Therefore 'programming' needs to be understood differently than EDF programming.

Mainstreaming in programmes and projects

Summary

Despite the lack of gender analysis at country and regional strategy level, there has been some mainstreaming of gender issues in sectoral programmes. The two justice programme (PARJ and Uhafi Saki) documents reviewed each have a specific and separate gender component as well as commitments to mainstream gender across the other components of the programmes. The results and indicators include suitable GEWE indicators, although there have been challenges with implementation. The health programme reviewed (CEMUBAC and Oxfam NOVIB) specifically focused on women sexual violence survivors and improving their access to and quality of care, and again the programme document included specific results on improvements for women – although most of the indicators measure improvements in the capacity and competences of healthcare staff rather than specific outcomes for sexual violence survivors.

This review examined two major justice sector programmes and one health programme implemented under the 10th EDF (still under implementation in DRC). All of these programmes had incorporated gender into their programme objectives and indicators, but achievement of gender results was limited.

The Support to Justice Reform Programme (PARJ) (*Programme d'Appui à la Réforme de la Justice*) (10th EDF (2010–17) is a national justice reform programme co-financed by the EC (EUR 21 million) and Sweden (SEK 85 million). The overall objective of this project is to contribute to reform of the justice sector through improving governance of the justice machinery. **The specific objectives** are to improve citizen access to justice (**with particular emphasis on women**), improve the functionality of the justice system and develop a joint state/civil society justice monitoring system. The programme is mainly focused at national level in Kinshasa, but there are also pilot activities in Bas Congo and Kasaï Occidental. **There are four specified results including a specific fourth result focused on women's rights:** Result 4: *An improvement in the respect of women's rights through awareness raising of judicial authorities*. In addition, **the programme document specifies that gender equality and women's rights are to be mainstreamed across the other three result areas** (See Evaluation Question matrix for details). These results and activities are captured in a number of GEWE indicators in the logical framework:

The mid-term evaluation of the PARJ took place in August 2014. As part of this evaluation, the team looked at progress on the specific gender component as well as progress on mainstreaming gender across the other three components. Overall, the evaluation found that there had been very poor results in this area, which was confirmed in our interviews. Despite the strong commitments in the initial programme documents to mainstream gender in the first three components of the programme (improved administration of justice, improved accessibility of justice), the evaluation concluded that this has been a complete failure. It suggests that there was insufficient gender expertise among partner staff for these components, there was no specific plan developed on how to mainstream gender in the justice reform process, and that progress reports paid scant attention to this gender mainstreaming commitment. Project partners in the justice sector (the ministry, magistrates (CMS) and other bodies) also had a very negative attitude to this component, misunderstanding what it meant and suggesting that the emphasis on gender inequalities and GbV was a 'false problem'.¹⁶⁵

The fourth component, explicitly focused on gender (an improvement in the respect of women's rights through awareness raising of judicial authorities), because of the unwillingness of the institutional partner became a set of activities working with NGOs (rather than formal

¹⁶⁵ Also, the conditions for the Sectoral Justice Strategy to be reviewed are not met. When this occurs, there will be opportunity for further gender mainstreaming.

justice institutions) at community level. The community awareness-raising campaigns and (NGO-run) free legal clinics set up in Matadi, Kinshasa and Tshikapa have increased access of women to justice (actually under result 2). Furthermore, the parquets are now equipped to handle GbV cases (with the correct equipment and trained staff). However, the evaluation concludes that the objectives to train and fundamentally shift the approach of judicial actors to women's rights and GbV have not been achieved.

'Uhaki Safi' (Programme d'appui au renforcement de la justice à l'Est de la République Démocratique du Congo – PARJ-E) is a 6-year (2012–18) justice reform programme focused on Eastern DRC jointly financed by EUD (EUR 10 million), Sweden (EUR 6 million) and Belgium (EUR 2 million). It is a complementary programme to PARJ. The overall objective is to contribute to the consolidation of the rule of law by fighting against everyday and war-related impunity in North Kivu, South Kivu and Ituri. The **specific objective** is to improve (in line with the national justice reform action plan and the STAREC Plan (Stabilisation and Reconstruction Plan for Eastern DRC), judicial governance in the intervention zones, **taking account of gender equality and respect for human rights**. There are five specific results, including a **specific result on women's rights**: Result 4: To secure women's rights and the simplification of police and judicial handling on sexual violence. In addition, **gender equality is specified as a cross-cutting objective that is to be mainstreamed across the four other result areas** (See EQ matrix for details). **Some of these results and activities are captured in a number of GEWE indicators in the logical framework, although this could have had a much stronger gender focus** – for example measuring women's access to justice for various abuses and crimes that affect them, measuring the progress of women's cases and women's satisfaction with the way they are treated by judicial services.

We visited the activities of this programme in Goma, Eastern DRC. This programme appeared to be having a little more success in its work with local justice institutions and had established a good working relationship with the new Director of the Provincial Office of the Ministry of Justice (although this office is severely lacking in human and technical capacity and the programme has not provided any support in this area). The main areas of progress under the project cited by partners were the work with NGOs to conduct community awareness raising, the improved access to justice for women as a result of the mobile courts and the free legal aid clinics, and the monitoring of women prisoners to ensure their rights are respected by a local NGO.

The Project d'amélioration des soins de santé aux victimes de violences sexuelles dans l'Est de la République Démocratique du Congo – Formations cliniques des prestataires des soins. This project, aimed at **improving health care for sexual violence victims**, is implemented by the NGO CEMUBAC (*Centre scientifique et médical de l'Université libre de Bruxelles pour ses activités de coopération*) with Oxfam – NOVIB (and other partners including the provincial health authorities) in Eastern DRC (North Kivu). There have been two sequential projects – support to sexual violence victims in the Kirotshe Health Zone in North Kivu Province (2011–13), and clinic training for staff on handling sexual violence victims in 12 health zones in North and South Kivu (2013–15), both financed by the Budget as Pilot projects.

The first project (2011–13) has supported one general hospital (Kirotshe), two health centres (with maternity units) and 25 health posts in the zone with a focus on improving the accessibility, availability and quality of medical services for sexual violence victims and improving the management (supervision, coordination and monitoring) of sexual violence cases at all levels of the health system. The main results of the 2011–13 programme according to the evaluation have included: training of four doctors, 45 nurses and 200 community health workers; rehabilitation of five maternity wards, one operating theatre and two sanitary blocks; re-equipping of one general hospital and 10 health centres; rape kits provided to the general hospital and 22 health centres; treatment of 657 sexual violence victims, 74% in 72 hours (although the evaluation notes difficulties in providing services to girls under 18 due to the sexual violence law and pressure for forced marriage); 165 women reintegrated

socioeconomically (although the longer-term impact cannot be judged yet); awareness raising in multiple communities among community leaders, men and women about strategies to avoid violence (e.g. going in groups) and the importance of treatment after SV and how to get treatment (the evaluation stresses that awareness raising must also focus on primary prevention, women's rights and the law against SV and must be more carefully targeted at different population groups in future); new database established on treatment of sexual violence victims in North Kivu; three strategies developed on quality, integration and referral; and improved leadership on the DPS (provincial health authority) on medical-psychosocial response.

A particularly important part of the project approach has been to integrate sexual violence survivors in the mainstream SRH and maternity services in these clinics. This contributes to sustainability (not creating parallel structures for SV victims) and improves SRH services and care for all women, helping to reduce the stigmatisation of sexual violence victims. An ongoing challenge that the project faces is the recruitment and training of sufficient numbers of women as community health workers, nurses and doctors. The evaluation recommended a continuation of the strategy to integrate midwives in the training to treat sexual violence victims. It also recommended improvement to the psychosocial care component of the project.

The second project (2013–15) is a significant expansion of the first project and is working in 12 health zones in North and South Kivu. It has a specific focus on training personnel to handle sexual violence cases alongside other obstetric, gynaecological and urological needs, and is targeting 150 health personnel and final beneficiaries – 18,000 victims of sexual violence (9000 per year) and 225,000 pregnant women (4.6% of the 2.3 million population in the 12 areas). The programme's general **global objective** is: *'Patients needing quality gynaecological, midwifery and urology treatments benefit from adequate support in all levels of the health system.'* Its **specific objective** is: *'Improve the state of care and high quality health response in favour of the population in the 12 areas of North (7) and South (5) Kivu, through improvements of health personnel's competencies in the clinical care of sexual violence victims and patients who need quality gynaecological, midwifery and urology treatments, following the implementation of a continuous training system piloted by the DPS in provincial hospitals, specialised hospitals and general hospitals.'* Although women are the primary beneficiaries of this programme, the indicators for the project all refer to capacity building and could be improved to more clearly measure the quantity and quality of care to target beneficiaries as well as number and quality of training. It would also be useful for the project to explicitly track the proportion of women/men among the doctors and health workers trained.

Internal gender mainstreaming

Summary

Gender analysis is not undertaken systematically in sectoral programmes, and in some sectors (e.g. natural resources, infrastructure) no gender mainstreaming has taken place. There is evidence of a lack of understanding of gender mainstreaming among some staff, with tendencies to cite wording in documents or programme elements as evidence of gender mainstreaming – rather than understanding that each programme should be based on a comprehensive analysis of women's and men's needs, how the programme will impact these and proactively identifying opportunities to promote GEWE. There is a heavy reliance on the GFP, but her support is often requested late in the programme design process. The gender marker is used, but often inconsistently and the gender checklist is not completed systematically.

In the EUD DRC, there is not much evidence of any systematic development or application of gender mainstreaming guidance. Rather, the minimal elements of the system are in place: the GFP is in place but there is a tendency for most EUD staff – including middle and senior management – to view gender mainstreaming as solely her responsibility. Some EUD staff do

regularly request her technical support – often late in the day – without taking ownership for gender mainstreaming themselves. For example, the GFP has often received requests to fill in the gender checklist at the last moment before programme approval, when it is too late to make substantive improvements to how programmes address GEWE issues. Some EUD staff interviewed felt that they did 'enough' on gender and cited examples of where wording on gender equality or women's representation has been inserted into a document. However, some staff lacked an understanding of the need for a comprehensive gender analysis and mainstreaming across all dimensions of project. Some EUD staff have minimal engagement with the GFP and do not consider gender issues in their work.

While some EUD staff are personally committed to doing their best on gender mainstreaming, no one has received training or specific resources for this – not even the GFP. There are no incentives for staff to engage systematically on GEWE issues. The gender marker is used, although with an acknowledged lack of understanding and some inconsistency in its application. Indeed, it seems that the gender marker is used inconsistently across EU Member States with some marking gender as 'significant' for programmes in which gender is mainstreamed and others not considering that mainstreaming warrants a 'significant' rating. The gender checklist is used only by a few staff members and not checked by superiors.

The GFP does not have any budget to support specific events or training with her colleagues and the whole delegation is very overworked with multiple competing priorities. Overall, staff lack the training, knowledge, skills and incentives to more effectively mainstream gender in their work. There is a need for higher-level support of the GFP – for example, a 'gender champion' to be nominated from senior management to work closely with her and give her support and authority across sections, including the Political section so she can advise on opportunities to integrate gender issues in political dialogue.

3.2 Cluster A: Coordination and Complementarity

Summary

Coordination and complementarity between EU MSs and with other donors, civil society and the Government has not been very strong in recent years, particularly around the rapid proliferation of GbV programming in the East of DRC. However, over the last 1-2 years, there have been increased efforts to share information through the tripartite Gender Thematic Group (Government, donors, civil society), the Informal Donor Gender Group and the recently established ONE + ONE Group of gender (bilateral donors and UN agencies). The EUD GFP participates actively in each of these groups, but the EUD is not yet playing a leadership or coordination role – it could do so but only with more resources. Nonetheless, there have been some examples of joint programming (e.g. the new GbV programme and justice programmes), undertaking joint research and some joint advocacy.

DRC still has some of the worst gender indicators in the world and there has been little or no improvement in recent years. Despite this and the existence of a National Gender Policy (2009), GbV policy (2009) and national gender action plan (2010), international donors have been slow to prioritise this area. The focus of the international community has tended to be on humanitarian aid, peace building, the political transition, building the capacity of the government and delivery of basic services such as education, health, water and sanitation. It is only more recently that the focus moved onto gender equality and has been dominated since 2008 by a huge amount of programming and funding – often overlapping and uncoordinated – for the response to sexual violence in eastern Congo. It is only really since 2012 that there has been a concerted effort – led mostly by Sweden and the UK – to focus on GEWE issues more broadly.

Interviews suggest that the EUD has become more active on GEWE in the last two years. The GFP now coordinates with Member States through three key channels:

- The Gender Thematic Group (GTG): This is led by the Ministry of Gender (MGFE), UNWOMEN and Sweden and comprises government ministries, donors (e.g. EUD, Belgium, France, Sweden, the UK and UN agencies, such as UNICEF, UNFPA, UNDP, UNHCR, UNDP) and civil society organisations. It was not very active for many years but in 2014 started to meet more regularly again, partly due to joint efforts of those in the informal gender groups and UN agencies like UNWOMEN. For example, in September the Ministry of Gender, Family and Children (MGFE) and UN Women co-hosted a workshop to establish the terms of reference and workplans for four thematic sub-working groups.
- The Informal Donor Gender Group: This informal group is led by DFID (UK) and regular members are the gender contact points or experts in the EUD (the GFP), Sweden, Belgium (Belgian Embassy representative not CTB) and CIDA (Canada) with the World Bank, France, Norway, Switzerland and Japan joining from time to time. This group meets roughly monthly on an informal basis (no formal minutes) to share information, give mutual technical support and sometimes agree joint actions and advocacy. There is no formal relationship with the GTG or ONE + ONE Group, but this informal group prepares ideas and proposals to bring to the other coordination groups.
- The ONE + ONE Group on gender: This group has just started to meet and is a mechanism that brings together gender representatives of bilateral donors with UN agencies working on gender to share information and explore possible joint actions. It is chaired by UNWOMEN. It was initiated by members of the Informal Donor Gender Group who felt it was important to engage with UN agencies, also as an incentive to boost their own coordination.

To date the GFP has played the role of an active participant in discussions and information sharing, but the EUD has not yet played a leadership role in any of these mechanisms. In general these mechanisms have mainly been used for information sharing and there is still a long way to go to ensure effective coordination and complementarity of programmes. Nonetheless, there have been some recent attempts at joint programming or co-financing (e.g. EUD and Sweden on the Uhaki Safi justice programme). Also, in 2014, Sweden – together with the UK, EUD and Canada – commissioned a joint national gender profile for the DRC.¹⁶⁶ These donors have then used this for joint advocacy work and succeeded in securing an event in October 2014 to present the findings to the EU Political Counsellors. Also, there are some examples of attempts to coordinate policy dialogue. For example, over the last few months, ONE + ONE members have shared information regarding the desired reform of the discriminatory legislation of the *Code de la famille* and agreed some common priorities for advocacy.¹⁶⁷

The **EU GAP** report provides the opportunity for the MSs active in the sector to come together to produce a joint country annual report, although most MSs view this as a bureaucratic exercise and not as useful as the informal donor group. The GAP has generally been completed through email dialogue and this could be an opportunity for a more strategic planning exercise on an annual basis. Overall, there is a lot of potential for the EUD to play an enhanced role in ensuring coordination and complementarity between MSs and with other donors, but there needs to be adequate human resources in place for this to be possible. Although proposals have been made by bilateral gender advisors and focal points that the GAP be discussed at a higher level, this has not yet been the case.

One very **useful contribution made by the EUD** was the financing of an institutional capacity assessment of the MGFE plus a capacity building strategy in 2013. Many other donors made reference to this assessment and plan as extremely useful in guiding their dialogue with MGFE. At present, however, follow up of this assessment and strategy has been limited. The EUD did not make any commitment to follow this assessment with financial support. The EUD (supported by other donors) has repeatedly requested the MGFE to produce a capacity

¹⁶⁶ Davis, L. Paola Fabbri, Ilot Muthaka Alphonse (2014) *Profil du pays en matière d'égalité de genre*.

¹⁶⁷ After the mission took place, a common position was agreed by EU Heads of mission on the 'Code de la Famille' revision.

building workplan with priorities, based on the draft strategy annexed to the institutional capacity assessment. The MGFE has not yet done this. MGFE staff agreed that this assessment and strategy were extremely useful and say that they are awaiting funding for its implementation, but donors say the MGFE needs to take fuller ownership of this strategy and put a comprehensive workplan in place, underlining its commitment, before any financing is considered.

3.3 Cluster B: Instruments

Summary

There is no evidence that the EUD DRC is working to make complementary use of different instruments and modalities to support GEWE. In the EUD DRC, only the GFP was familiar with the three-pronged approach to GEWE and this is not used as an explicit strategy. Nonetheless, there is evidence that each of the three approaches has been used separately by the EUD, but in a fairly patchy manner.

The EUD DRC is at a preliminary stage of mainstreaming gender and developing its work on GEWE. There was no evidence of a deliberate effort to ensure a complementary use of the various instruments and modalities to support GEWE. Indeed, staff say that the different financial instruments, programming calendars and conflicting priorities often obstruct complementarity. Nonetheless, at present a number of different instruments are used to support GEWE outcomes:

- **EDF:** Two justice sector programmes with explicit components on gender; health sector programmes with explicit focus on SRH and maternal and child health (MCH) services for women as well as treatment of GbV survivors; food security programmes with explicit targeting of women and gender-sensitive indicators.
- **Civil Society Budget Line:** A number of smaller projects with women's right organisations and to support women's economic empowerment have been supported.
- **European Instrument for Democracy and Human Rights (EIDHR):** A number of smaller projects on women's rights and political participation have been supported.

In terms of **the three-pronged approach to GEWE, only the GFP was familiar with this in the EUD DRC and this is not used as an explicit strategy.** Nonetheless, there is evidence that each of the three approaches has been used separately by the EUD, but in a fairly patchy manner. For example, there has been policy dialogue on GEWE, but largely with the Minister of Gender and not at higher levels or in other sectors.

On gender mainstreaming, there are some examples in the health and justice programmes studied – including at the level of objectives and indicators – but in some cases as discussed above (e.g. justice sector) implementation has been weak and results limited. There are also other sectors where gender does not seem to have been mainstreamed (e.g. infrastructure) and there is a tendency to refer to examples of words inserted in documents or small additions on gender, rather than to comprehensive analysis of GEWE issues in the sector.

In terms of GEWE-specific programmes, in the past, there have only been a few small-scale NGO projects on GEWE under the civil society fund. However, a new EUR 20 million GbV programme has been designed and is starting to be implemented. This programme was not foreseen under the 10th or 11th EDF, but has been implemented following a request from Brussels given the strong interest of the EU Parliament on addressing GbV in DRC. Additional budget was accorded to EUD DRC from Brussels to develop and implement this programme. This programme takes a comprehensive gender transformative approach and has a fairly strong set of GEWE results and indicators (See below).

3.4 Cluster C: Engaging Actors and Partners, Notably in Combatting GbV, in Different Contexts

Summary

In the past, EC funding on GbV mainly consisted of service provision for survivors through health programmes with NGOs. However, a major new EUR 25 million GbV programme has been developed, co-financed by the EC and UNICEF. It will be implemented by UNICEF and GIZ and will complement existing donor programmes through focusing on three provinces with a few initiatives on GbV.

Until 2013, the main contribution of the EC to addressing GbV was through a focus on services for GbV survivors in health programmes such as the CEMUBAC and Oxfam NOVIB project mentioned above. Although funding on GbV was not planned in the NIP 2007–13, additional funding was granted to fund the new GbV initiative with EDF funds.

The new GbV programme has been designed based on a comprehensive situation analysis and review of the approach of the government and other donors. It is a GbV prevention and response programme focused on the range of types of GbV that Congolese women experience and will be implemented by UNICEF and GIZ (and FAO) in three provinces where current work to address GbV is limited (see box below). This represents a significant investment of the EUD in this area and will help to fill a longstanding gap in programming for other provinces of the DRC beyond the East, which also have high rates of GbV but where the donor response has been almost non-existent. Equally, the programme has a strong focus on prevention through a broad gender transformative approach, which has also been a gap in DRC as most programmes have focused on response. The key priorities now will be effective M&E and coordination with similar GbV programmes planned outside of Eastern DRC by other donors such as Canada.

New GbV programme: Initiative pour lutter contre les violences liées au genre en RDC Programme 'Femmes et Hommes, progressons ensemble' (2013–18)

This new programme is co-financed by the EC (EUR 20 million) and UNICEF (EUR 5 million) and is implemented by UNICEF (Components 1, 2 and 3) and GIZ (Component 4). It is focused in 3 provinces: Kinshasa, Bandundu and Maniema.

The **overall objective** of the programme is *'to help the Congolese government and local population to adopt a new approach to relations between men and women, to create a more harmonious and prosperous Congolese society, in order to fight effectively against gender-based violence.'* The **specific objective** of Components 1, 2 and 3 is *'to reduce GbV in the city – province of Kinshasa and Bandundu Province through institutional support for behaviour change and women empowerment.'* The **specific objective** of Component 4 is to reduce GbV in Western provinces (Bandundu, Kinshasa) and East (Maniema) through strengthening the security (police) and the judiciary systems.

The programme has a comprehensive results framework for all four components (see Annex 8):

1. Contribute to social norm change and individual and collective behaviour, in order to favour a new perception of masculinity and femininity in the town and province of Kinshasa and in Bandundu;
2. Contribute to a better distribution of economic power and social roles of men and women in targeted areas of the provinces of Bandundu and Kinshasa;
3. Strengthen active players in the fight against gender-based violence (GbV) (state and civil society) and the coordination structures in Kinshasa and Bandundu;
4. Support the security (police) and judiciary structures in order to better provide better protective framework for victims of GbV, women, men and children, in the provinces of Kinshasa, Bandundu and Maniema.

The programme is clear about different target groups including women and girls in different contexts (for the prevention work) as well as GbV survivors, men and police and justice officers. It has a comprehensive set of indicators including many strong GEWE indicators.

3.5 Cluster D: Achievement of GEWE Objectives

Policy and political dialogue

Summary

Political and policy dialogue on GEWE has been very limited to date due both to a lack of government capacity and political will and internal EUD capacity constraints. Nonetheless, there have been some recent efforts to coordinate policy messages with other donors and embassies around reforming the *Code de la famille*. There is now a need for greater proactive identification of opportunities to raise GEWE issues and to coordinate messages with Member States and other donors.

To date, there has been a limited amount of high-level political or policy dialogue on GEWE issues and this has been entirely focused on dialogue with the Minister of Gender, rather than with other sectoral ministers or at a higher level. There have been no specific objectives or indicators established by EUD DRC for political or policy dialogue on GEWE and there is little evidence of any coordination between programme, policy dialogue and political dialogue.

This is an area where some EUD staff (the GFP and project managers) believe there is a need for greater capacity building to enable proactive identification of opportunities to raise GEWE issues in overall political dialogue and in policy dialogue at different levels and across different sectors. They also stress the need for clear prioritisation and coordination of messages with other donors. There are two key challenges: (i) a lack of responsive government interlocutors for political and policy dialogue due to limited capacity and political will; (ii) significant capacity constraints within the EUD DRC and the existence of multiple and competing priorities'.

Nonetheless, through the informal gender donor group and the new ONE + ONE donor group on gender, there have been recent efforts at agreeing coordinated policy messages on reform to the *Code de la famille* as well as discussions about agreeing priority messages on GEWE across different sectors, so donors can better coordinate efforts. This represents a key opportunity for EUD DRC going forward.

GEWE-specific interventions

Summary

In the period 2008–13, there were 22 projects in the EUD DRC portfolio that explicitly focused on GEWE. Most were small-scale projects with NGOs to provide support services for sexual violence survivors or to undertake small-scale women's empowerment projects. One women's economic empowerment project visited that was still being implemented in Kinshasa showed some promise in terms of women's increased knowledge, skills and potential revenues. The health project provided treatments to sexual violence survivors and other women in Eastern DRC and had delivered results in terms of increased accessibility and quality of treatment. The new EUR 20 million GbV programme has a lot of potential to contribute to GEWE results, but has just started. So far, the two justice sector programmes with gender components have shown mixed results, largely due to political and institutional obstacles.

For the period 2008–13, the evaluation team located 22 projects in the EUD DRC portfolio, funded by the EDF, civil society fund or EIDHR, that explicitly worked on GEWE (see Annex 1). The majority of these were smaller projects that funded international or Congolese NGOs to provide support services for victims of sexual violence (8 projects, some classified as health

projects) or undertake small-scale women's economic empowerment projects (5 projects). There were also two projects on women's political participation, one on girls' education, one to support girls associated with armed forces and armed groups and one to support NGO-local authority dialogue accorded to a women's rights organisation plus the new GbV programme (two contracts/projects).

The evaluation also looked at three of these GEWE-specific projects:

- One is a women's economic empowerment project funded by the Civil Society budget line which works in three marginalised neighbourhoods in Kinshasa (AFIA Santé). It specifically targets 150 members of women's associations to support them and through them women in their associations to develop economic activities, and also a further 150 women to become entrepreneurs. The specific objectives are to: *'Strengthen the skills of poor and vulnerable women in N'sele – Maluku and Mont Ngafula in their associations to start sustainable income-generating activities which respond to the needs of women and support them to professionalise their economic activities.'* The indicators mainly focus on increased skills, knowledge and revenues and could be strengthened. The project was still under implementation at the time of the evaluation. Several of the heads of women's associations interviewed testified that the project had helped to improve their personal capacities and had improved the awareness of women in their groups of their rights as well as activated them to generate ideas to improve their livelihoods. There were a few examples given of women who had already used their knowledge and skills to start new ventures in their families or with other women. However, the next stage of the project is now for the women's groups to elaborate income-generating projects and for AFIA Santé to support them to prepare documents to secure microloans from a microfinance institution. So it is too early to draw any conclusion about the eventual impact of this programme on women's livelihoods and access to economic resources.
- The evaluation also looked at two phases of a health programme in the East (CEMUBAC and Oxfam NOVIB), focused on improving treatment for SV victims through improving existing health centres, providing specialised equipment and training health workers to provide quality medical and psychosocial care. The evaluation of the first pilot phase of the project generally showed good results and commended the approach, which reinforced existing health structures and treated both SV victims and other women with gynaecological, obstetric or urological needs together.
- The new GbV prevention and response programme (see 4.1.3 above) has been designed on the basis of a comprehensive situation analysis and has a detailed framework of results and indicators appropriate to the different components of the programme which together represent a comprehensive gender transformative approach to addressing GbV. Implementation is only just beginning.

This evaluation also looked at a few projects with objectives or components on GEWE (see also above):

- The *PARJ* had specific gender components (see 4.1.3 above). However, the recent evaluation of the project concluded that there had been very little achieved in the area of gender due to significant political and institutional obstacles (particularly resistance from the Superior Magistrates Council and a difficult relationship between the Ministries of Justice and Gender) as well as insufficient expertise on how to mainstream gender in a judicial reform process. Efforts to mainstream gender in formal justice institutions had largely failed due to political and institutional obstacles; however, work with NGOs at community level to provide greater awareness of women's rights and improve access to justice through free legal aid clinics and improving the capacities of parquets to deal with GbV had seen greater results in terms of number of women's cases being handled.
- The Uhaki Safi justice reform project in the East has not been evaluated, but interviews with programme staff and partners suggest that this programme has also had the greatest impact at the level of improving access to justice for women through awareness raising,

mobile courts and free legal advice clinics (the partner NGO reports an increasing number of women's cases handled by the formal justice sector). Moreover, both PARJ and Uhaki Safi are working to increase female participation in the judiciary.

EC capacity building programmes

Summary

There are currently no EUD projects with specific gender-related capacity building components. However, the EUD commissioned an institutional capacity assessment of the Ministry of Gender (MGFE) in 2013, which could provide a useful basis for support to the ministry if adequate political will is demonstrated.

None of the projects reviewed during the mission included gender-related capacity building initiatives supported or initiated by the EUD. However, the EUD did fund an institutional capacity assessment of the Ministry of Gender (MGFE) in 2013, which many partners have found very useful. There was never any EUD commitment to follow this up with financing, but the EUD and other donors remain open to this possibility when MGFE is able to produce a capacity building workplan with priorities, based on the draft strategy annexed to the institutional capacity assessment. The MGFE has not yet done this.

The PARJ justice reform programme also commissioned a specific study on women in the *magistrature* to try to inform its strategy, although at present discussion with the Superior Magistrates Council (CMS) about increasing the representation and participation of women are blocked due to significant resistance from male magistrates.

There are also some individual projects funded by budget lines like the Civil Society Fund and EIDHR that focus on GEWE and have a capacity building objective – however, this capacity building support is general institutional support and not GEWE specific. It is important to note that these projects are submitted by the NGOs themselves, sometimes to the Global Call for Proposals drafted by Headquarters and thus the EUD does not have much margin to advance GEWE as a key priority. In Calls for Proposals, the numerous needs in DRC lead to conflicting priorities and thus, it is difficult to merely focus on GEWE.

EC support to UNSCR 1325

Summary

This has not been an explicit focus of the EUD's work to date and none of the key strategy or programme documents mentioned UNSCR 1325. However, the UK, in coordination with other donors, took a lead to try to improve gender mainstreaming in the International Security and Stabilisation Support Strategy (I4S) for DRC. The EUD's contribution to UNSCR 1325 commitments will in practice increase as a result of the new GbV programme.

This has not been a focus of the EUD DRC's work before 2014 and none of EUD's strategy or programme documents make explicit reference to UN Security Council Resolution 1325 or subsequent resolutions or the women, peace and security agenda. Nonetheless, the EU Head of Delegation has participated in the international political dialogue around the International Security and Stabilisation Support Strategy (I4S) for DRC – and the UK funded some work in 2014 to improve gender mainstreaming in this strategy. This included work to make the monitoring and evaluation framework more gender responsive. For example, key indicators were disaggregated by sex and age, some results were amended and several new indicators were added to measure gendered outcomes (see box).¹⁶⁸ It is now the role of MONUSCO to accept and internalise the suggested changes, which has not been the case yet.

¹⁶⁸ Source: Sotelo Reyes, S. I4S Logical Framework Gender Mainstreamed (2014).

New gender indicators in the I4S plan for DRC

- Awareness of local authorities and customary leaders of gender equality issues.
- No. of communities with functional structures for conflict resolution and prevention and include women.
- Number of women's groups participating regularly and actively in the dialogue platforms and decision-making processes by community.
- Male/female ratio in administrative, security (national police PNC), Justice and penitentiary services.
- Number of SGBV cases presented to Judiciary Institutions for investigation and judgment.
- SGBV cases presented to Judiciary institutions that have been judged following the official procedures by the *Conseil Supérieur de la Magistrature and Auditorat Militaire*.
- % of I4S projects fighting against SGBV that have a component targeting men and boys for their engagement and behaviour change.
- Number of local coordination structures that, together with local government (Ministry of Gender), advocate for improving service delivery and prevention of sexual violence at their communities.
- The community, including local leaders, men, women and youth, know that a referral system for survivors of SGBV is in place and trust it.
- Number of survivors of SGBV and female heads of households able to secure their livelihoods by engaging in a sustainable economic activity.

In spite of the lack of explicit focus on UNSCR 1325, there have been a few smaller programmes that have contributed to the aims of UNSCR 1325, including: a 2009 (EIDHR) project which worked with Girls Associated With Armed Forces and Armed Groups; a 2009 (EIDHR) project which worked on women's political participation in Kasai Orientale; a 2010 (EIDHR) programme which funded a Congolese NGO to increase women's participation in the elections also in Kasai Orientale (see Annex 1).

In addition, some of the EUD programmes reviewed in this evaluation have had a positive impact on women's rights. For example, partners working with the justice programme in the East (Uhaki Safi) say that programme is improving access to justice for women survivors of sexual violence. There has been no evaluation yet, but there are the following indicators in the logical framework which measure access to justice for survivors of sexual violence: (i) (under result 3) 70 sexual violence victims each year will have a lawyer; (ii) (under result 4) cases of SV to be handled by the justice sector increased by 30%. In addition, both justice reform programmes are working to increase the representation and participation of women in the justice sector. The Uhaki Safi programme includes an indicator (under result 1) of 200 new justice agents and specifies that **30%** should be **women**. The PARJ justice programme includes an indicator that the proportion of women in each group of new legal students will be increased. From 2014, there will be greater EUD focus in this area due to the implementation of the new EUD GbV programme, which includes interventions to prevent and respond to GbV, including through working with the police.

3.6 Cluster E: Institutional Capacity to Deliver

Development of internal capacities

Summary

There is broad awareness among EUD staff of the need to mainstream gender in the EUD's policies and programmes, but very limited knowledge among EUD staff of specific EU policies, commitments and resources. No one in the delegation has had any gender training, not even the GFP. At present, it is only the GFP that has knowledge of commitments and resources, which she uses in her work.

At EU Delegation level in DRC, there has been very limited progress in developing internal capacities to deal effectively with GEWE issues. There is a broad awareness of the need to mainstream gender in the EUD's policies and programmes, but beyond this, there is very limited knowledge among EUD staff of specific EU policies, commitments and resources. At present, it is only the GFP that has a good knowledge of the various policies and commitments, makes use of some of the online technical resources and seeks occasional technical support from gender specialists in Brussels.

There has been no gender training for EUD DRC staff for many years – not a single staff member had received gender training, not even the GFP. Overall, there was a heavy reliance on the GFP to deal with GEWE issues, but she often had a large number of requests and was largely unsupported in her role. She has made personal efforts to use online resources, the gender toolkit and seek advice from other donor colleagues, but other EUD staff members generally felt that their knowledge and expertise on GEWE issues was inadequate. There was no evidence that the recent joint gender country profile (EUD, Sweden, Canada and DFID) was regularly used by anyone other than the GFP. The most practical approach to improving capacity in the short term would probably be a facilitated day with each programme team to deliver some gender training, but to focus explicitly on analysing GEWE issues in their sector in DRC and determining a short list of priority gender commitments for that sector, which can be pursued in sector-level policy dialogue and programming. The EUD's request for a support mission from Brussels is a key opportunity to pursue this.

Leadership and management

Summary

There is broad awareness among senior and middle management of the need to address GEWE in policy dialogue and programming, but currently leadership is weak. This can be partly attributed to considerable capacity constraints and competing priorities, but also to lack of expertise and gender training.

While there is broad awareness among senior and middle management and other EUD staff of the need to address GEWE in policy dialogue and programming, there is currently insufficient knowledge, expertise and leadership to make strong and effective progress on GEWE commitments. This can partly be explained by the extremely high ongoing workload of the EUD DRC, the high number of competing priorities and demands from Headquarters and the lack of training and expertise of all EUD DRC staff on gender. There is an urgent need for a gender champion at senior management levels to offer leadership and strong institutional support for the GFP, as well as some practical steps to effectively mainstream gender within the EUD.

4. Conclusions

Overall, this country evaluation has found that implementation of the EU Action Plan on GEWE in DRC has been relatively limited to date. The **main challenges have been the following:**

- Despite a reasonable policy framework (e.g. National Policy on Gender 2009), there is limited political will in government to make progress on GEWE and the Ministry of Gender lacks capacity, resources and authority among line ministries to fulfil its mandate. This means that there is no effective government counterpart on GEWE issues.
- Since 2008, the overwhelming focus of international donors and NGOs in DRC has been addressing sexual violence in the East, and it is only recently that donors have acknowledged the poor gender indicators across the country and started to focus on this.

- The EUD DRC has an exceptionally high workload – the highest of all EU delegations worldwide at 227% of the average¹⁶⁹ – and gender is just one among many competing priorities.
- None of the EUD DRC staff have ever received any gender training, any effective communication about EU GEWE policies and commitment or any specific resources or support to help them to use the gender marker correctly.

Nonetheless, in the last two years there have been **some positive steps towards implementing EU GEWE commitments** with evidence that specific actions under individual programmes have contributed to empowering women and redressing inequalities:

- There is a **portfolio of 22 GEWE-specific projects** (mostly small NGO) focused on providing services to sexual violence survivors and women's economic empowerment.
- The **new GbV programme has been well designed** based on substantive gender and situational analysis and is focused on a gender transformative prevention approach and in provinces where there is currently insufficient programming to address GbV.
- In the **justice reform programmes**, despite a broader failure to integrate gender at an institutional level in the reform process, at community level, there is evidence of improved access to justice for women as a result of the awareness-raising work, mobile courts, parquets equipped to deal with GbV and free legal advice clinics.
- The programme to meet the **health needs of sexual violence survivors in Eastern DRC** had clearly improved the quantity and quality of care.
- **The institutional audit and capacity building plan of the Ministry of Gender, Family and Children (MGFE)** funded by EUD has provided a strong basis for future donor work with the Ministry if and when political will increases.
- **The GFP in EUD is an active participant in donor coordination mechanisms** and this recently supported collaboration between the EUD, Sweden, UK and Canada to commission a joint gender country profile for DRC.

There are some **findings from this country visit, which challenge or expand on the findings of the desk review:**

- Although many **sectoral programmes** have not undertaken any gender analysis and do not have any gender objectives or indicators, there are a few sectoral programmes that have made significant efforts at **gender mainstreaming**. For example, the two justice reform programmes both include a specific gender component plus objectives to mainstream gender across the other result areas on justice reform – and there are specific GEWE results and indicators. However, in practice, implementation has been weak, especially in terms of integrating gender in the justice reform process, but with some success in terms of improving access to justice for women at community level.
- In DRC, there are now a number of **donor coordination mechanisms**, which are gradually becoming more active and useful, including an informal donor group on gender, of which the EUD GFP is an active member and makes use of this mechanism for information sharing, mutual technical support and planning joint initiatives.
- The **gender marker** is used regularly, although EUD staff, EU Member States and implementing partners often lack understanding on how to use it and the result is its inconsistent application.
- In the evaluation period 2008–12, **GbV** was a limited priority with some funding to meet the needs of sexual violence survivors in Eastern DRC. However, in 2012 the EUD DRC started formulating a significant new EUR 20 million GbV programme with additional funding from EDF. This programme is now under implementation and has a gender transformative approach and a comprehensive results framework with outcomes and indicators. However, it will need careful management as it is a complex, multi-partner programme.

It confirms the following desk review findings:

¹⁶⁹ Workload Assessment in Delegations, 2011

- There was no **gender analysis** underpinning the Country Strategy or National Indication Programme (NIP) during the period under evaluation and these documents were effectively gender blind. However, the new NIP is improved with some high-level gender commitments.
- **There appear to be no institutional incentives** for mainstreaming and there is an over-dependence on the GFP, who supports gender mainstreaming on top of an already full workload.
- **Gender training** has not been a priority.

In terms of **recommendations**, the following are proposals for the EUD DRC to consider in terms of making greater progress on implementing EU GEWE commitments:

- **Proactively reshaping priorities on gender in the DRC:** Drawing on the recommendations of the DRC Country Gender Profile, its strong political voice, and the existing gender work on some members states (e.g. Sweden), the EU (EUD and Member States) could work together to advocate for a more sophisticated gender equality agenda in DRC that moves beyond SGBV to look at social norms around gender roles, masculinities etc.
- **Strengthening political and policy dialogue on gender equality** by proactively looking for opportunities across different sectors and agreeing some priority objectives and messages. With recent improvements in donor dialogue, there is a specific opportunity to agree on some overall GEWE priorities as well as priorities for gender mainstreaming in key sectors. These could then be taken forward by senior delegation officials as well as Member States, with the support of GFPs and advisors.
- **Increasing coordination with Member States and other donors:** There is an opportunity to build on the recently commissioned joint country gender profile and the jointly financed justice and GbV programmes, to look for more opportunities to coordinate donor activities on GEWE including the development of joint or complementary programmes and an agreed strategy towards building the capacity of the Ministry of Gender, Family and Children (MGFE) in follow up to the institutional audit and capacity building plan.
- **Integrating gender analysis from the earliest stages of the programme cycle**, i.e. in project identification and design, through inclusion of a gender expert or gender expertise on the identification and formulation missions.
- **Ensuring that M&E strategies for each programme include a focus on gender mainstreaming** and GEWE outcomes. This needs to include the EUD programme managers asking regular questions on GEWE and ensure partners report regularly on this, as well as ensuring that evaluation teams include gender expertise and look at this as part of their TOR.
- **Consider greater dialogue with and financial support for Congolese civil society organisations** on GEWE – an option could be to launch a specific call for proposals on GEWE under the Civil Society Budget Line.
- **Strengthening the role of the GFP** through nominating a gender champion from EUD senior management to work with her and provide high-level support for her role. Another approach that has been successful in other institutions is to nominate a gender contact point in each sectoral team who takes the lead on gender for that team with the support of the GFP. This could be the Sectoral Team Leader to ensure comprehensive internalisation within all teams.
- **Ensure that EUD senior management and programme staff undertake gender training** – this can be done creatively and could be mandatory and followed up in annual staff appraisals. One option would be for a one-day session with each programme team to undertake basic gender training, but then analyse GEWE issues and agree a set of priorities in that sector. Another opportunity might be to include a gender expert on the design team and then ask this person to conduct a short gender training with the programme team during the design mission.

Annexes

Annex 1: People Interviewed

Name	Role	Organisation
Carmen Garcia Audi	Programme Officer (Elections, Gender, Human Rights), Political and Security Governance Section (and Gender Focal Point)	EUD
Jean-Michel Dumond	Head of Delegation	EUD
Vincent G. Dowd	Head of Cooperation	EUD
Hubert Petit	Head of Political and Security Governance Section	EUD
Stephanie Stasse	Programme Officer, Health	EUD
Yvan Voevodsky	Programme Officer, Justice	EUD
Ilaria Betti	Programme Officer, Justice	EUD
Alphonse Kassongo	Programme Officer, Civil Society Fund and EIDHR	EUD
Berthe Muika	Programme Officer, Social Sectors and Gender	COFED
Helen Poulsen	Social Development Advisor (responsible for gender)	DFID (UK)
Celio Mayemba	Secretary at the Embassy of Belgium (responsible for gender)	Embassy of Belgium
Marie Nilsson	Gender Advisor	Sweden
Marie-Antoinette Saya	Advisor on Gender, Microfinance and on the Sexual Violence Project	CIDA (Canada)
Adama Moussa	Deputy Country Representative	UN Women
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Anny Modi Tenga	Coordinator, DYJEF	Civil Society
Jonas Tshiombela	Coordinator, Nouvelle Société Civile (Civil society platform)	Civil Society
Fumunzanza Gimuanza Théodore	President of Cadre de concertation (Civil society platform)	Civil Society
Rose Mutombo Kiese	President CAFCO (and Lawyer)	Civil Society
Aurore Decarnieres	Expert on Gender and Impunity, PARJ project)	PARJ

Name	Role	Organisation
Landry Brou	Head of Food Security Unit (and working on GbV Programme)	FAO
Guylaine Matindi	National Consultant and Focal Point on Gender and Nutrition (and working on GbV Programme)	FAO
Mar Jubero Capdeferro	Gender/GbV Specialist (and working on GbV Programme)	UNICEF
Serghei Buruiana	Head of Social Protection (and working on GbV Programme)	UNICEF
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Mme Chekanabo	Chef de Division Provinciale de la Justice – Nord Kivu (Provincial Minister of Justice North Kivu)	Division Provinciale de la Justice

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Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for Ethiopia

Prepared by Francis Watkins and Elizabeth Mekonnen

April 2015

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List of Abbreviations and Acronyms

AGP	Agricultural Growth Programme
CSF	Civil Society Fund
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DAG	Development Assistance Group
DFID	Department for International Development
DG DEVCO	EC's Directorate-General for International Cooperation and Development
DGGE	Donor Group on Gender Equality
EC	European Commission
EDF	European Development Fund
EIDHR	European Instrument for Democracy and Human Rights
EUD	European Union Delegation
FDRE	Ethiopia Federal Democratic republic of Ethiopia
FGM	Female Genital Mutilation
GAP	Gender Action Plan
GbV	Gender-based Violence
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GTP	Growth and Transformation Plan
IFPRI	International Food Policy Research Institute
MDG	Millennium Development Goals
MoFED	Ministry of Finance and Economic Development
MoWCYA	Ministry of Women, Children, and Youth Affairs
MS	Member State
NIP	National Indicative Programmes
ODA	Overseas development aid
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PBS	Protecting Basic Services
PSNP	Productive Safety Nets Programs
RSDP	Road Sector Development Program
SDPRP	Sustainable Development for Poverty Reduction Plan
SPSP	Sector Policy Support Program
TWG	Technical Working Groups
WEGE	Women Empowerment and Gender Equality

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EU and Member States in development cooperation in the period 2010–13;
- the extent to which the European Commission (EC)'s assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–13.

The purpose of the visit was to collect information from EU Delegation (EUD) staff, partner agencies, project implementers and beneficiaries about the approach adopted by the EU to promote GEWE at the country level, and the results, outcomes and impacts achieved. The country visits follow completion of the desk phase and are expected to: address information gaps identified in the desk report relating to 14 evaluation questions; reflect on the preliminary findings presented in the desk report and confirm or challenge them; and test hypotheses developed, presented in the desk report.

Ethiopia was selected as one of the 11 country cases for the EU evaluation. The countries were selected based on the following criteria: importance of EU support in the country; covering all major regions; broader learning potential; country coverage of earlier and ongoing evaluations; political and economic context (stable, fragile, post-conflict, etc.); existence of budget support cooperation; and geographical priorities of the Member States involved in the Reference Group.

Each of the case study countries represents a different context. Ethiopia was selected as a case study as it is one of the main recipients of EU support in East Africa, where the EUD had previously provided sector and budget support; and a country where Spain and the Netherlands, both of the evaluation's focal Member States, are active.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. The field mission took place from 16 to 26 September 2014 and included individual and small group interviews with 22 stakeholders, including (see Annex 2 for full details):

- 7 EUD staff members
- 3 staff members from Member States of the Kingdoms of the Netherlands and Spain
- 2 officials from other development partners
- 5 Ethiopian government representatives
- 1 parliamentarian
- 4 CSOs.

Data collection was carried out using an interview guide specifically developed for the country visits of this evaluation, thus ensuring coherence in data collection. In order to triangulate the findings from the interviews and the desk phase, the country team reviewed over 50 documents (see Annex 3 for details).

1.2 Selection of Projects to Study

To feed into the wider evaluation, each country case study was expected to assess:

- gender mainstreaming in budget support operations where they exist
- gender mainstreaming in selected focal sectors
- up to five gender-specific projects.

The focal sectors were selected on the basis of a number of criteria, including: sectoral coverage (ensuring the focus of any budget support and sector assistance was distinct); scale of EC investment; and if gender issues were either identified in National Indicative Programmes (NIPs) or there was scope for gender issues to be covered in the sector. For the selection of gender-specific projects, the main criteria used were: sectoral coverage; coverage of different geographical and thematic instruments; and a diverse range of national partners. As far as possible, the projects selected were those with a well-documented evidence base (e.g. monitoring reports, reviews and evaluations).

Based on an analysis of the strategic documents underlying the Ethiopia-EC cooperation,¹⁷⁰ it was agreed with the EUD that the mission would focus on:

- Second Sector Policy Support Programme (SPSP Roads II) in support of Ethiopia's Road Sector Development Programme (2008/019-725), 2009–11.
- Third Road Sector Policy Support Programme in support of Ethiopia's Road Sector Development Programme (2011/023-219), 2012–15.
- Support to the Productive Safety Net Programme (ET/FED/021-962), 2010–16.
- Second Phase of Protection of Basic Services (2008/020-978), 2009–12.
- Civil Society Fund – Support to non-state actors in Ethiopia, Phase I ((ET/7028-000), 2004–06.
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- Women's Empowerment and Gender Equality through Institutional Capacity Building and Entrepreneurship (2009/21439), 2010–15.

The evaluation team also analysed the Country Partnership Framework for Spain and the Multi-Annual Strategic Plan for the Netherlands, as well as country strategy documents and evaluations for other Member States, where they were relevant to the EU's focal areas.

1.3 Limitations

The main limitations of the Ethiopia case study are: the limited institutional memory of the EUD staff; and, the relatively limited documentation that was available for the cooperation strategy as a whole. Many of the EUD staff members have been posted in the past two years, in time for the preparation of the Country Strategy Paper (CSP) and NIP for the 11th European Development Fund (EDF), and so have a more limited knowledge of the previous cooperation strategy for the 10th EDF and for the period of the evaluation (2007–13). Contact details for previous staff members were provided to the team, although the response from them has been limited.

2. Country and Development Partner Context

2.1 Gender Equality and Women's Empowerment in Ethiopia

Ethiopia is a very diverse country, with over 90 ethnic groups, which makes generalisation on social norms and gender relations very difficult. However, as a patriarchal society, male dominance and the subordinate positions of women are the most common features of the country. In most cultures, the social or gender division of labour primarily allocates reproductive responsibilities (child rearing, collection of water and fuel wood, food preparation, etc.) to girls and women. Though essential for the survival of society, because these tasks are carried out in the domestic sphere, they are considered informal, thus unpaid and non-monetised. At the same time, women play key roles in productive activities, such as being

¹⁷⁰ These included: Ethiopia Country Strategy Paper and National Indicative Programme 2008–13 (2008) and Evaluation of the Commission of the European Union's co-operation with Ethiopia (2012).

involved in 70% of household food production.¹⁷¹

Due to patriarchal norms and inherent attitudes that favour men/boys over women and girls, the latter have limited opportunity for participation in public life. Priority is given to boys and men over girls/women when it comes to food, education and health care. In addition to cultural perceptions, uneven distribution of services (schools, clinics) adversely affects girls/women's access to services. Moreover, distance and associated costs, such as transportation; school fees, uniforms and learning materials; cost of health care; opportunity cost of girl time/labour; unsafe roads; uncertainty about future career; and low parental schooling adversely affect girls' education. Early marriage is one of the causes of high drop-out rates. Similarly, non-formal education services for adults are limited; adult women's enrolment is not culturally accepted; and their effectiveness is lower than for men.

Deep-rooted socio-cultural practices limit women's access to productive resources (land, property entitlement, agricultural inputs such as credit and technology). Women also have restricted access to resources, so that: their land holding size is lower than men; women possess smaller numbers of oxen and farm implements, own fewer cattle than men, and have limited access agricultural credit; women often lack access to water for irrigation, as well as to agricultural capital; and women have restricted access to major household assets, family labour and income. Women in pastoralist areas are even more marginalised and could not own property without a male guardian until very recently. Lack of sufficient time and labour to engage in income-generating activities, coupled with lack of skills, awareness and familiarity with the non-farm income-generating activities has aggravated women's poverty.

In spite of legal provisions for equal rights of women in all aspects, prevailing social norms undermine the realisation of these rights. Culture is used as a justification or explanation for unequal gender relations and violation of women's rights. In addition, low educational status, awareness and access to information prohibit women from claiming their rights. There is also the problem that limited efforts have been made to promote legal literacy among the general public or women in particular. Knowledge and understanding of Federal/Regional Constitutions and other laws is very low among the population at large. Inadequate institutional arrangements and capacity of officials responsible for execution and enforcement of laws, policies and programmes is also a problem.

Low representation of women in executive positions in political parties is explained by the relative disadvantaged position of women (lack of training, education and inadequate political experience), and the attitude of party members (usually male) who are responsible for recruiting women. In spite of this, women's participation at the political level is on the increase. For instance, the number of women parliamentarians has increased from 13 (out of 547) in 1995 to 152 in 2014.

Gender-based violence (GbV) against women and girls is a growing problem in Ethiopia (UNDP 2010). Forms of violence include: domestic violence; rape; abduction; child marriage; forced marriage; wife inheritance; female genital cutting/mutilation; and trafficking of girls and women. They affect all categories of women/girls (rural/urban women, women with disabilities, women living in conflict areas, housewives, etc.). Survivors often experience long-term physical and psychological effects.

Ethiopia has a progressive legal and institutional framework that provides for the protection and promotion of women's rights. The Government of Ethiopia had taken several initiatives to promote the status of women through revising gender-unfriendly laws, enacting new laws and policies as well as ratifying major international conventions and treaties. The 1995 Constitution of Ethiopia reaffirmed a commitment to gender equality in social, economic and political

¹⁷¹ Ministry of Agriculture (2009)

matters. Article 35 provides for equal rights to own property (land) and participation in policy decision making; affirmative measures (35.3); and a right to equality in employment, pay and transfer of pension entitlements (35.8). In addition, the Constitution had provisions against GbV, in particular battery (Article 16).

The Penal Code of 1957 was revised to include provisions for addressing violence against women, such as female genital mutilation (FGM), domestic violence, rape and trafficking. However, implementation has been weak, with most cases resolved under customary laws, which may not necessarily be in the best interest of girls/women. The revised Federal Civil Servant Proclamation No. 515/2007 ensures women's constitutional rights to affirmative action concerning recruitment, promotion and deployment, and the creation of working environment free from sexual violence. Moreover, a new Family Law was promulgated in 2000, which addressed issues of early marriage by defining a minimum legal age of 18 for girls, and divorce procedures addressed to reflect equality.

Gender equality and women's empowerment features in subsequent national development plans and strategies, sector-specific policies (agriculture, water, health, education, roads, etc.) and programmes. Significant improvements have been made in terms of gender sensitivity (in setting objectives, targets and indicators for measuring results). National women's machinery, with structures down to the grassroots (kebele) level is in place. The Ministry for Women, Children and Youth Affairs (MoWCYA) is mandated to coordinate, facilitate and monitor GEWE-related activities of the women's machinery within the public sectoral ministries, commissions, and government agencies throughout the country (26 in total). Despite broad government support to gender equality and increasing the capacity of national women's machinery, the institutions still lack adequate capacities (human, financial, technical and material) to handle the massive gender inequality and poverty prevailing in the country.

2.2 European Commission Cooperation

EU Cooperation with the Government of Ethiopia dates back to 1975, based on the Africa Caribbean Pacific-EU relationship covered by the Lomé Convention. Under the Cotonou Agreement, signed in 2000, support from the EU was scaled up considerably and the scope of cooperation widened. As a result, EU cooperation has played a significant role during the design and implementation of subsequent national development plans – the Sustainable Development for Poverty Reduction Plan (SDPRP) 2002–05, the Plan for Accelerated and Sustained Development to End Poverty (PASDEP) 2005–10, and the Growth and Transformation Plan (GTP) 2010–15. The support provided under the 10th EDF, covering the period of this evaluation, is based on the Africa-EU strategic partnership.¹⁷² Article 8 of the Cotonou Agreement provides the basis for political relations and dialogue between Ethiopia and the EU.

With regards to EU cooperation in Ethiopia, the CSP and NIP for the period 2008–13, developed in collaboration with Member States, provides an overall framework of cooperation with the Ethiopian government. The strategic focus of the CSP is 'to support the government in achieving decisive progress in reaching the Millennium Development Goals (MDGs), through faster and sustained economic growth, expenditure re-direction towards poverty-reducing programs, higher export and lower population growth, reduction of the infrastructure deficit, strengthening of the democratic process and of the position of women, and reversing environmental degradation.'

The Country Strategy had three focal areas: transport and regional integration; rural

¹⁷² Note: In December 2005, the European Council agreed an EU Strategy for Africa. The Strategy provides a long-term, strategic framework for interaction between Europe and Africa and rests on three pillars: (i) promoting peace, security and good governance as central prerequisites for sustainable development; (ii) supporting regional integration, trade and interconnectivity to promote economic development; and (iii) improving access to basic social services.

development and food security; and macroeconomic support and governance. A general statement is made that, the mainstreaming approach will be strengthened for four cross-cutting issues: economic and democratic governance; gender equity; environmental sustainability; and the fight against HIV/AIDS. The main specific commitment made beyond this general statement comes under strengthening democratic governance, with two commitments to: enhanced efforts to developing a robust gender mainstreaming strategy in partnership with EU Member States; and a proposed specific programme to boost progress in the areas of gender equality, promotion and enforcement of women's rights, which could include reproductive health in the context of improved women's access to education and health, and support to women's income-generating activities. The indicative programme for the transport sector includes a focus on monitoring the involvement of women in road work and more general details on a possible gender fund of EUR 10 million.

2.3 Member States' Cooperation

The implementation of the national development plans calls for donor alignment with the priorities of Government of Ethiopia, harmonisation of donor programmes, and coordination among all stakeholders. A Joint Country Diagnostic Survey was carried out in 2006 with the participation of the Member States. It provided a framework for cooperation between the EC and Member States operating in Ethiopia – creating an opportunity for better donor complementarity by working towards joint multi-annual programming based on the government's strategy, common implementation mechanisms, joint donor-wide missions, and the use of co-financing arrangements. In the period 2008–12, there were 32 donors operating in Ethiopia, including 12 Member States.¹⁷³ The Development Assistance Group provides details of the total overseas development aid (ODA) provided between 2009 and 2012, with the top six EU and Member State donors ranked in the table below.

Table 1: Top donors to Ethiopia, 2009–12, by total ODA

Donor/total ODA in USD millions	2009	2010	2011	2012
UK	372	434	552	418
EU Institutions	206	252	212	255
Germany	81	102	101	125
The Netherlands	88	58	68	85
Ireland	51	51	49	45
Spain	85	42	39	16

Source: Development Assistance Group (2014)

Sub-Saharan Africa is one of three priority regions for support from **Spain** and the relationship with Ethiopia is one of only two programmes in East Africa. The support strategy is set out in the Country Partnership Framework for the period 2011–15, coinciding with the Government of Ethiopia's GTP. The framework gives priority to three sectors: basic social services, health, and rural development and the fight against hunger. Gender in development is treated as a separate sector, with commitments to strengthen the institutions responsible for gender equality and the implementation of equality policies through harmonised funding mechanisms, as well as contributions to the economic empowerment of women. The framework sets out expected results and indicators for monitoring, both of which include gender-sensitive indicators, particularly for basic social services and health, less so for rural development and the fight against hunger.

The Netherlands' relationship with Ethiopia is described as a transitional relationship, where the aim is to help low- and middle-income countries reduce poverty and boost economic

¹⁷³ DAG (2014)

growth, while also helping them to increase their market access and improve their business climate. The strategy is set out in the Multi-Annual Strategic Plan for the period 2012–15, which also includes the main conclusions of a review for the period 2008–11. The three priority sectors for 2008–11 were governance (including human rights), sustainable growth and distribution, and health and HIV/AIDs. The 2012–15 plan shows a considerable shift in focus to security and rule of law, food security, and sexual and reproductive health and rights. It is stated that good governance and gender are themes that are both cross-cutting and mainstreamed within the priority sectors. Gender issues and specific activities are given some prominence in all three of the priority sectors.

There is a high-level forum comprising the Government of Ethiopia, represented by the Minister of Finance and Economic Development (MoFED) as the chair, and with the co-chairs from the Development Assistance Group (DAG). The mandate of this Forum is to discuss policy matters and oversee donor harmonisation in the implementation of the Plan for Accelerated and Sustained Development to End Poverty (PASDEP). In addition, the Ambassadors' Donor Group brings together ambassadors to focus on political issues.

Development Partners' coordination has been institutionalised in the DAG, which consists of the majority of donors and is chaired by the World Bank and UNDP. A number of Technical Working Groups (TWGs) have been established for the purpose of examining policy and coordination in specific sectors or thematic areas. The Donor Group for Gender Equality and Women's Empowerment (DGGE) formed under the auspices of the DAG and chaired by UN Women, although it has primarily been a coordination and information-sharing mechanism for the donors. Many diplomatic missions and UN agencies are represented in the DGGE. There are currently moves underway to give the DGGE the status of a TWG, with regular meetings co-chaired by the Ministry of Women, Children, and Youth Affairs (MoWCYA).

3. Findings

3.1 Gender mainstreaming

Gender analysis has not been used in a systematic way to inform the development of the EC Country Strategy, while for Spain and the Netherlands greater efforts have been made to ensure that gender is reflected in most aspects of both programmes, but there is no evidence that gender analysis has been systematically used. There are gender analyses available, such as the situation analysis referred to in the government's National Action Plan for Gender Equality of 2006. There is also a considerable amount of data and more general analysis. Through donor coordination, specifically the DGGE, there is sharing of information and, in more limited cases, of analyses carried out by individual donors. Both the EC and Spain, along with other donors, have treated gender as a separate issue to be tackled through specifically funded initiatives. Other donors, such as the Netherlands and the Department for International Development (DFID), take a more consistent approach to ensuring that gender issues are incorporated into all aspects of their programmes.

This is due to the considerable differences in the ways in which the EC, Spain and the Netherlands have approached gender mainstreaming in their organisations in the period 2010–13. For the EC, while those interviewed were clear of the importance given to gender equality in the organisation, the extent to which this priority has been taken forward has depended on the personal commitment of the gender focal points (GFPs). While there has been a clearer message from headquarters about the priority of gender for the Spanish programme, there does not yet seem to have been the necessary level of resources invested to follow through on this commitment. The Netherlands differs again, with both a clear high-level commitment on the priority for gender mainstreaming and the human resources to back that commitment up.

With regards to GEWE, the EC CSP makes reference to gender equality as a cross-cutting issue (including human rights, the rights of children, environmental sustainability and HIV/AIDS) to be mainstreamed into its three major areas of focus. However, there is little evidence of gender analysis informing the design of the CSP that could be identified through document reviews or in interviews. The initial section of the CSP on 'Political and Institutional Context' provides a few general statements on the gender profile and institutional arrangements for promoting gender equality. Similarly, the 'Analysis of the Social Situation' (education, health, water and sanitation, employment) covers some gender-sensitive analysis with some sex-disaggregated data/information. The issues identified are not systematically taken up in the NIP or in the programme documentation¹⁷⁴ that was provided. The EC Country Strategy does not have an explicit strategic objective on GEWE. There was no evidence that the EUD developed its own gender action plan or strategy¹⁷⁵ with clear targets and indicators for the period under review. While the CSP envisioned 'developing a robust gender mainstreaming strategy in partnership with EU Member States, which involves analytical work, identifying strategic entry points in a number of sectors and measuring results,' there is no evidence that such a strategy was developed. The reports on implementing the Gender Action Plan (GAP) for 2011 and 2012 make general references to plans for activities, but seem to report little progress in taking these forward.

It was clear from the interviews with the EUD staff that the current GFP in the EUD has been regarded as the main person responsible for ensuring that gender is addressed in the programme. In the period of the evaluation there were only efforts made to actively mainstream gender in the programmes and projects of the three focal areas. The main efforts made were in developing a project to support capacity building for the national women's machineries,¹⁷⁶ with a significant element going to skills training for women, and in ensuring that women's empowerment was a focus of the Civil Society Fund. The attitudes among other staff in the delegation was that gender is one among many priority areas that the EU has to address; and that gender is, in the main, more of a tick-box exercise or an afterthought once a programme or project has been designed.

Greater efforts have been made in 2012 and 2013 in developing the new NIP both to ensure that responsibility for gender mainstreaming is shared across the cooperation strategy and to develop approaches to ensure that gender issues are taken into account in all aspects of the strategy. Initially the GFP has provided comments on programme documents to colleagues and personally sought to ensure that gender was reflected in the programmes, wherever possible. This has led to discussions with colleagues, such as in the food security and agriculture focal area, to identify where experience in mainstreaming gender could be drawn on in developing new programmes. The comments provided on the programmes were used to ensure that gender was reflected in the NIP, with the inclusion of gender-sensitive indicators and specific actions, where relevant. Efforts were underway to bring together colleagues from the focal sectors to discuss how gender can be taken forward on a more regular basis in the development and implementation of the programmes. Indications are that momentum will continue to grow. In 2014, the EUD and Member States with Norway drafted a new EU+ gender strategy. The strategy foresees that gender will be mainstreamed in programmes starting in their design phase and going through monitoring and evaluation. To support this process different tools and approaches will be used, including: gender analysis, gender sensitiveness of technical assistance identifying the new programme, gender-related indicators, gender checklist, and gender-sensitive M&E.

¹⁷⁴ Detailed document reviews were carried out for the areas identified for the case study and of the documents provided in response to interviews, covering: the EC's support to the road sector and to the PBS programme and PSNP, as well as the EC's own Civil Society Fund.

¹⁷⁵ The main source of evidence was the review of the GAP reporting for the period and interviews with EUD staff.

¹⁷⁶ This support was known as the Women's Empowerment and Gender Equality through Institutional Capacity Building and Entrepreneurship Project.

Gender has not been addressed in political dialogue processes, with the main political dialogue focused on broader human rights issues in the ongoing discussions since concerns about the 2005 elections. However, gender has featured in sector-level policy dialogue: to a more limited extent in the EC's support to the road sector, through sector budget support; and, in a more consistent way, through multi-donor support to the Productive Safety Nets Programmes (PSNP) and other national programmes such as the Protecting Basic Services (PBS) programme.¹⁷⁷ The key factor affecting the consistency with which gender has been addressed and how effectively has been multi-donor support to these programmes, with various donors seeking to take the lead and contributing to the donors as a whole 'speaking with one voice'.

The evidence of gender mainstreaming in EU-funded programmes and projects, including budget support, is mixed. Gender was included in road sector support, although to a limited extent. However, gender figures much more prominently and consistently in EC and Member States' support to national programmes, such as PBS and PSNP.

Gender mainstreaming in Member States' development cooperation

Gender and the use of gender analysis have been a major focus for the Netherlands' cooperation in its priority areas of food security, sexual reproductive health and rule of law. The programme has clear gender objectives and clear outcomes in its country strategy documents. To take this work forward there is a Gender and CSO Policy Officer from the embassy, who works closely with all of the staff working on sectoral programmes. The Gender Officer can draw on gender expertise in a number of sectors and on resources to carry out research and analysis from headquarters to support the work on the country programmes. Gender-related work is financed through core funding as stand-alone or joint projects. For instance, two rounds of projects addressing GbV and projects regarding the 'rule of law' (ending child marriage, etc.) were implemented through funding from the Netherlands.¹⁷⁸ Dialogue around gender equality and ensuring male engagement has been raised regularly in high-level dialogue with the Government of Ethiopia, as well as with partners. The Netherlands is an active member of the Donor Group for Gender Equality and Women's Empowerment (DGGE).

The new Spanish Cooperation Master Plan 2013–16 has defined promotion of gender mainstreaming as one of the key priority areas. Interventions in gender mainstreaming include capacity building in mainstreaming gender into policy and practices (project design and management), as well as harmonisation with other stakeholders. Health and rural development are focus areas of the Spanish Cooperation, with specific actions on gender issues to be implemented in each sector. The GFP, who also deals with humanitarian support, has responsibility for gender mainstreaming in the country programme. The GFP can draw on a range of technical support from headquarters and works in coordination with other Spanish Cooperation GFPs. The GFP took part in the EC Directorate-General for International Cooperation and Development (DEVCO) training on mainstreaming gender equality in Ethiopia, along with the EU Delegation GFP.

3.2 Cluster A: Coordination and Complementarity

The DGGE has been part of the DAG since the start, but has varied considerably in its effectiveness. According to those interviewed, coordination around gender has fluctuated considerably over the evaluation period, with the most effective periods being when UN Women has been able to provide effective leadership, backed up by various donors. The DGGE is currently becoming more effective and the EUD is playing an active role in this, using

¹⁷⁷ See Financing Agreement (ET/FED/2008/020-978) for 2009-11.

¹⁷⁸ Prevention and management of GbV in Ethiopia has been under implementation by UNFPA and 11 CSOs since 2012. The total budget is US\$4,696,000.

the GAP reporting process as a means to bring donors together more effectively. There are a number of examples of highly effective coordination around multi-donor support to national programmes, such as PSNP and PBS. It is at the design and implementation level that the donors, including the EC, have been most effective in ensuring that gender issues are covered and that lessons are learned from the ongoing review and evaluation process.

The EUD is a member of the DGGE that is chaired by UN Women. The group consists of representatives of the various UN organisations, bilateral and multilateral development organisations, and embassies. The group has been weak and struggling with lack of leadership. However, since 2013 UN Women has been strengthened and has begun to take on more of a coordination role, supported by the donors, including the EU. Since then the DGGE has met on a monthly basis, including a retreat in February 2014. In addition, UN Women has initiated a gender sector working group consisting of development partners and the MoWCYA.

The coordination between the EUD and Member States, along with other donors, provides the most compelling examples of coordination on gender issues to come from the support to the flagship national programmes. The PSNP has provided opportunities for greater donor coordination and joint action around gender. There has been a consistent focus on gender issues in the PSNP from the early stages of implementation, with a PSNP Gender Study completed in 2008 highlighting key gender equality issues in the delivery and beneficiary aspects of PSNP. This work has been updated with a Gender and Social Development impact assessment, supported by Canada and published in 2014. The ongoing evaluation of the Food Security Programmes uses disaggregated data and reports on gender issues, such as the proportion of female-headed households among household beneficiaries and the use of complaint mechanisms.

Most recently, the EUD with technical support from the joint EC/UN Women/ITC-ILO Project 'Increasing accountability in Financing for Gender Equality (F4GE)', has engaged in the formulation of the next phase of Productive Safety Net Programme/Household Asset Building Programme (PSNP/HABP). Through this support, a Consolidated Gender Action Plan responding to the study findings ('bottlenecks for gender mainstreaming') with a set of simple measures, procedures and tools for implementation, was developed through a stakeholder workshop and has been adopted as part of the national programme.

At the same time, interviewees from other donors concluded that, while there have been efforts by donors to ensure that gender issues are covered in the PSNP, these efforts have not always been as coordinated as they could be. One interviewee reflected that, in some cases, donors have tended to do their own thing, in the main due to internal institutional pressures, and have kept other donors informed, rather than coordinating more effectively.

Other flagship projects that enhance coordination include nutrition and health sector budget support. As part of the annual reporting on the GAP, the Member States report their performance to the EUD.

3.3 Cluster B: Instruments

The EUD GAP sets out a three-pronged approach (political/policy dialogue, gender mainstreaming in projects and programmes, and specific actions) in promoting gender equality. As set out in the Introduction, the evaluation team agreed with the EUD to consider the Second Sector Policy Support Programme in support of Ethiopia's Road Sector Development Programme; gender mainstreaming in the programmes in the rural development and food security sector, particularly support to the PSNP; and a selection of projects supporting CSOs in GEWE through the Civil Society Fund. This section highlights findings about gender in dialogue processes, gender mainstreaming and specific actions, as well as

about whether these approaches and instruments have been used in a complementary manner.

Policy and political dialogue: at the country level

Currently GEWE receives considerable attention in the EUD from the Head of Cooperation and other high-level staff members. However, there is limited evidence to suggest that gender was given the same attention throughout the period of the evaluation. While the evaluation team was unable to see documents recording the regular political dialogue that took place, interviewees suggested that gender was not an issue that was addressed in these discussions.

With regard to policy dialogue, there is mixed evidence about the way in which gender issues have been addressed in the sectors where the EUD has provided support. In the EU's support to the Road Sector Development Programme the main focus on gender in Phases II (2009–12) and III (2010–15) has been on the number of women employed in road construction and maintenance.¹⁷⁹ This was the only area of the government programme where relevant and disaggregated data was reported, and this issue was covered (although not in detail) in the evaluation of the Phase II support. At the same time, the poverty alleviation impacts of the investments in roads have been tracked from a baseline (2004) and through five consecutive follow-on surveys (2007–11). The surveys have collected disaggregated data, and the analysis in the final reports (2012) concludes that women and men have benefitted equally from the poverty impacts of improved roads and accessibility.¹⁸⁰

There is similarly mixed evidence with regard to the EU's efforts to mainstream gender in the support to the rural development and food security sector, such as support to the Agricultural Growth Programme (AGP) and the PSNP (2011–17).¹⁸¹ As described above, in the discussion of the PSNP, considerable efforts have been made by a number of donors, including the EU, to ensure that gender issues have been included in programme design, implementation and monitoring. These efforts have been effective, both in ensuring that gender issues are effectively addressed in the development and implementation of the national programme, and that the impacts that the programme has had for women and men are assessed.

There is more limited evidence that gender has been dealt with in a similarly consistent way in EU (and other donor) support to the AGP,¹⁸² which aims to increase agricultural productivity and market access for key crop and livestock products. Interviewees expressed the opinion that there was scope to do more to work with women through the programme, which has to date tended to focus on male farmers and male cooperative members, as a result of the programme support being gender blind. This is as a result of gender analysis not having been carried out in the development of the programme.

Specific actions

One of the main means of support has been the Women Empowerment and Gender Equality Project (WEGE), 2010–15, which included an element focused on Institutional Capacity Building and Entrepreneurship (2010–11).¹⁸³ A number of donors expressed concerns about the limited impact on and sustainability of capacity building support to the MoWCYA and to the regional bureaus. The EU is currently developing a project focused on increasing the

¹⁷⁹ See Financing Agreements for SPSP II (2008/019-725) and SPSP III (2011/023-219) and the 2013 Evaluation of SPSP II, in Support of Ethiopia's RSDP, and Contribution to the Potential Follow-up under the 11th EDF

¹⁸⁰ See Transport and Poverty Observatory Study: Final Findings Report, 2011, and RSDP Performance and MDG Transport Indicators 2012/13, 2014.

¹⁸¹ See Financing Agreement for Support to the Productive Safety Net Programme (ET/FED/021-962).

¹⁸² See for example IFPRI 2013.

¹⁸³ The WEGE project focuses on two aspects: building the capacity the MoWCYA and women's empowerment. The overall objective of the programme is to contribute to enhanced WEGE in Ethiopia. Source: Financing Agreement for Women's Empowerment and Gender Equality through Institutional Capacity Building and Entrepreneurship Project (ET/003/09).

sustainability of the previous training provided to women. As part of the EU/UN partnership on gender equality, a project entitled 'Increasing Accountability in Financing for Gender Equality (F4GE)' (2011–15) is under implementation.¹⁸⁴ While this project is overseen from Brussels, the EUD has used resources from the project in its inputs to the PSNP, described above.

Two rounds of the Civil Society Fund (CSF) I Phase I, 2004–06,¹⁸⁵ and Phase II, 2006–11¹⁸⁶ is another specific action implemented by the EUD during the period of the evaluation. One of the focal areas of the fund is capacity building of non-state actors and projects focusing on governance, conflict prevention, democratisation and women's empowerment.¹⁸⁷ Evaluation reports of CSF I and II pointed out that the programme has met the sectoral objectives of the 'democratisation and governance goals stated in the PASDEP (2005–10) and to some extent with social development, gender empowerment and capacity building and governance pillars of the GTP (2010–15)'.¹⁸⁸ Discussions with two CSOs that implemented gender-sensitive programmes also confirm that these projects contribute towards meeting GEWE in the country. CSF II projects started in 2014 and are aligned with CSF I objectives.

Complementary use of instruments

While there are examples of different instruments and modalities being used in the programme (see discussion on Gender Mainstreaming and the Complementary Use of Instruments above), EUD staff did not mention any awareness of the need to use these in a complementary manner. There is no evidence from interviews or from any programme or project documentation that the development, implementation or monitoring of interventions has been sequenced or coordinated in any way. The evidence shows rather that individual interventions have been developed in isolation from each other and that no consideration to possible synergies was made. There are, for example, potential synergies between the support provided to the MoWCYA and the support in both the road and agriculture and food security sectors, through ensuring that the government's own capacity to address gender in these sectors is supported.

There is no evidence of the use of gender analysis in the development of the Country Strategy, in the development of the programmes in the focal sectors, or indeed in the development of specific actions. While gender has been addressed in some elements of the programme, such as in the PSNP, the way in which gender has been addressed across the programme is not consistent. It is, however, clear that more concerted efforts are being made now by the EUD to ensure that gender is addressed across the programme in a more consistent way in developing the NIP for the 11th EDF.

3.4 Cluster C: Engaging Actors and Partners, Notably in Combatting GbV, in Different Contexts

There is no mention of GbV in the 2007–13 CSP and there is no evidence of any strategic focus on GbV in the EC programme. The EC's CSF has provided support to two CSOs with programmes on GbV, as well as the European Instrument for Democracy and Human Rights (EIDHR) projects implemented in Ethiopia which address GbV.

¹⁸⁴ Source: Result Oriented Monitoring (ROM) Report: Increasing Accountability in Financing for Gender Equality (F4GE). 2013. Note: The project aims to 'increase the volume and effective use of aid and domestic resources to implement national commitments to gender equality and women's empowerment'. The project foresees capacity building of the gender mainstreaming of the EU-support programme in Ethiopia.

¹⁸⁵ See Financing Agreement (ET/7028-000).

¹⁸⁶ See Financing Agreement (ET/FE/023-891).

¹⁸⁷ Source: Mid-term Evaluation of the Civil Society Fund to Non-state actors. March 2007.

¹⁸⁸ Source: Final Evaluation of the EU Civil Society Fund in Ethiopia. March 2012.

3.5 Cluster D: Achievement of GEWE Objectives

A number of gender issues are highlighted in the CSP for 2008–13, including educational completion rates, vulnerability as a result of traditional practices, and low female participation rates in politics. None of these issues are specifically addressed in the objectives or performance indicators of the indicative programme, and only the support to the road sector specifically mentions women's involvement in road works. Under support to governance, some detail is given on the programme for promotion of gender equality, although the specific actions are stated in a very general way. This does not provide a clear framework for assessing the achievement of objectives for GEWE for the period 2009–13.

Nevertheless there are a number of areas where there is some evidence that EU support has made a contribution to wider impacts on GEWE. This section will focus on the evidence from two programmes, the Road Sector Development Programme and the PSNP.

Road sector development programme

As discussed above, the Transport and Poverty Observatory Study reported¹⁸⁹ on the poverty impacts of road construction and maintenance. The conclusions of the final report in 2012 consider household income, land holdings and agriculture, and non-income indicators of poverty. Across all of these areas the surveys recorded an improvement in conditions, particularly in household income. The number of female-headed households earning less than 2000 birr¹⁹⁰ annually declined from the baseline of 75.4 per cent in 2004 to 0 per cent in 2011, while that of their male-headed counterparts decreased from the baseline of 66.2 per cent to 0 per cent in the same time period. On average, female-headed households reporting annual income of 9,000 birr¹⁹¹ or increased, from 8.8 per cent in 2004 to 85.4 per cent in 2011. On the other hand, the percentage of male-headed households having an annual income of 9,000 birr or above also sharply increased from the baseline of 6.9 per cent in 2004 to 95.6 per cent in 2011.

The evaluation¹⁹² of the second phase of support to the road sector attempted to draw broad conclusions about impact, proposing that: the impact on rural poverty could be indirectly measured by the index of rural accessibility, which increased substantially over the three years of the second phase of support. The Transport and Poverty Observatory Study aimed to contribute to the understanding of the modalities that improved roads and road investments reduced the poverty level of households located in their immediate vicinities, and provided some evidence on the impact of the four target road corridors on the livelihoods of the households within a 10-km radius. This showed that the investments in the road sector had an impact on household income and that female-headed households benefitted from investments in infrastructure.

Productive safety nets programme

Similarly, the report of the Evaluation of Ethiopia's Food Security Programme¹⁹³ recorded significant impacts in terms of those reached by the programme, improved food consumption and preventing the sale of assets in times of crisis. The overall conclusions drawn are that:

- The food gap, as measured by the number of months that the household is unable to satisfy its food needs, fell from 3.6 months to 2.3 months among all households.

¹⁸⁹ Transport and Poverty Observatory Study: Final Findings Report, 2011.

¹⁹⁰ Below 2,000 birr (US\$120) is the lowest income bracket, based on 'Household Income, Consumption and Expenditure Survey' that was done by the Central Statistical Authority in 2004/05.

¹⁹¹ The highest income bracket is over 9,000 birr (US\$535).

¹⁹² Evaluation of SPSP II, in Support of Ethiopia's RSDP, and Contribution to the Potential Follow-up under the 11th EDF, 2013

¹⁹³ Evaluation of Ethiopia's Food Security Program: Documenting Progress in the Implementation of the Productive Safety Nets Programme and the Household Asset Building Programme, 2013.

- Programme beneficiary households, on average, hold lower levels of assets compared to non-beneficiaries. This is reasonable, since the programme beneficiaries selected were the poorest and most vulnerable. Over the period 2004–10, asset levels increased. Although beneficiary households did not experience an accumulation of assets at a fast pace, they showed a steady increase. There was a decline in the distress sale of assets, irrespective of beneficiary status.
- On subjective measures of well-being, households also fared better in 2010 compared to 2008. In particular, when asked about how they felt their overall economic condition was compared to last year, in 2010 70 per cent of households felt they were either the same or a little better off compared to 41 per cent in 2008.

The evaluation demonstrated that the programme was both generally effective in targeting the most vulnerable households, including female-headed households, and that the impacts on households set out above were similar for different categories of household. While there were some issues highlighted, such as women being less likely to appeal if they felt they were unfairly treated, it was generally concluded that women and men had equal access to the programme and benefitted equally from the results. The new phase of PSNP, PSNP 4, in its livelihood component, focuses on clients (and no longer on households) in order to increase outreach to women and youth. In particular, the PSNP 4 will ensure that 50% of the livelihood clients are women and youth. There was similar evidence from other large national programmes, such as the PBS programme,¹⁹⁴ that donor support could make a contribution to better access to health, education and water and sanitation services and facilities, and that these in turn contributed to better gender equality outcomes, such as enrolment rates for boys and girls and improvements in infant and child mortality rates.

4. Conclusions

In a context such as Ethiopia, where the government has developed legislation and a government system that aims to address gender equality and where there are efforts at donor coordination, there are opportunities for more effective coordination and strategic support for GEWE. From the evidence it is clear that not all of these opportunities were used to their full effect throughout the period of the evaluation. In comparison with many developing country contexts there is considerable gender analysis and data available, although there have been limited strategic efforts to bring this information together to inform the development of strategic approaches or programmes of support focused on GEWE. There are clearly opportunities to work on the implementation of legislation and to address the still limited capacity within the government system, as well as to ensure that sex-disaggregated data is consistently available and that this data is effectively analysed and used in policy development, implementation and monitoring.

There is capacity in some Member States, such as the Netherlands, to use this analysis, but such capacity was not available in the EUD before 2012. A number of donors, including the EU, have attempted to build the capacity of the MoWCYA and the gender machinery in the sector ministries, but the lack of a coordinated approach has resulted in continuing weaknesses. The EU's policies on GEWE, taken together with the gender policies of the Member States, provide a potential framework for a more strategic approach and can encourage greater coordination and complementarity. Over the period of the evaluation (2010–13) this framework has not been used to the best advantage. However, efforts are currently being made with the new EU+ gender task force, set up in 2014 and meeting every month, and implementing a newly drafted EU+ gender strategy focusing on three instruments: gender mainstreaming, gender-focused programmes and policy dialogue.

¹⁹⁴ Evaluation of the Commission of the European Union's co-operation with Ethiopia, 2012.

At the same time, there have been considerable efforts made to coordinate and focus on gender in the support to national programmes. Where there has been multi-donor support there have been greater efforts made to ensure that gender analysis has informed the development of national programmes, such as the PSNP and PBS, and similar efforts have been made to ensure that the gender impact has been consistently assessed. Key to success, both within organisations and in coordination, seems to have been shared efforts to turn commitments into action, where clear priority is given to gender and where there have been efforts to ensure accountability for delivering on commitments. The EC and the Member States, along with other donors, have used these efforts at the programme coordination level to help in the development of capacity, through training, sharing resources and approaches and the analysis of results through monitoring.

In the period assessed (2010–13), there have, however, been limited attempts to bring these efforts together into a more strategic approach. This is due, in part, to the lack of consistency in how gender is addressed between donors and within donor programmes. There is good evidence from some programmes that a consistent focus on gender in implementation produces gender equality results, particularly from the PSNP. However, the current GAP does not provide a clear framework or set of priorities for addressing gender issues and contributing to GEWE. As a result of this and the lack of consistency with which gender issues are addressed by the EU and Member States, there is less evidence of a consistent contribution to gender equality results across the national programmes and across the donors' own programmes.

The field visit confirms the desk review findings, that:

- There is limited evidence that gender analysis was used to inform the development of the Country Strategy during the period under evaluation. While there is evidence that relevant gender analysis did exist at the time, such as in the National Action Plan for Gender Equality (2006), there is little evidence that this was used to inform the development of the focal sectors of the strategy. At the same time, there is evidence that gender analysis has been used to inform the development and implementation of national programmes, with States and, more recently, the EUD supporting this analysis and its use.
- Gender issues were not addressed in political dialogue processes during the period under evaluation. There is, however, evidence that gender issues have been addressed in policy dialogue processes, particularly around multi-donor support to the development of new phases of national programmes, such as the PSNP.
- Gender has been mainstreamed in the EUD's support to the Road Sector only to a limited extent, with some efforts made to disaggregate the poverty impact of the road programme.
- No significant efforts were made to ensure that gender mainstreaming was a shared responsibility in the EUD, so that the GFP has, until recently, borne the main responsibility for taking forward the limited gender commitments in the Country Strategy. Greater efforts are currently being made to share the responsibility across the EUD and to develop mechanisms to support this.
- There is evidence that gender has been included in different instruments and modalities, but no evidence that these were used in a strategic or complementary manner. Similarly, there is evidence of specific actions for women's empowerment and some evidence of a focus on gender in programmes and projects and in policy dialogue, but no evidence that these were used in a strategic manner as an overall approach to promoting gender equality.
- While the CSF has funded at least two CSOs with projects focused on GbV, there is no evidence that GbV was addressed as a priority in the Country Strategy.

- During the main period of the evaluation there is little evidence that efforts were made to develop the internal capacity of the EUD to deal with GEWE or that there was senior and middle management support to ensuring that gender was effectively mainstreamed. The situation in the past two years has changed considerably, with both significant senior and middle management support and greater efforts being made to both develop internal capacity to deal with GEWE and to spread the responsibility beyond the GFP.

The field visit refutes the desk review findings in a number of ways:

- There have been efforts made by donors to coordinate around gender, with some evidence of increased complementarity. While the EUD has taken part in coordination around gender through the period under evaluation, it is only recently that greater efforts have been made to foster complementarity.
- There is evidence that gender issues have been effectively addressed in policy dialogue processes around multi-donor support to national programmes, such as PSNP and PBS, as well as evidence that this has made some contribution to the realisation of GEWE.
- There is some evidence that support to CSOs to implement gender-sensitive projects has contributed to increasing GEWE in the country.
- The EUD has supported institutional capacity building for the MoWCYA, although with limited evidence of the effectiveness and impact of this support. Other donors have had similar experience of the limited results from such support.

Annexes

Annex 1: People Interviewed

Name	Role	Organisation
Carmen Garcia Audi	Programme Officer (Elections, Gender, Human Rights), Political and Security Governance Section (and Gender Focal Point)	EUD to Ethiopia
Stéphanie Carette	Program Manager Governance, Economic & Social Section (GES) – Gender Focal Point	EUD to Ethiopia
Luis Lechiguero	Attaché, Rural Development & Food Security	EUD to Ethiopia
Francisco Carreras	Minster Counsellor, Head of Cooperation	EUD to Ethiopia
Thomas Huyghebaert	First Secretary, Head of Governance, Economic & Social Sector	EUD to Ethiopia
Massimo Bonannini		EUD to Ethiopia
Akalewold Bantirgu	Program Manager, Technical Assistance Unit for Civil Society Fund	EUD
Selamawit Adamassu	Gender and CSO Policy Officer	Embassy of the Kingdom of the Netherlands
Metsehate Ayenekulu	Girl Expert – Strategy	Girl Hub Ethiopia
Lettie Chiwara	Country Representative, chairing the Donor Group for gender equality	UN Women
Honourable Etenesh Zeleke	Women, Children & Youth Standing Committee and Deputy Chairperson of the Ethio-Cuba Friendship Group	The House of Peoples Representatives of the EFDRE
Belachew Beyene	Deputy, National Authorizing Office	Ministry of Finance and Economic Development
Solomon Assefa	Director of the Minister Affairs Department and Imprest Administrator of the EU Women Empowerment and Gender Equality Project + the Women Breakthrough Project	Ministry of Women, Children & Youth Affairs
Tesfayenesh Lema	Director of the Gender Mainstreaming Department and Deputy Imprest Administrator of the Women Breakthrough Project	Ministry of Women, Children & Youth Affairs
Rumy Tarusenga	Technical Assistant to WEGE Project	Ministry of Women, Children & Youth Affairs
Yodit Tewabe	WEGE Project Officer	Ministry of Women, Children & Youth Affairs
Alejandra Rojo Losada	Humanitarian Aid and Gender Focal Point Eduardo Reneses de la Fuente, Senior Programme Manager	Embassy of Spain, Technical Cooperation Office
Tim Conway	Senior Social Protection Advisor and a member the DGGE	DFID Ethiopia
Kebede Mammo	Managing Director	Impact Association for Social Services and Development:
Berhanu Debabu	Training and Mentorship Officer (EU – CSF)	
Hewan Demissie	Project Officer for Urban Social Protection	PRO PRIDE

Annex 2: Projects and Programmes Specifically Considered

Second Sector Policy Support Programme (SPSP Roads II) in support of Ethiopia's Road Sector Development Programme (2008/019-725), 2009–11.

Third Road Sector Policy Support Programme in support of Ethiopia's Road Sector Development Programme (2011/023-219), 2012–15.

Support to the Productive Safety Net Programme (ET/FED/021-962), 2010–16.

Second Phase of Protection of Basic Services (2008/020-978), 2009–12.

Civil Society Fund – Support to non-state actors in Ethiopia, Phase I ((ET/7028-000), 2004–06.

Civil Society Fund – Support to non-state actors in Ethiopia, Phase II (ET/FE/023-891), 2006–11.

Women's Empowerment and Gender Equality through Institutional Capacity Building and Entrepreneurship (2009/21439), 2010–15.

Annex 3: Documents Consulted

EU Delegation to Ethiopia Annual Reports on Implementation of the GAP, 2011, 2012, 2013, 2014

2008, Ethiopia Country Strategy Paper and National Indicative Programme 2008–13

2009, Financing Agreement for Women's Empowerment and Gender Equality through Institutional Capacity Building and Entrepreneurship Project

January 2012, Evaluation of the Commission of the European Union's cooperation with Ethiopia

2013, Increasing Accountability in Financing for Gender Equality, Result Oriented Monitoring Report for Ethiopia

2004, Civil Society Fund, Financing Agreement

2009, Second Phase of Protecting Basic Services (PBS II), Financing Agreement

2010, Financing Agreement for Support to the Productive Safety Net Programme, Financing Agreement

2010, Civil Society Fund – Support to non-state actors in Ethiopia – Phase II, Financing Agreement

Road Sector Support

2008, Financing Agreement between the EC and the Federal Democratic Republic of Ethiopia: Second Road Sector Policy Support Programme in Ethiopia (SPSP II)

2011, Selam Development Consultants, Transport and Poverty Observatory Study: Final Findings Report

2013, Financing Agreement between the EC and the Federal Democratic Republic of Ethiopia: Third Road Sector Policy Support Programme in Ethiopia (SPSP III)

2013, Evaluation of SPSP II, in Support of Ethiopia's RSDP, and Contribution to the Potential Follow-up under the 11th EDF

2014, Third Sector Policy Support Program (SPSP III) First Fixed Tranche, Disbursement Dossier

2014, WT Consult, RSDP Performance and MDG Transport Indicators 2012/13

Productive Safety Nets Programme

2013, Terms of Reference for the consolidation of a Gender Action Plan for the next PSNP/HABP

Meseret Kassahun and Blerina Vila (2014) Gender Mainstreaming in PSNP: Practical responses to bottlenecks for gender mainstreaming in PSNP/HABP

Helm Corporation (2008) PSNP Gender Study

World Bank (2014) Ethiopia's PSNP: Integrating Disaster and Climate Risk Management, Case Study

Ethiopia Safety Net Support Facility (2014) Gender and Social Development Impact Assessment Report

Ethiopia Strategy Support Programme II (2013) Evaluation of Ethiopia's Food Security Program: Documenting Progress in the Implementation of the Productive Safety Nets Programme and the Household Asset Building Programme

Civil Society Fund

2003, Financing Agreement for Civil Society Fund Phase I, 2004–06

2006, Financing Agreement for Civil Society Fund Phase II, 2006–11

2007, Mid-term Evaluation of the Civil Society Fund to Non-state actors

2012, Final Evaluation of the EU Civil Society Fund in Ethiopia

Protecting Basic Services

ECORYS (2012) Ethiopia: Multi-Annual Review of PBS Programme, Final Report

Growth Program

IFPRI (2013) Agricultural Growth Program of Ethiopia: Baseline report 2011

Member States

Embassy of the Kingdom of the Netherlands (2011) Multi-Annual Strategic Plan 2012–15

Embassy of Spain (2010) Country Partnership Framework, Ethiopia-Spain, 2011–15

DFID (2009) Country Programme Evaluation: Ethiopia

DFID (2012) DFID Ethiopia Operational Plan, 2011–15, Updated June 2012

DFID (2013) Ethiopia Joint Flagship Programme on Gender Equality and Women's Empowerment, End Evaluation Phase I

IrishAid (2012) Evaluation of the Irish Aid Ethiopia Country Strategy Programme (2008–12)

Other Donors

Development Assistance Group (2014) Profiles of 32 Donors in Ethiopia, 2008–12

IMF (2011) The Federal Democratic Republic of Ethiopia: Joint Staff Advisory Note on the Growth and Transformation Plan 2010/11–2014/15

Susanna Gable (2013) Girls and Income Growth in Ethiopia. Report for Girl Hub

UN (2012) Ethiopia Joint Programme on Gender Equality and Women's Empowerment: Phase II, 2012–15

UN (2013) Ethiopia Joint Flagship Programme on Gender Equality and Women's Empowerment: End Evaluation of Phase I

UNDP (2010) National Gender Based Violence Assessment

World Bank (2008) Project Performance Assessment Report, RSDP Phase I

World Bank (2012) Review of the Ethiopia Country Assistance Strategy

Government of Ethiopia

Ministry of Women's Affairs (1998) Development and Change Package of Ethiopian Women

Ministry of Women's Affairs (2006) National Action Plan for Gender Equality, 2006–10

Ministry of Finance and Economic Development (2006) Ethiopia: Building on Progress: A Plan for Accelerated and Sustained Development to End Poverty, 2005/6–2009/10

Ministry of Finance and Economic Development (2010) Growth and Transformation Plan, 2010/11–2014/15

Ministry of Finance and Economic Development (2012) Guidelines for Mainstreaming Gender in the Budget Process

Ministry of Agriculture (2009) Guidelines for Gender Mainstreaming in Agriculture and Rural Development

2014, Federal Democratic Republic of Ethiopia, National Report on the Implementation of the Beijing Declaration and Platform for Action

Other

Julie Newton (2007) Gender mainstreaming in Ethiopia: translation of policy into practice and implications on the ground (Draft Paper)

D.O. Gilligan, J. Hoddinott and A.S. Taffesse (2008) The Impact of Ethiopia's Productive Safety Net Programme and its Linkages. IFPRI Discussion Paper

P. Bevan, C. Dom and A. Pankhurst (2011) Long-Term Perspectives on Development Impacts in Rural Ethiopia: Stage 1, Six Mixed Communities

P. Bevan, C. Dom and A. Pankhurst (2013) Long-Term Perspectives on Development Impacts in Rural Ethiopia: Stage 2, Eight Food Insecure Communities

P. Bevan, C. Dom and A. Pankhurst (2014) Long-Term Perspectives on Development Impacts in Rural Ethiopia: Stage 3, Six Communities with Agricultural Potential

Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for Haiti

Prepared by Victoria Rames and Sandra Jean-Gilles

April 2015

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List of Acronyms and Abbreviations

AECID	Agencia Española de Cooperación Internacional para el Desarrollo (Spanish Agency for International Cooperation for Development)
AFASDA	Association Femmes Soleil d'Haïti
AFD	Agence Française de Développement (French Development Agency)
BHN	Haitian Bureau of Standards
CAFVAS	Le Centre d'Appui pour les Femmes Victimes d'Abus Sexuels (The Centre to Support Women Victims of Sexual Abuse)
CEDAW	Committee on the Elimination of Discrimination against Women
CfP	Calls for proposal
CSP	Country Strategy Paper
ECHO	European Commission's Humanitarian Aid Office
EDF	European Development Fund
EIDHR	European Instrument for Democracy and Human Rights
EUD	European Union Delegation
GARR	Group for Returnees and Refugees
GbV	Gender-based Violence
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GHESKIO	Groupe Haïtien d'Etude du Sarcome de Kaposi et des Infections Opportunistes (Haitian Group for the Study of Kaposi's Sarcoma and Opportunistic Infections)
HNP	Haitian National Police
IDB	Inter-American Development Bank
IEDDH	Instrument Européen pour la Démocratie et les Droits de l'Homme
IFI	International Financial Institutions
KOFAVIV	Komisyon Fanm Viktim Pou Viktim (Commission of Women Victims for Victims)
LGBTI	Lesbian, gay, bisexual, transgender and intersex
M&E	Monitoring and Evaluation
MARNDR	Ministry of Agriculture, Natural Resources and Rural Development
MCFDF	Ministère à la Condition Féminine et aux Droits de la Femme (Ministry for the Status of Women and Women's Rights)
MCI	Ministère du Commerce et de l'Industrie
MDG	Millennium Development Goal(s)
MINUSTAH	United Nations Stabilisation Mission in Haiti
MS	Member State
NAO	Haitian National Authorising Office
NGO	Non-governmental Organisation
OMRH	Office of Human Resources Management
PARDH	Plan d'Action pour la Reconstruction de le Développement d'Haïti
PASAH	Programme D'amélioration de La Sécurité Alimentaire en Haïti
ROM	Results-oriented Monitoring
SGbV	Sexual and Gender-based Violence
SOFA	Solidarité Fanm Ayisyen (Solidarity with Haitian Women)
UBW	Unified Budget and Workplan
UNDP	United Nations Development Programme
UNIDO	United Nations Industrial Development Organization
USAID	United States Agency for International Development

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EC and Member States in the Development Cooperation in the 2010–13 period;
- the extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–13.

As part of the field phase, the country visits follow completion of the desk phase and are expected to:

- collect data to address information gaps identified in the desk report relating to 14 evaluation questions;
- reflect on the preliminary findings presented in the desk report and confirm or challenge them;
- test hypotheses presented in the desk report.

The criteria for the selection of Haiti for the field phase included the following: (1) Haiti's status as a fragile state; (2) the prioritisation of investment in Haiti by the Spanish Agency for Cooperation; (3) Caribbean region coverage; and (4) use of budget support as an aid modality.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. The field mission took place from 20-31 October 2014 and included individual and small group interviews with a total of 33 stakeholders, comprising (see Annex 1 for a complete list of interviewees):

- 5 European Union Delegation staff
- 15 representatives of government ministries
- 2 representatives of bilateral donor agencies, including Spanish Cooperation
- 3 UN agency staff
- 12 representatives of national and international non-governmental organisation (NGO) partners.

A complete list of documents reviewed is provided in Annex 2.

1.2 Selection of Programmes and Projects for Study

To feed into the wider evaluation, each country case study assessed:

- gender mainstreaming in budget support operations, where they exist
- gender mainstreaming in selected focal sectors
- gender mainstreaming in up to five gender-specific projects.

The focal sectors were selected based on a number of criteria, including: sectoral coverage (ensuring the focus of any budget support and sector assistance was distinct); scale of EC investment; and the Multi-Annual Indicative Programme/National Indicative Programme either identified gender issues or there was scope for the sector to address gender issues. For the selection of gender-specific projects, the primary selection criteria were the following: sectoral coverage, coverage of different geographical and thematic instruments and diverse range of national partners. To the largest extent possible, the evaluation team selected projects with a

well-documented evidence base (e.g. results-oriented monitoring (ROM) reports, reviews and evaluations).

Based on these criteria, the following projects were selected for review during the country case study:

- Programme to Support the Ministry of Commerce and Industry, implemented by the Ministry of Commerce and Industry, 2012–15 (HT/FED/21951);
- Programme to Improve Food Security in Haiti, implemented by the Ministry of Agriculture, Natural Resources and Rural Development, 2012–17 (HT/FED/2012/23880);
- General Budget Support for the Action Plan for the Recovery and Development of Haiti and the National Poverty Reduction and Growth Strategy, implemented by the Ministry of Economy and Finance, 2011–13 (HT/FED/22435);
- Support for the networking of women's organisations in Kenscoff (Western Haiti), implemented by Groupe d'Action Francophone pour l'Environnement, 2013–14 (EIDHR/2014/337–258);
- Improving the living conditions of women on the border of Belladère, implemented by Support Group for Returnees and Refugees (GARR), 2013–15 (EIDHR/2012/296–407);
- Protection of Women and Girls from Violence, Exploitation and Sexual Abuse on the Ouanaminthe Corridor of Cap-Haïtien, implemented by Oxfam GB and Association of Women Soleil d'Haïti (AFASDA), 2013–15 (EIDHR/2013/334–130);
- Promotion and Protection of Women's Rights in Haiti, implemented by Kay Fanm, Médialternatif Group and ProgettoMondo Mlal, 2013–15 (IT-07-CRX-2711165384);
- Increasing Accountability in Financing for Gender Equality (F4GE) – under the EU/UN Partnership on Gender Equality 2011–2015 (Accroître la responsabilisation du financement de l'égalité entre les hommes et les femmes, implemented by UN Women, 2011–13) (DCI-GENRE 261-438/2011).

1.3 Limitations

The main limitations encountered include:

- The Spanish Cooperation did not have a Gender Focal Point (GFP) in post at the time of the mission resulting in the review team having limited opportunity to review gender mainstreaming in Spanish Cooperation development cooperation in Haiti.
- A weak Ministry for the Status of Women and Women's Rights made it challenging to identify the degree to which the EC programming and dialogue with the Haitian government is aligned and supporting identified GEWE priorities.
- There was weak gender-related donor coordination, among EU partners, as well as other donors such as USAID, and key UN agencies.

2. Country and Development Partner Context

2.1 Gender Equality and Women's Empowerment in Haiti

Haiti is ranked 168th on the 2013 Human Development Index, in the lowest tier of the index, below Togo and above Afghanistan. In terms of gender equality, Haiti is ranked 132nd on the 2013 Gender Inequality Index,¹⁹⁵ below Malawi and immediately followed by Burkina Faso.

Though there have been enormous improvements over the last two decades, Haiti's maternal mortality ratio still remains alarmingly high at 350 deaths per 100,000 live births due to pregnancy-related causes. The adolescent birth rate is 42 births per 1,000 women ages 15 to

¹⁹⁵ The GII is calculated based on a composite of indicators on health, education, political participation, and labour market participation.

19 years of age, which is relatively low compared to other countries in the same development tier of the index.¹⁹⁶ The fertility rate in Haiti is 3.2 live births per woman. This rate is lower than in other countries in the same tier.¹⁹⁷

In terms of education, the women of Haiti are relatively on par with men in terms of having primary education. However, only 22.5% of women, in comparison with 36.3% of men who are 25 years of age or older have some secondary education.¹⁹⁸

In spite of a 2011 constitutional amendment reserving a minimum quota of 30% for women in all elected and appointed positions at the national level, there are still inequalities in women's participation at all levels of government. As of 2014, women occupied only 3.5% of the seats in Parliament.¹⁹⁹ They hold 30% of the positions of Ministers, and only 15% of the Secretary of State positions.²⁰⁰

Women and men in Haiti enjoy high and relatively equal labour force participation rates. 61% of females 15 years of age or older, and 71% of males in the same age group participate in the labour force.²⁰¹ These data, however, do not capture gender disparities in salaries or incomes.

Gender-based violence is pervasive in Haiti, but accurate data is not available. According to the US Department of State, the association Solidarité des Femmes Haïtiennes estimates that eight in 10 Haitian women have been victims of domestic abuse, with the husband or partner the perpetrator in over half of these cases.²⁰² Data gathered by the Haitian National Police – which includes only those cases reported to the police – indicates that from January 2010 to June 2013 there were 301 reports of rape and rape-related crimes. Suggesting that the actual number of documented rape cases exceeds what police authorities have reported, one prominent women's rights NGO, SOFA, claims that approximately 600 rape cases had been reported to the Haitian National Police and forwarded to the judiciary for prosecution during that same period; of these, however, only five cases had resulted in a conviction or sentencing for the perpetrator.²⁰³

The Ministry for the Status of Women and Women's Rights (MCFDF) was established in 1994, 14 years after the ratification in Haiti of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1980. The creation of the Ministry represents an important achievement of the women's movement in Haiti. Twenty years after it was first established, the Ministry developed its first Gender Equality Policy, which enumerates global and sectoral gender equality strategies relating to major areas of national life: education, health, economic empowerment and political participation. The policy was prepared with financial support from the ongoing EC-supported UN Women project on gender-responsive budgeting, with technical inputs from the International Labour Organization (ILO) Training Centre. This framework document will be translated into a 2014–20 Gender Policy Action Plan. This project also supports the creation of a gender thematic roundtable, which is a space for dialogue,

¹⁹⁶ UNDP. Human Development Report 2014: Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience

¹⁹⁷ Number of children that would be born to a woman if she were to live to the end of her child-bearing years and bear children at each age in accordance with prevailing age-specific fertility rates. UNDP. Human Development Report 2014: Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience

¹⁹⁸ Population with at least some secondary education, 25+, 2005–12:

¹⁹⁹ UNDP. Human Development Report 2014: Sustaining Human Progress:

Reducing Vulnerabilities and Building Resilience

²⁰⁰ Haiti – Politic: Reshuffle, fewer women ministers, more women Secretaries of State. 3 April 2014. <http://www.haitilibre.com/en/news-10860-haiti-politic-reshuffle-fewer-women-ministers-more-women-secretaries-of-state.html>. It is noted that middle-rank positions within the public administration are important, but no data on the number of women holding these was available at the time of the country visit.

²⁰¹ UNDP. Human Development Report 2014: Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience

²⁰² http://www.wikigender.org/index.php/Gender_Equality_in_Haiti

²⁰³ United States Department of State/Bureau of Democracy, Human Rights and Labor, Country Reports on Human Rights Practices for 2013.

planning and reflection on issues of gender equality in Haiti, under the leadership of the Haitian government.

There is a relatively strong feminist movement in Haiti with more than 30,000 feminists and women's organisations.²⁰⁴ There is a core group of organisations, such as the Women's Action League (est. 1934), KAYFANM, SOFA and ENFOFANM (est. 1986-1987) and finally KOFVIV (est. 1990). These are the most structured organisations representing the feminist movement. There have been significant legal advances on gender equality, including the July 2005 decree that criminalises rape and a Law on Paternity and Maternity filiation enacted in 2014. These are some elements of a rich MCFDF menu presented by the Haitian Parliament since 2008. There is also a revision of the existing law on gender-based violence currently under discussion, which will decriminalise abortion in Haiti in cases of violence against women and include a legal definition of sexual harassment.

2.2 European Commission Cooperation

The European Union invested a total of EUR 485.6 million in Haiti over the period 2008–12, of which 80% was financed through the European Development Fund (EDF). Beyond the EDF, EU–Haiti Cooperation was based on a variety of instruments, in particular: the thematic lines of the Instrument for Development Cooperation (such as the Non-State Actors and Local Authorities Programme, and the Food Security Programme), and the Instrument for Stability. This funding supports improvements in road infrastructure; economic governance; democratic governance; education; disaster risk management; and food security. During the same period, the European Union allocated approximately EUR 210 million for emergency operations through the EU's Humanitarian Aid and Civil Protection department (ECHO).²⁰⁵

2.3 Member States' Cooperation

Spain is the second largest donor to Haiti and the only EU Member State among the top 10 donors to the country. In 2011, its development assistance to Haiti totalled USD 59 million, 16% of which was gender equality targeted (OECD 2014). The Spanish Cooperation supports initiatives identified in conjunction with Haiti's public institutions, in particular, in the following priority areas: water and sanitation, education, rural development, democratic governance, environmental sustainability and protection of culture, among others. From 2009–12, Spanish Cooperation-funded in partnership with UN Women a project to strengthen economic security and the rights of women with a budget of over USD 1.5 million. The project aims to promote gender-sensitive justice. Second, the Spanish Cooperation financed the multi-country UN Women initiative 'Cities without Violence against Women, City Development and Citizenship', with a budget of EUR 600,000 for Haiti. The project focused on creating spaces without violence in Port-au-Prince where women can have freedom of enjoyment of their rights. This project was implemented in partnership with Haiti's Ministry for the Status of Women and Women's Rights.

Spanish Cooperation is currently completing a new round of planning for its cooperation policies. One of the most important elements of this new cycle is the adoption of the Master Plan 2013–16 and the Road Map that will be organised sectorally, geographically and multilaterally. Once it is complete, it will be possible to provide more details on the current focus on GEWE within Spanish Cooperation's funding in Haiti.

Two other EU Member States provide development assistance to Haiti, France and Denmark. The French Agency for Development (AFD) support focuses on agriculture and food security, urban development, improvement of road infrastructure, education, health, microfinance and

²⁰⁴ Unreferenced data (data in official government documents but the source was not disclosed).

²⁰⁵ Commission européenne. Evaluation de la Coopération de l'Union Européenne avec la République d'Haiti. August 2014.

support for the private sector. It has very little focus on gender equality or women's empowerment.

Denmark has adopted a human rights-based approach to its development cooperation, which is being further applied in the upcoming Strategic Framework for Gender Equality and Women's Rights in Danish Development Cooperation. The approach entails empowering women everywhere to realise their rights, while placing particular focus on the most marginalised and vulnerable groups through addressing the underlying power relations that give rise to inequality and discrimination. Danida's priorities are: (1) sexual and reproductive health and rights; and (2) humanitarian action.

2.4 Other Donors

USAID	USAID's funding for GEWE primarily focuses on preventing and responding to gender-based violence. It concentrates on: preventative security measures; building the capacity of the Haitian National Police; calling for increased female representation and leadership within the Haitian National Police; and protection and prevention programmes to support law enforcement and social welfare agencies to increase their capacity to identify victims of trafficking and provide referrals to NGOs that provide direct services. It also concentrates on reinforcing access to services for survivors of GbV: providing female survivors of sexual violence with access to integrated health services and legal aid (in St. Marc, Cité Soleil and Martissant). Finally, USAID is working with the Ministry for the Status of Women and Women's Rights and the Ministry of Social Affairs and Labour to strengthen the enforcement of the 2005 executive decree, which criminalised rape and violence against women.
Canada	The Canadian Government has a number of projects on GEWE in Haiti with a concentration on health services for women and girls, school attendance/enrolment/ retention and housing reconstruction. Some examples include the following: <ul style="list-style-type: none"> ● Support to Sustainable School Feeding Program in Haiti 2013–15: The project aims to improve the learning environment for school-age girls and boys. The project supports the school feeding program to help children suffering from chronic hunger. ● Health Services for Women and Girls: This project supports the reconstruction of Haiti's National School of Midwifery and the construction of maternity clinics. The project includes the training of professional midwives and Haitian health practitioners.
NORAD	Since the earthquake, Norway has contributed approximately NOK 800 million. The contribution in 2013 was in excess of NOK 90 million. In addition, Norway's mandatory contribution to MINUSTAH since 2010 totals approximately NOK 160 million. Over time, there has been a gradual downscaling, and the focus is on measures that have proven to give the best results. Norway finances the following projects focused on GEWE with a national focus or projects concentrated in the capital Port-au-Prince or via Departement du Sud: <ul style="list-style-type: none"> ● The organisation Femmes en Démocratie promotes women's political participation and health measures for women. ● IDEA works to strengthen the Parliament, dialogue between political parties and women's political participation (gender quotas). ● A Norwegian police team is training the national police to support survivors of gender-based violence.

World Bank and Inter-American Development Bank	From the time of the earthquake to 12 August 2013, the World Bank and IDB have approved a total of 172 projects. These projects cover 13 sectors: agricultural and rural development, education, energy, finance, trade and investment gender and gender-based violence, health, housing natural disaster management and poverty and vulnerability analysis, transportation, tourism, public sector governance, and water and sanitation. Gender equality is mainstreamed to varying degrees in the design, implementation and monitoring of these projects. ²⁰⁶
United Nations Development Programme	UNDP supports women's political participation in the electoral process, engagement of women in the value chain and access of GbV survivors to legal recourse.
UNHCR	UNHCR is focusing on providing documentation to mitigate the risk of statelessness, as well as on improving the response to victims of sexual and gender-based violence (SGbV), especially lesbian, gay, bisexual, transgender and intersex (LGBTI) individuals.
UN Women	UN Women, working in consultation with the Caribbean Inter-agency Working Group on Gender and HIV, has undertaken a project aimed at deepening the gender analysis and human rights skills and competencies of planners and programmers engaged in HIV/AIDS work within the health, education and community organisations at the national level. Through the Unified Budget and Workplan (UBW) facility provided by the Joint United Nations Programme on HIV/AIDS (UNAIDS) to the Caribbean Group on HIV/AIDS, UN Women is undertaking a Legal and Policy Analysis of Sex Work in selected Caribbean countries. The project aims to highlight the multiple vulnerabilities of sex workers in the Caribbean and to provide technical support for the development of rights-based, integrated policy responses to address gender, cultural and socioeconomic vulnerabilities. With EC support, it is also supporting gender-responsive budgeting in partnership with the Ministry of Agriculture, Natural Resources and Rural Development and the Ministry of Commerce and Industry.
MINUSTAH (UN Mission to Haiti)	As a peacekeeping and reconstruction force, MINUSTAH is taking the place of a lacking police force in trying to contain the widespread community violence and gender-based violence. Initiatives include: MINUSTAH Gender Unit training on gender issues for the international CIVPOL mission staff; CIVPOL and Gender Bureau training of the Haitian National Police to strengthen reception facilities in police stations for women experiencing violence, support for women candidates' participation in the electoral process; providing key services in the referral pathway to prevent and respond to GbV; and promotion of women's engagement in conflict resolution as agents of change for peace in local communities.

²⁰⁶ Gender Action. Building Back by Half: Gender Issues in IFI Investments in Post-Earthquake Haiti. 2013.

3. Findings

3.1 Gender mainstreaming

Integration of gender analysis into country strategies, programme design and reviews

Summary

For the period under evaluation, there was no gender analysis in the 2007–13 Country Strategy Document – it was effectively gender blind. The 2008–12 Evaluation of the Cooperation between the European Union with the Republic of Haiti did conduct analyses of gender mainstreaming as a cross-cutting issue, but did not propose recommendations on how to scale up good practices and improve upon weaknesses in GEWE to inform future strategy development efforts and programming.

In the Republic of Haiti/European Commission 2008–13 Country Strategy Document and Indicative National Programme, there is a brief analysis of women's exposure to acts of violence, gender equality with respect to access to primary, secondary and higher education, and women's unemployment in the labour market in the Diagnostic Section. In the Joint Response Strategy portion of the document, there are only a few gender-specific indicators: prevalence of HIV among women ages 15-24 and the ratio of boys to girls in primary education, secondary education and higher education. This limited gender focus means the document does not serve as a clear guide to operationalise GEWE in EC programming in Haiti.

The few gender-specific indicators in the Country Strategy Paper (CSP) means that little attention is given to GEWE in *The Evaluation of the Cooperation of the European Union with Republic of Haiti*,²⁰⁷ as such a crucial reference point is missing. The intention was for the evaluation to address gender in five sectors: (1) Economic Governance; (2) Territorial Restructuring; (3) Democratic Governance; (4) Education; and (5) Agriculture and Food Security. These analyses, however, focus in large part only on women's participation. Furthermore, the evaluation does not flag the limited attention given to gender as an issue to be addressed in future CSPs.

Gender mainstreaming in dialogue processes

Summary

*There is little evidence of how **political dialogue** has been used to support the GEWE agenda. There were no specific examples provided of policy dialogue on gender at different levels or across different sectors. This is likely due in part to the fact that there has been little recent political dialogue in general between the EU Delegation and the Government of Haiti.*

The EC does not have a concerted process of gender mainstreaming in the dialogue with national and local authorities. In fact, *'there is little structured political dialogue in general between the European Commission and the Government of Haiti. The political dialogue between the European Commission and the Government of Haiti is currently being restored, largely within the context of its budget support. In this context, there is a window to address strategic considerations on gender equality'*.²⁰⁸

Strategic considerations may include those identified in the forthcoming findings from the World Bank-funded UN Women study to identify entry points for taking gender into account in the policy documents of the Ministry of Agriculture, Natural Resources and Rural Development and the Ministry of Commerce and Industry and the existing recommendations in the 2014–20 Action

²⁰⁷ Evaluation de la Coopération de l'UE avec la République d'Haïti. August 2014.

²⁰⁸ Ibid.

Plan for the National Gender Equality Policy. To engage in such a dialogue, it would appear necessary for the EC to tackle its internal lack of technical capacity to identify the most pressing and strategic GEWE concerns, and the most effective political/policy dialogue pathways to address them.

The Haitian Government Office of Human Resources Management (OMRH), an independent body responsible for the implementation of public administration reform, has integrated gender into its work plan and announced the initiation of a dialogue with donors. The dialogue will eventually include the EUD on gender issues and capacity building programs for departments and autonomous organisations in Haiti.

It is also worth noting that with funding from the European Instrument for Democracy and Human Rights, (EIDHR) the EC has supported Oxfam GB to facilitate local-level dialogue and consultations in the North and Northeast Departments between the Technical Unit of Execution (Ministry of Economy and Finance), local entrepreneurs, Chambers of Commerce of North and Northeast, local-level leaders and other influential local leaders. The dialogue focuses on: 1) increasing the ability of women's organisations to analyse, influence and advocate to address new risks of gender-based violence and sexual exploitation of women and girls in the target area; 2) ensuring that women's organisations and the Regional Directorate North/Northeast MCFDF are formally and effectively represented in policy discussions related to investments in the target area.

Gender mainstreaming in programmes and projects

Summary

Despite the lack of gender analysis at the country strategy level, there has been some mainstreaming of gender issues in sectoral programmes but this is neither comprehensive, nor systematic. The two programmes/projects reviewed – the Programme to Improve Food Security in Haiti (MDGs) and the Project to Strengthen the Capacity of the Ministry of Commerce and Industry – do not have adequate gender components and indicators. Additionally, larger challenges in the design of the Programme to Improve Food Security, namely the lack of linkages between nutritional well-being and food security, have also had an impact on the mainstreaming of gender. In spite of these weaknesses, both initiatives have supported varying degrees of positive and substantive changes in the lives of men and women beneficiaries.

In two of the main programmes/projects reviewed – the Programme to Improve Food Security in Haiti (MDGs) and the Project to Strengthen the Capacity of the Ministry of Commerce and Industry – gender has not been mainstreamed into the overarching objectives or results. It has, however, been incorporated into some of the indicators that correspond to these objectives or results. These indicators are relatively few in number and basic given the complexity and scope of the programmes implemented.

In the third programme, General Budget Support for the Action Plan for the Recovery and Development of Haiti and the National Poverty Reduction and Growth Strategy, gender equality and women's empowerment have not been addressed in either of the two phases of the General Budget Support for the Action Plan for the Recovery and Development of Haiti. A more detailed analysis of the mainstreaming of gender in these programmes/projects is provided below.

Programme to Improve Food Security in Haiti (MDGs) (2012–17, FED/2012/23880): The Programme to Improve Food Security in Haiti (MDGs) implemented under the leadership of the Ministry of Agriculture, Natural Resources and Rural Development (MARNDR) has as its main objective to ensure an adequate contribution to the resolution of situations of food insecurity,

with a specific focus on the following regions: Northwest, Northeast, Centre and Southern Artibonite departments.

Most of the programme's partners have not included GEWE as a central element of their analysis and programming because it was not highlighted as a priority in the programme's calls for proposal (CfP). In particular, it was only specified as a central theme in the results, indicators and targets for nutritional monitoring and coaching for women and children. Though the CfP highlights the importance of gender equality initiatives among agricultural industries in its enumeration of target groups, it does not specify precise indicators to address it in the CfP or Programme Document.

A second challenge is with the design of the programme, which did not adequately establish linkages between nutritional security and food security, which has had a trickle-down effect on GEWE mainstreaming in the programme. For example, those women targeted as beneficiaries of the nutritional monitoring could have been linked up with agricultural production or producers to increase their access to income. As a result of these two challenges, most implementing organisations have not adequately included GEWE in the design, implementation and monitoring of programming.

Another challenge is that during the initial stages of implementation, the Ministry of Agriculture, Natural Resources and Rural Development did not have adequate technical support to ensure that its selected implementing partners (FAO, Oxfam GB, Oxfam Intermon, Christian Aid, ID, AVST and AVF) had a common understanding of how to implement and follow up on their commitments to GEWE in the Programme to Improve Food Security in Haiti. Approximately one year after the implementation of the Programme to Improve Food Security in Haiti began, however, the Ministry did hire a technical staff person capable of providing technical support on gender equality within this portfolio. In particular, the improved gender-sensitive monitoring highlighted and addressed issues with programme delivery that could have potentially put women beneficiaries in harm's way.

The Haitian National Authorising Office (NAO) also plays a key role in monitoring, though to date it still lacks the capacity to: (1) hold the Ministry of Agriculture and the Programme's implementing partners accountable for their commitments to GEWE; and (2) identify and scale up good practices on GEWE.

Project to Strengthen the Capacity of the Ministry of Commerce and Industry (2012–15, HT/FED/21951): This project aims to contribute to the efforts of the Government of the Republic of Haiti and its development partners to take part in the dynamics of regional and international trade with an eye towards sustainable economic growth, improved living conditions of the Haitian population and social stability. It focuses specifically on three objectives:

- institutional strengthening of the Ministry of Commerce and Industry, a key player in the design, coordination and implementation of the trade and industrial policy of the country;
- quality infrastructure under the Ministry of Commerce and Industry, particularly through the establishment of the Haitian Bureau of Standards (BHN), to increase the quality and, accordingly, the competitiveness of its exported products;
- supporting the creation of industrial microparks to boost value-added chains of production.

The project includes some gender-sensitive indicators, but they focus only on more systematic and increased participation of women and men in trainings to be held during project implementation, as well as on gender balance in hiring for project implementation. There are missed opportunities to include indicators to capture positive and concrete changes in the lives of men and women as a result of the project. For example, the project missed an opportunity to

capture some of the substantive changes in gender equality through its efforts to support growth, dynamisation, increased revenue and productivity of industrial microparks (Result 2.2). There is no disaggregation of results by sex, even though the project will likely target and support the growth of businesses owned, operated or comprised primarily of women, or of both men and women.

Similarly, as a part of the institutionalisation of the Haitian Bureau of Standards, with the technical support of the United Nations Industrial Development Organization (UNIDO), businesses owned or directed by women are increasingly making efforts to obtain international certification for trade. Since there are no gender-responsive indicators to capture this in the logical framework, it is not possible to specify the exact percentage increase in this regard.

In terms of monitoring, the gender-sensitive indicators that were included in the programme design were not being monitored and reported on in a systematic fashion. Data was not available to identify why this monitoring is not taking place.

It is worth noting that the Ministry does have a GFP but she may not have the technical skills necessary to support improvements to the programme design, implementation and monitoring of GEWE in this project.

General Budget Support for the Action Plan for the Recovery and Development of Haiti and the National Poverty Reduction and Growth Strategy (2012–13; 2014–15, HT/FED/22435): The EC has supported two rounds of General Budget Support for the Action Plan for the Recovery and Development of Haiti and the National Poverty Reduction and Growth Strategy. The analysis below addresses only the first round of support as the second is outside of the evaluation timeframe.

The general objective of the first round of Budget Support (2011–13) was to contribute, with other donors, to reinforcing the macroeconomic stability and management of public finances to promote the Action Plan for the Reconstruction and Development of Haiti and the National Growth and Poverty Reduction Strategy. The specific objective of the support is to mitigate the impact of the crisis caused by a reduction in revenue and increase in needs after the earthquake. More specifically, the support aims to bolster improvements in economic governance through reforms of the public finance management system, including the improvements in the transparency, increases in resources and improved management of the Treasury.

There are enormous missed opportunities to address gender equality in poverty reduction (education, health and agriculture) within the budget support. For example, the opportunity was missed to specify the results and indicators for the variable tranches of funding against which both the EC and the Haitian government could hold themselves accountable. For example, the EC could have encouraged the Government of Haiti to develop systems and collect sex-disaggregated data on expenditures within its funding for poverty.

Internal gender mainstreaming within the EUD

Summary

Gender analysis is not undertaken systematically in the programmes/projects that were evaluated. Staff use the gender marker and complete the gender checklist for each proposal or new project/programme but are not held accountable by senior management to address any identified weaknesses. There is a lack of technical support for gender mainstreaming within the EUD. Project/programme managers demonstrate a commitment and openness to GEWE, but lack the technical capacity to ensure that gender is strategically mainstreamed in the programming in their portfolio.

There is very little internal guidance or senior management processes and accountability to ensure that gender equality is strategically addressed in the programming of the European Commission in Haiti.

Gender Equality Screening Checklist: Each project manager is required to complete a Gender Equality Screening Checklist (*Liste de Contrôle pour L'Examen Préable de L'Egalité des Genres à Utiliser dans la Phase d'Identification du Projet*). The project managers for the Food Security Programme, the Ministry of Commerce Project and the current Budget Support Project have completed reasonably comprehensive checklists during the Formulation Phase. For example, the Food Security Programme Project Control List highlights that there are no explicit references to key women beneficiaries in the programme document. No action was taken to revise the programme document based on this identified weakness. This highlights gaps in internal accountability systems for project approval and a missed opportunity to address GEWE in a more strategic fashion.

Gender Marker: The EC/ECHO/EUD use the Gender Marker to assess gender mainstreaming in their partner proposals. The gender marker rating is then factored into the overall process of deciding which proposals to fund. The evaluation team attempted, with no success, to obtain more specific data on the gender marker ratings of partner proposals. The Spanish Cooperation does not use the gender marker.

The EUD's reporting against the EU **Gender Action Plan** has been basic and limited in the reports submitted during the period 2008 – 2012. It did not, however, submit a report in 2013.

Technical Support for GEWE: The EUD does not have adequate internal dedicated gender technical support for, or a commitment to, strategic gender equality and women's empowerment mainstreaming in its programmes and projects in Haiti. There is one GFP in the EUD who has numerous other programme management responsibilities. There are therefore no identified specialist skills on GEWE available to provide guidance. Though senior leadership appears to be committed to gender mainstreaming, it has put in place very few concrete management efforts to ensure that it becomes and remains a priority in the EUD's work in Haiti. Project/programme managers demonstrate a commitment and openness to GEWE, but lack the technical capacity and the necessary support or guidance to ensure that it is strategically mainstreamed in the programming in their portfolio.

The Haitian government's NAO, also a key actor in ensuring that GEWE is included in all phases of the EC programme cycle, does not have the internal capacity to do so. It has announced some measures, however, to increase its technical capacity to this end in the Programme to Improve Food Security in Haiti, as well as to hire a gender expert to support all GEWE mainstreaming in the 11th EDF. The NAO also indicated that it is necessary to put in place GEWE technical capacity within each programme, i.e. that simply counting on gender focal points within the ministries (or even the EUD) is not sufficient to achieve strategic GEWE mainstreaming during all phases of the programme cycle.

In the absence of robust internal management processes on gender mainstreaming, the mainstreaming of gender equality in the design and implementation of programming has tended to depend on the organisational/implementing partner's technical capacity and institutional commitment to gender equality (including funding). Those EC implementing partners that had pre-existing institutional commitments, standards, dedicated technical support at the country level and internal programme management processes for this purpose in place were more likely to include GEWE as a key component of their programme development, planning (including analysis and call for tenders), implementation and monitoring, evaluation and reporting. For

example, Oxfam GB, EC/Ministry of Agriculture partner in the Food Security Programme, includes and monitors specific indicators on the percentage of women in management structures within the context of its initiatives to organise and strengthen production collectives in the Artibonite Valley. This is due to the operationalisation of Oxfam GB's internal GEWE proposal review and revision processes as part of its institutional commitment to gender equality. This process does not take place with other EC partner frameworks.

3.2 Cluster A: Coordination and Complementarity

Summary

Internally, the EU is not coordinating on GEWE. The majority of coordination mechanisms on GEWE in Haiti are dysfunctional or not functioning at all. With the exception of the ECHO-led Protection Consortium (formerly Protection Cluster), the EUD is not participating or taking a lead, and does not have the current capacity to improve the GEWE Coordination mechanisms, despite having the role of lead among EU Member States.

Internal coordination

There is no regular coordination (or coordination mechanisms) to discuss GEWE and the division of tasks to address it either within the EUD, or between the EUD and, ECHO, the Spanish Cooperation and the French Agency for Development. The EUD is the designated coordination lead but has not been able to fulfil its function. Both are supporting initiatives to prevent and respond to gender-based violence but no evidence could be obtained to show how the work was coordinated to ensure complementarity. There is also little coordination on GEWE between the EC and Spanish Cooperation, which may be due to the fact that the latter has very little current programming and advocacy to support GEWE, including measures to prevent and respond to GbV.

It is also important to highlight that there are some coordination challenges of EC-funded GEWE programming noted between the EUD in Haiti and the EC headquarters. For example, the EUD does not have much information or play a large role in the management of the current EC centrally funded UN Women (F4GE) project to increase accountability for gender-responsive budgeting. Ownership at the country level is needed, in particular, to ensure that there is day-to-day monitoring of such projects and coordination with other GEWE projects/programmes in the EC portfolio in Haiti.

EU participation and leadership in external GEWE coordination mechanisms

ECHO leads a Protection Consortium (previously the Protection Cluster), which includes a focus on GbV. NGOs such as Save the Children, Concern International, the International Rescue Committee and Oxfam GB participate in the coordination mechanism.

The majority of the other GEWE coordination mechanisms and bodies are barely functioning and hardly effective in realising their individual mandates and terms of reference. This includes the National Dialogue to Combat Violence Against Women and the Roundtable on Gender (group to facilitate coordination between the Ministry for the Status of Women and Women's Rights (MCFDF) and international aid organisations). Furthermore, the MCFDF is currently experiencing a lack of willingness to collaborate effectively with international donors and implementing organisations, and to advance key processes to improve the response to GbV. For example, after four years of prodding and technical support from Haitian NGOs and the international community, the MCFDF still has not established a functioning database to track cases of GbV.

The EUD, ECHO and Spanish Cooperation do not currently participate or take a leadership role to reinvigorate the various GEWE and GbV coordination mechanisms, despite the fact that the EC has indirectly contributed to the development of the Gender Equality Policy of the Government and directly contributed to the Action Plan for the Policy, and also to the revitalisation of the Roundtable on Gender. The EUD does not undertake consultations on gender equality with relevant stakeholders, including with civil society, the UN Country Team and other stakeholders to inform policy dialogue.

The EUD's reporting in 2012 against the Gender Action Plan highlights the weaknesses in coordination as a priority issue for the Head of Delegation. The EU has taken few concrete follow-up actions to address them since the Plan was prepared. Two of the key issues are senior management leadership and the lack of capacity to take a greater leadership role in coordination.

3.3 Cluster B: Instruments

Summary

There is no evidence that the EUD in Haiti is taking measures to use different instruments and modalities in a complementary fashion to support GEWE. There is evidence that two of the modalities – specific actions and gender mainstreaming – have been used, but they have not been used in a coordinated and synergistic fashion. The EUD is generally using the EDF, Thematic Budget Lines, IfS and European Instrument for Democracy and Human Rights, but not in a strategic and complementary fashion to support GEWE.

None of the EUD staff interviewed during the country visit were identifiably familiar with the three-pronged approach to GEWE – specific actions, gender mainstreaming and political/policy dialogue. There has been little structured political dialogue in general between the EUD and the Government of Haiti, and no dialogue at all on GEWE. Gender mainstreaming has taken place in some of the aforementioned projects/programmes evaluated, but it has not reached its full potential. There have been some specific gender-specific projects that are making meaningful contributions to the establishment of a Government Gender Equality Policy and Action Plan, as well as to the prevention and reduction of gender-based violence and to enhanced women's leadership in specific regions. There is no evidence, however, that gender mainstreaming and specific actions are being used in a sequenced, coordinated or complementary manner to ensure synergies. Similarly, there is no evidence that the EUD is using different instruments (the EDF, Civil Society Budget Line and EIDHR) in a complementary fashion to support GEWE.

One of the major challenges in using these instruments and modalities in a more strategic fashion is the weak technical capacity of the EUD and the National Authorising Office to identify and monitor GEWE indicators in the EC strategy and its programme documents. This results in the lack of an evidence base from which to improve the choice of modalities, design and implementation of programming.

3.4 Cluster C: Actors and Partners in Different Contexts and GbV

Summary

The EC has supported the Government of Haiti's commitment to combat GbV through support for four GbV products funded through the European Instrument for Democracy and Human Rights. This support, however, is not articulated in a broader space for discussion with ECHO, the Spanish Cooperation and government bodies such as the Ministry for the Status of Women and Women's Rights (MCFDF), the National Dialogue to Combat Violence Against Women (currently not operational) or the Gender Sector Table (a space for planning gender interventions integrating financial and technical partners, civil society organisations and government entities).

One of the priorities of the EC support to the implementation of the Government's Plan for Gender Equality is to combat all forms of violence against women prescribed by CEDAW, which Haiti ratified in 1980. The EC has expressed its commitment to this priority through several projects that it has funded through the EIDHR. In 2012 and 2013, the EC specifically funded four projects focused on GbV through this mechanism.

Two of the projects – implemented by Oxfam GB (2013–15, EIDHR/2013/334-130) and the Le Groupe d'Appui aux Rapatriés et Réfugiés (GARR)/Support Group for Returnees and Refugees with Colectiva Mujer y Salud/Women and Health Collective (2013–15, EIDHR/2012/296-407) – are strengthening community-based and institutional mechanisms to prevent and respond to GbV in different regions outside of Port-au-Prince. An EC-funded project implemented by Kay Fanm (2013–15, IT-2007-CRX-2711165384) supports awareness raising on women's rights and the rebuilding of a reception centre for young GbV survivors that was destroyed during the earthquake. The awareness raising is taking place, but the reconstruction of the reception centre has not, reasons for which are unknown. Using the funds for reconstruction, Kay Fanm is instead providing scholarships for young people at risk.

Though the aforementioned projects are providing valuable support, they are not articulated in a broader space for discussion on gender mainstreaming (including GbV) with ECHO, the Spanish Cooperation, government bodies such as the Ministry for the Status of Women and Women's Rights (MCFDF), and the National Dialogue to Combat Violence Against Women (currently not operational). The EUD has not been able to participate in the Gender Sector Roundtable, run by UN Women, which is a space for planning gender interventions integrating financial and technical partners, civil society organisations and government entities. Finally, the EUD has also not analysed or articulated its GbV priorities together with USAID or UN agencies, in particular with UNDP and MINUSTAH, all of which are undertaking specific programming and institutional measures to prevent and respond to GbV from multiple sectoral vantage points.

3.5 Cluster D: Achievement of Objectives

Policy and political dialogue

Summary

Political and policy dialogue on GEWE has been very limited to date due to internal EUD capacity constraints and a lack of political dialogue in general between the EUD and the Haitian Government. The EC has, however, provided direct support for the development of the National Gender Equality Policy and Action Plan, and the supported the establishment of the aforementioned Gender Sector Round Table.

There has been no recent direct political and strategic dialogue or mechanisms for dialogue on GEWE at the national, regional and international level involving the Government of Haiti and the EC. Within EC support to UN Women for the Project to Increase the Accountability for Gender-Responsive Budgeting Programme (F4GE), the EC has provided support for the development of an Action Plan for Gender Equality Policy. This same project is currently funded by the World Bank with a focus on gender-sensitive budgeting in two existing projects in the Ministry of Agriculture and Ministry of Commerce. In the context of this project, the EC has provided direct support for the development the National Gender Equality Policy and an accompanying Action Plan (2014–20). In this programme, UN Women also facilitates a gender sector round table, which is a space for decision making and for making concrete decisions that will be realised within the context of the National Gender Equality Policy.

GEWE-specific interventions

Summary

In the period 2008–13, there were 19 projects in the EC Haiti portfolio that focused to some degree on GEWE. Most were small-scale projects with NGOs to support prevention or response to GbV. The model developed and employed by Oxfam GB to support local-level dialogue to influence and address risks of GbV and sexual exploitation of women and girls in the Northeast of Haiti is promising and likely scalable.

The evaluation's mapping and review of projects tagged with the gender marker produced a list of 19 GEWE-specific projects in the EC Haiti portfolio 2008–13, all of which were funded by the EDF and EIDHR. The EUD indicated that there were some errors in the list, and produced a list with five projects.

The majority of the projects with an emphasis on GEWE were smaller projects that funded international or Haitian NGOs to: prevent or respond to GbV (4 projects); promote gender-responsive budgeting (1 project); bolster women's participation and leadership in local-level political processes (2 projects).

The country case study focused on the following four projects. Two of the projects – implemented by Oxfam GB (2013–15, EIDHR/2013/334-130) and the Le Groupe d'Appui aux Rapatriés et Réfugiés (GARR) with Colectiva Mujer y Salud/Women and Health Collective (2013–15, EIDHR/2012/296-407) – are strengthening community-based and institutional mechanisms to prevent and respond to GbV in different regions outside of Port-au-Prince. Support for Kay Fanm (2013–15, IT-2007-CRX-2711165384) was for awareness raising on women's rights and the rebuilding of a reception centre for young GbV survivors that was destroyed during the earthquake. The awareness raising is taking place, but the reconstruction of the reception centre has not taken place for reasons unknown. With the funds for reconstruction, Kay Fanm is providing scholarships for young people at risk.

Within EC support to UN Women for the Project to Increase the Accountability for Gender-Responsive Budgeting Programme (F4GE), the EC has provided support for the development of an Action Plan for Gender Equality Policy. The project is currently financed by the World Bank and focuses on gender-sensitive budgeting within the context of two existing projects in the Ministry of Agriculture, Natural Resources and Rural Development and the Ministry of Commerce and Industry.

EC capacity building programmes

Summary

There is no evidence of any EC-supported capacity building for gender.

EC support to UNSCR 1325

Summary

Though national and international organisations in Haiti have been undertaking initiatives in support of UNSCR 1325, the EC has not implemented any programmes or projects or undertaken any advocacy to support it.

UNSCR 1325 is quite pertinent to pre- and post-earthquake Haiti. It is particularly relevant with respect to the role of women in the humanitarian response in the aftermath of the earthquake. Through ECHO, the EC has been providing funding to address the nutritional needs of vulnerable populations of expectant and new mothers, to increase women's access to productive inputs to enhance livelihoods aftermath of the earthquake, and to increase the access of women and girls to GbV prevention and response services.²⁰⁹ The EC has not

²⁰⁹ European Commission. Gender: Different Needs, Adapted Assistance. 2014.
http://ec.europa.eu/echo/files/aid/countries/factsheets/thematic/gender_en.pdf

supported, however, any programmes or projects to support the role of women in the humanitarian response, in line with UNSCR 1325. UNSCR 1820, 1888 and 1889 are not applicable in Haiti as there has been no armed conflict in recent years.

3.6 Cluster E: EC Institutional Capacity to Deliver

Development of internal capacities

Summary

There is broad awareness among EUD staff of the need to mainstream gender in the EUD's policies and programmes, and some knowledge among EUD staff of specific EU policies, commitments and resources. EUD programme and project managers have knowledge of the implementation of these policies and commitments. Few staff in the delegation have had any substantive, relevant and quality gender training.

There is mixed knowledge of GEWE policies, concepts and internal office procedures among EUD staff. There is no internal mechanism for supporting staff capacity to deliver on GEWE. There is a Gender Focal Point who has a heavy workload, and limitations in terms of capacity. The sector leads and programme managers do not call on the GFP to provide them with technical support. As one of the team leaders clearly articulated during the country visit debriefing, *'Gender is not addressed at all. There is no effective architecture to address it. I was never told that I should direct myself to the Gender Focal Point for issues and guidance.'*

There are no systems in place for GEWE knowledge management in the EUD Haiti. The EUD staff did not identify any specific GEWE tools and resources, or specialised expertise, internal or external to the EUD, that they used. There is one GFP, and no additional GEWE experts have been made available to the EUD in Haiti.

Leadership and management

Summary

There is broad awareness among senior and middle management of the need to address GEWE in policy dialogue and programming, but currently leadership in this area is lacking. This can be partly attributed to considerable capacity constraints, a lack of expertise and training on Gender, and also the lack of capacity and time constraints of the existing Gender Focal Point.

Senior management has not provided leadership on gender equality and women's empowerment. EUD staff undertake an analysis of GEWE in each project/programme using the Checklist for the Screening of Gender Equality to be used in the Identification Phase of the Project. No changes, however, are made to the project/programme based on the analysis in the checklist. EUD staff also use the gender marker to rate each proposal/bid. No other institutional mechanisms or structures exist to deal with gender in an efficient and effective manner.

4. Conclusions

This country case study has found that there has been very limited implementation to date of the EU Action Plan on GEWE in Haiti. The **main challenges in this regard have been the following:**

- The majority of the GEWE mechanisms and bodies are barely functioning and hardly effective in realising their individual mandates and terms of reference. This is compounded by capacity, accountability and orientation challenges within the Ministry for the Status of Women and Women's Rights.

- Few of the EUD Haiti staff have ever received any gender training, effective communication about EU GEWE policies and commitment or specific resources or support to help them to use the gender marker and gender checklist effectively.
- There is inadequate monitoring of specific actions to address GEWE, even where GEWE priorities have been established in programme documents and/or there are identified positive GEWE advances resulting from EC programming.

The country case study **confirms** the following desk review findings:

- There was little evidence of gender analysis and strategic priorities with a focus on GEWE in the **Country Strategy Document**. Similarly, the country strategy does not provide a clear overarching framework against which to assess progress in addressing gender inequalities and contributions to improving gender balances.
- There is no evidence of **dialogue on GEWE** between the EUD and the Haitian Government.
- The first round of EC Budget Support to the Haitian government has missed opportunities to undertake **a comprehensive analysis of GEWE** and encourage the specification of GEWE results and indicators for the variable tranches of funding against which both the EU and the Haitian government could hold themselves accountable.
- Clear organisational policy commitments have not been carried forward into an architecture that drives actions towards achieving gender equality. Due to a lack of visible champions at the level of senior and middle management, and a GFP with limited capacity, the EUD is not effective in achieving results on GEWE.
- There are no central incentives, systems or mechanisms in place for the EUD to undertake **a coordinated and strategic three-pronged approach** to GEWE (specific actions, cross-cutting issues and political/policy dialogue) in Haiti.
- The **EUD does not have adequate internal technical support** available to mainstream GEWE in a strategic and nuanced fashion into its programmes and projects in Haiti.
- Despite a commitment and openness to GEWE, EUD staff interviewed demonstrated a limited level of knowledge of concepts and the differences between gender equality vs. women's issues, as well as a low degree of awareness about GEWE policies.
- Many government ministry and NGO implementing partner organisation staff demonstrated a very minimal understanding of GEWE and the purpose of its integration in programming.
- There is **no regular coordination between EC institutions and Member State (MS)** to analyse, strategise and plan out a division of labour to address GEWE (including GbV) through programming and/or dialogue.
- Though the **Country Strategy Document and Indicative National Programme** make cursory mention of **GbV**, one of the priorities of the EC support to the implementation of the Government's Plan for Gender Equality programme is to combat all forms of violence against women. It is also supporting four projects focused on GbV through the EIDHR.

This country case study refutes some desk review findings, including:

- Some complementary division of tasks between EU and MS: In Haiti, there is no coordination around the division of tasks between the EUD, ECHO and Spanish Cooperation.
- Political dialogue on women, peace and security: The EUD is not engaged in political dialogue with the Haitian government in general and specifically on GEWE. Though dialogue at the national takes place on women, peace and security, the EC is not engaged in that dialogue.

In terms of **recommendations**, the following are proposals for EC/EUD to consider to make greater progress on implementing EU GEWE commitments:

- As the political dialogue between the EUD and the Government of Haiti resumes, prepare an **engagement strategy** for the EUD that proactively identifies opportunities and

messages within the context of existing or future iterations of **budget support**, as well as current programming, to strengthen political and policy dialogue on gender.

- **Integrate gender analysis from the earliest stages of the programme cycle**, i.e. in project identification and design through inclusion of a gender expert or gender expertise on the external design team. Ensure that GEWE is integrated into calls for proposals and that organisations responding to the calls for proposals are held to account for those criteria. To this end, make available at the beginning and build **technical support for GEWE into the design** of each project/programme. Ensure that this support is linked with gender technical support that will soon become available within the NAO.
- Put in place measures to make certain that monitoring and evaluation (M&E) strategies for each programme include a focus on gender (including precise outcome and output indicators). Ensure that EUD programme managers, Ministry and implementing partner senior staff have the same understanding of which GEWE indicators they are responsible for monitoring and how to monitor them. EUD senior leadership and programme managers to hold themselves and their partners accountable for such monitoring and reporting.
- Produce a consolidated **internal knowledge management product** that takes stock of the positive impact/outcome of current programming on GEWE (regardless of whether there are corresponding indicators in the programme/project document).
- Make available more dedicated quality gender expertise and more consistent and higher quality training on GEWE for EUD senior leadership and project/programme managers.
- **Senior Management should hold programme managers accountable** to ensure greater adherence to existing EU GEWE policies and commitments, with a specific focus on consistent and realistic reporting against the EU Gender Action Plan. HQ to make available and provide training on GEWE toolboxes to project managers.
- **Make available sector-specialised support** on GEWE mainstreaming in programming – e.g. in. public works, agriculture, health, etc.) Experience from the EC's gender mainstreaming work in Morocco would be particularly useful.

Annexes

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Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for Morocco

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April 2015

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List of Acronyms and Abbreviations

AECID	Ministerio de Asuntos Exteriores y de Cooperación (Spanish Agency for International Development Cooperation)
CEDAW	Committee on the Elimination of Discrimination against Women
CNDH	Conseil National des Droits de l'Homme
CRIS	Common External Relations Information System
CSO	Civil Society Organisation
DG DEVCO	EC's Directorate-General for International Cooperation and Development
DPL	Development Policy Loans
EIDHR	European Instrument for Democracy and Human Rights
GAP	Gender Action Plan
GbV	Gender-based Violence
GEWE	Gender Equality and Women's Empowerment
GIZ	Gesellschaft für Internationale Zusammenarbeit (German Society for International Cooperation)
GFP	Gender Focal Point
IEDDH	Instrument Européen pour la Démocratie et les Droits de l'Homme
INDH	Initiative nationale de Développement Humain
NGO	Non-governmental Organisation
PEV	Politique Européenne de Voisinage
QSG	Quality Support Group
ROM	Results-oriented Monitoring

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EU and Member States in development cooperation in the 2010–13 period;
- the extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–13.

The purpose of the visit was to collect information from EU Delegation (EUD) staff, partner agencies, project implementers and beneficiaries about the approach adopted by the EU to promote GEWE at the country level, and the results, outcomes and impacts achieved. The country visits follow completion of the desk phase and are expected to: address information gaps identified in the desk report relating to 14 evaluation questions; reflect on the preliminary findings presented in the desk report and confirm or challenge them; and test hypotheses developed, presented in the desk report.²¹⁰

Morocco was selected as one of the 11 country cases for the EU evaluation. The countries were selected based on the following criteria: importance of EU support in the country; covering all major regions; broader learning potential; country coverage of earlier and ongoing evaluations; political and economic context (stable, fragile, post-conflict, etc.); existence of budget support cooperation; and geographical priorities of the Member States involved in the Reference Group.

Each of the case study countries represents a different context. Morocco was selected as a case study as it is an EU Neighbourhood Country, a country where the EU Delegation provides sector and budget support and a country where Spain, one of the evaluation's focal Member States is active.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. The field mission took place from 28 September and 9 October 2014 and included individual and small group interviews with 38 respondents (see Annex 1):

- 9 officials from the EU Delegation
- 5 officials from the Spanish Cooperation
- 5 officials from government departments
- 10 officials from Member States and other donor
- 7 civil society organisation representatives.

Data collection was carried out using an interview guide specifically developed for the country visits of this evaluation, thus ensuring coherence in data collection. In order to triangulate the findings from the interviews and the desk phase, the country team reviewed over 111 documents (see Annex 3 for details).

1.2 Selection of Projects to Study

To feed into the wider evaluation, each country case study was expected to assess:

²¹⁰ As Morocco is not a crisis country the EU Delegation there does not work on Women, Peace and Security. The country team did not therefore explore desk review hypotheses on this question.

- gender mainstreaming in budget support operations where they exist;
- gender mainstreaming in selected focal sectors;
- up to five gender-specific projects.

The focal sectors were selected on the basis of a number of criteria, including: sectoral coverage (ensuring the focus of any budget support and sector assistance was distinct); scale of EC investment; and gender issues were either identified in MIPs/NIPs or there was scope for gender issues to be covered in the sector. For the selection of gender-specific projects, the main criteria used were: sectoral coverage, coverage of different geographical and thematic instruments and diverse range of national partners. As far as possible, the projects selected were those with a well-documented evidence base (e.g. results-oriented monitoring (ROM) reports, reviews and evaluations).

The social sectors were selected as the focal sectors for the Morocco country case study. The programmes and projects reviewed are highlighted below. Annex 2 provides the contract reference number and implementation period for each:

- Support to the implementation of the Government's Programme for Gender Equality;
- Support to the implementation of the Government's Education Strategy;
- Support to the Government's Human Development Programme (INDH);
- Bilateral Women's empowerment project: Argan Oil;
- Project 'Strong Women' (Forces des Femmes), implemented by civil society and financed under the 'Strengthening the capacity of non-state actors to promote women's rights and gender equality in Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, the Occupied Palestinian Territory, Syria, Tunisia, and Mauritania.'

In addition, documents relating to budgetary support to the health sector were also reviewed. This work is jointly funded by the EC, Spanish Cooperation and UNFPA.

In terms of limitations to the study, it is important to note that the fieldwork took place at a very busy time for all stakeholders as it came after the long summer holiday break. This meant that interviews with most Delegation officials were limited to 30 minutes. A further limitation to the study is that the sample of programmes reviewed was in fact managed by staff with existing gender expertise/experience. An outstanding question is whether the good practices identified in this report would extend across the Delegation to programmes managed by staff who do not have such strong expertise.

2. Country and Development Partner Context

2.1 Gender Equality and Women's Empowerment in Morocco

Morocco has initiated major reforms in promoting the status of women. Significant changes in gender-related policy took place during the 2000s and early 2010s. Reforms include: revisions to the Family Code (2004), Labour Code (2003) and partial revisions of the Penal Code (2003 and 2014); right of women to pass their nationality to their children (2007); introduction of women-only electoral rolls;²¹¹ obligation to take into account the gender approach in the targets/indicators in the draft Law on Finance. Morocco also withdrew its reservations to articles 9 and 16 of CEDAW (2011) and initiated the review of the ratification of the Optional Protocol. The constitutional revision of 2011 amplified these reforms, prohibiting all forms of discrimination on grounds of sex and promoting gender equity and equality between men and women in all areas (article 19).

²¹¹ Law of the House of Representatives (2002 and 2011) and the Electoral Code (2008).

Reforms also affected sectoral policies, such as: reforms to improve primary education for rural girls and to reduce maternal mortality; reforms to extend the territorial scope of the family courts and the development of infrastructures ('cellules' in French) for combatting violence against women as well as capacity building for judges and judicial staff on gender equality.

While significant, the impact of these reforms remained limited due to the lack of a strategic political vision and lack of a systematic mainstreaming of gender concerns in public policies. Effects of this have included low performance in human development and gender equality²¹² and high prevalence of gender-based violence.²¹³ According to the World Economic Forum's Global Gender Gap Report, Morocco has not made significant overall progress in reducing gender inequalities relating to health, education, economics and politics, showing only 0.4% change between 2006 and 2013.²¹⁴

As one way of addressing the challenges, the previous government developed 'The Government Agenda for Equality 2011–15' as a strategic framework for gender equality mainstreaming in the public sector. In 2012, the government majority changed, with the new government chaired by an Islamist party. The new government adopted the agenda with minor changes, including a renaming to the 'State Plan for Gender Equality 2012–16' (PGE). **The EU Delegation played an instrumental role in the adoption and signature by the government of this Plan, providing 45 million euros for its implementation.**²¹⁵

The challenge for Morocco is now to ensure that the strong political and social will that led to the adoption of key gender-related reforms continues through to implementation of these reforms and transformation in gender norms and practices. Morocco's strong and active civil society movement for women's rights, its vigilant and engaged press on this topic and the clear commitment of the King to gender equality provides an enabling environment for the EU Delegation and Member States to continue to engage in political and policy dialogue and to provide support for GEWE initiatives.

2.2 European Commission Cooperation

Morocco is a priority country for EC Cooperation. In 1996, Morocco and the EU signed a Memorandum of Understanding (effective in 2000). Under the European Neighbourhood Policy, five-year Action Plans were negotiated with Morocco setting out the objectives for reforms in all areas of cooperation. In 2008, Morocco received 'advanced status' with the EU, with a view to strengthening political and security cooperation and to the gradual integration of Morocco into the EU market through legislative and regulatory convergence and expansion of the partnership to new players. As a result of this enhanced partnership, Morocco is the largest recipient of EU technical and financial cooperation in the European Neighbourhood region, with a budget of EUR 580.5 million (2011–13). Additional funding of EUR 128 million (2011–13) was made in support of democratic reform and sustainable and inclusive economic development (Spring Programme).

The majority of EC funding was provided through budget support.

Key initiatives relevant to gender equality include:

- **Budget support to the 2012–16 Government Plan for Gender Equality (Convention n° 22-775 and 23-519):** An initiative considered by all partners as a flagship and unique. It

²¹² In 2013, the gender inequality index for Morocco is 0.460 (UNDP, 2014).

²¹³ The National Study on gender-based violence (Haut-commissariat au Plan, 2009) revealed that nearly 6 million Moroccan women had experienced an act of violence.

²¹⁴ While education scores are relatively high and have increased (increasing from 0.845 to 0.900 between 2007 and 2013) economic participation is very low and has decreased (0.401 in 2007 to 0.395 in 2013). Political empowerment has increased from 0.053 in 2007 to 0.072 in 2013. Health and survival has stayed at 0.97 across the same time period. Note that 1= Equality. http://www3.weforum.org/docs/WEF_GenderGap_Report_2013.pdf

²¹⁵ This role was recognised by all stakeholders interviewed – government and donor.

provides a coherent and comprehensive support over 48 months, with a budget of EUR 45 million: EUR 38 million is provided in budget support; EUR 2 million in grants to civil society for developing projects on gender equality in Morocco (mainly to develop equality culture, political participation of women, and fight against GbV); and EUR 5 million for Technical Cooperation (capacity building for ministries in particular).

- **Programme for Civil Society Organisations:** Currently, more than 50 projects are being implemented with a total budget of EUR 15 million in the areas of democracy and human rights, justice, migration, security, environment, energy and transport.
- **A new Civil Society Facility programme** for the period 2013–15 with a total budget of EUR 1.4 million.
- The **European Fund for Democracy** which aims to support civil society organisations, movements and individual activists and independent media to act to support a pluralistic political system.
- **Gender-Targeted Projects** including those reviewed in the country visit (see Annex 2).
- **Regional GEWE Programmes.** These include: (1) 'Euro Med Gender' programme under the monitoring of the recommendations of the Platform of Istanbul Marrakech and Paris (Mediterranean countries); (2) 'Leap Forward for Women' programme: (2012–16) under the European Neighbourhood Policy Instrument (for the South) implemented by UN Women funded by a grant of EUR 7,000,000 from the EU and EUR 1.2 million from UN Women. This programme aims to support initiatives of national and regional institutions and civil society organisations (CSOs) to promote the active participation of women in decision making in all areas, and the Project 'Young women create jobs' helping talented young students in university final planning to start their own business.

2.3 Member States' Cooperation

The table below shows which Member States have Morocco as one of the top 10 beneficiaries of their gender equality-targeted support in 2011.

	Morocco's ranking	Total aid (\$ million)	Gender equality-targeted aid ²¹⁶
			% of total
EU Institutions	3	950	27
France	3	638	24
Germany	5	351	12
Spain	3	48	48
Belgium	8	35	91

Source: OECD (April 2014) Aide à l'appui de l'égalité homme-femme et de l'autonomisation des femmes – graphiques par donneur.

Morocco is one of the largest recipients of **Spanish Cooperation**. The 2005–08 Country Strategy Paper included gender and development as a stand-alone sector. However, reductions in the amount of aid as a result of the economic crisis and across-the-board budget cuts have been important: from EUR 80 million in 2010 to EUR 41.39 million in 2011 and EUR 27.5 million in 2012. In the context of this budget reduction, Spanish Cooperation has had to reduce its lines of action. Gender is no longer a stand-alone sector. Instead it has become a cross-cutting topic within the three priority sectors defined in the Country Partnership Framework (2013–16): strengthening democratic processes and the rule of law; promotion of economic and social cohesion systems with emphasis on basic social services opportunities.²¹⁷ One could conclude that this signifies a de-prioritisation of gender under the

²¹⁶% of sector allocable aid. Activities not screened against the gender equality marker have been excluded.

²¹⁷ See Cooperación Española, 2014a.

reduced budget. However, it is important to note the efforts that Spanish Cooperation is taking to ensure that gender mainstreaming is meaningful and effective within its selected priority sectors. See Section 3.5 below.

2.4 Other Donors

Two of the key donors seen by informants to be promoting gender equality in Morocco are UN Women and the World Bank.

UN Women is the key gender-related donor in Morocco. The UN Women Multi-Country Office for the Maghreb is based in Rabat, Morocco. It covers Morocco, Algeria and Tunisia. UN Women supports the Government, national institutions and civil society organisations in implementing international commitments in the field of gender equality (including CEDAW) and in promoting women's human rights at all levels, including (1) women's leadership and participation; (2) women's economic empowerment; (3) eliminating violence against women and girls; and (4) gender-sensitive planning and budgeting.

The **World Bank's** new framework revolves around three strategic pillars: promoting competitive and inclusive growth; building a green and resilient future; and strengthening governance and institutions for improved service delivery to all citizens. Gender, youth, voice and participation have also been retained as cross-cutting themes. Development policy loans will continue to be a defining aspect of the lending program in Morocco given the maturity of reform programs in several areas such as governance, competitiveness, employment or green growth. The Bank will also continue to implement important sector-specific investment programmes.²¹⁸

3. Findings

3.1 Gender Mainstreaming

Integration of gender analysis into country strategies, programme design and reviews

Gender analysis in country strategies and plans has improved significantly in the period 2007–14. However, it is important to note that gender analysis and sex-disaggregated indicators are found in areas related to democracy, human rights and social sectors (primary and secondary education, maternal health, poverty reduction). They are non-existent in other areas of cooperation noted in the documents, such as trade, security, energy, water and transportation. This would indicate that gender analysis has primarily been used to contextualise the relevant sectors, rather than as a criteria for selecting focal sectors.

The European Union's 2007–13 Country Strategy has a basic level of gender analysis in the country analysis section. The **strategy section** does not address GEWE in a way that reflects the analysis. No gender profile is annexed to the strategy, although an environmental profile is annexed.

The 2014–17 'Cadre unique d'appui', which is the new European Union strategy, is considerably stronger in terms of gender analysis. It is supported by a Country Gender Profile. Within the document itself, the general context refers to article 19 of the Constitution of Morocco which highlights a commitment to gender equality. Gender is noted as cross-cutting all three priority sectors (page 15) and gender analysis informs the detail of two of the priority areas: equitable access to basic services and democratic governance, rule of law and mobility. Sector 3 (Employment, sustainable and inclusive growth) is gender neutral.

²¹⁸ See <http://www.worldbank.org/en/country/morocco/overview>.

The Morocco Action Plan for the implementation of advanced status (2013–17) is a Guidance Document for the cooperation between the European Union and Morocco. Gender analysis is integrated into various key sectors. These include:

- democracy, rule of law and governance (pp. 10–14);
- employment (including fundamental social rights and core labour standards) (pp. 29–30);
- social and human development (p. 33);
- fishing: human resources and employment: creation of an observatory of employment in the fisheries sector (development of professional women, p. 41);
- education, training and health (p. 71).

Spanish Cooperation has integrated gender analysis in its Country Strategies to a good extent. Gender analysis is evident throughout the 2014–16 Morocco-Spain Country Partnership Framework. Gender analysis is integrated into the general country situation analysis. It is noted that gender is a cross-cutting issue and this is borne out throughout the document with gender issues raised throughout the different sectors. As an indication, four examples are highlighted below:

- Rule of Law and Human Rights: Gender equality will be present throughout the intervention, particularly access to justice and capacity building of the staff of the justice system (p. 13);
- Inclusive and sustainable growth (women's cooperatives); Employment strategy of Morocco with International Labour Organization (ILO) support, support is given to emergency actions of this strategy in terms of integration of young people and women in situations of exclusion (p. 16);
- Right to Health: Equity and universal coverage; health and maternal mortality, quality of medical care for victims of gender-based violence (p. 18);
- Commitments to equitable access to education, including disaggregation of data by sex (p. 17).

Gender analysis in programmes

The unique situation of Morocco is that since 2012 the EU Delegation has invested EUR 45 million in budgetary support to the Government Plan for Gender Equality. This is devoted exclusively to the promotion of gender equality in all sectors.

Gender analysis has been carefully integrated into the design and reviews of the EU Delegation programmes analysed, all of which are in the social sectors. A strong example is the support to Morocco's Human Development Programme which provides thorough gender analysis in the identification report as well as the programme evaluation.²¹⁹

However, it is important to note the concern by staff that design phase funds are often inadequate to conduct the gender analysis they would like. For example, the funds for the design phase under the Neighbourhood Common Fund are limited. Staff noted that this means that even though they might like to bring a gender expert into the design team they often do not have the resources to pay for an additional team member to address the challenge that sector experts often do not have gender expertise. This is a frustration as staff have noted that gender mainstreaming must be undertaken at the earliest stages of identification and must include gender expertise to ensure that gender is mainstreamed throughout the programme. As one senior manager noted '*Mainstreaming gender analysis at the earliest stages should be a core component of good programme quality.*'

Gender issues have been clearly reflected in the selection of strategic objectives and indicators at programme level. Examples were found through inclusion of:

1. specific conditions (with performance indicators for variable tranche disbursement) into

²¹⁹ see Délégation de l'Union Européenne au Royaume du Maroc, 2011b; Cambridge Education Consortium, 2007)

- sector programmes for the promotion of GEWE;
- 2. specific conditions with indicators for mainstreaming of gender;
- 3. technical cooperation support for specific actions to promote GEWE;
- 4. technical cooperation support for gender mainstreaming.

Examples were seen of the integration of gender analysis in programme evaluations conducted:

- *Evaluation of the Human Development Programme (INDH):*²²⁰ The programme evaluation objectives required the team to: 'analyse results and impact from a gender perspective.' The evaluation report included gender analysis and notes the value added of EC support as ensuring a 'focus on the inclusion of gender' (p. 7). The evaluation concludes, however, that '*The program's impact on gender inequality is not always positive, because of the 'gender blindness' during project design and setting up*' (p. 8). The latter is worth noting in view of the point above around insufficient funds for bringing gender expertise into the design phase.
- *The evaluation of the water and agriculture programme in Sahla region:* As a result of programme implementation highlighting important gender issues, the EUD decided to commission a gender-sensitive evaluation, with a strong focus on gender analysis.²²¹
- *Education Programme:* While the situation analysis in the Technical and Administrative Provisions of the Financing Agreement is not strong from a gender analysis perspective, the disbursement reports and monitoring missions have integrated gender analysis systematically.²²² The inclusion of gender-responsive indicators as variable tranche performance indicators facilitate this integration and provide important leverage for discussions on gender-related performance.

The Spanish Cooperation has not conducted an evaluation of its previous Country Framework. It was providing budgetary support to the education sector and was therefore involved in the joint monitoring missions with the Delegation and other donors. The comment above on the Education Programme evaluation therefore also applies to Spanish Cooperation.

Mainstreaming in dialogue processes

Evidence was found for a prioritisation of gender issues in sector policy dialogue processes relating to the initiatives reviewed:

- The EU Delegation took a strong stance in negotiations around the inclusion of gender-responsive health and education indicators within budget support to the second phase of the government's Human Development Programme (INDH II). This was noted by staff in the responsible Ministry and triangulated through interviews with Delegation staff.
- The Ministry of Education noted that the EU Delegation was the lead donor in terms of consistently raising gender issues in its education-related policy dialogue. A senior civil servant noted the following about the Delegation: '*They are a social partner, they talk to us and we have a shared common interest in enhancing education. They listen to us... What distinguishes the Commission specifically in relation to gender is they are the one donor who supports gender and asks us for disaggregation- not just by sex but by rural-urban. We know that if [the Gender Focal Point – GFP] is in a meeting, gender will be raised. As it would be when the previous Head of Coop was present.*'

Spanish Cooperation staff noted that they prioritise gender mainstreaming through their budget support-related policy dialogue. They also noted that they could do better, hence the commissioning of a gender audit and strategy (see Section 3.5 below). The EU Delegation

²²⁰ See Délégation de l'Union Européenne au Royaume du Maroc, 2011b. Programme d'appui à l'Initiative nationale de Développement Humain (INDH) : appui au programme de lutte contre la pauvreté en milieu rural de l'INDH Evaluation finale.

²²¹ EC Delegation Maroc, 2011e. Termes de Reference: Mission d'évaluation finale du projet 'Aménagement Hydro Agricole du Perimetre de SAHLA- Province de Tatouinate Maroc.'

²²² See EC Delegation Maroc, 2009, 2010b, 2011d, 2012e, 2013e, EU Delegation to Morocco 2013d, ECORYS 2013 and Mission multi-bailleurs de fonds 2013.

confirmed its joint policy dialogue with Spain, particularly with regard to dialogue with the Ministry of Health. **Consultations with civil society and other stakeholders, notably UN Women, are prioritised and held regularly to inform policy dialogue.**

EU budget support to the National Plan for Gender Equality includes a condition that civil society is consulted by monitoring missions and by the Ministry responsible for coordination of the Plan. Regular dialogues with civil society are seen to be essential to keeping the EUD informed on gender-related issues. Between 2013 and 2014, five consultations were held with civil society organisations promoting women's rights. Between 2010 and 2012, 11 meetings were held with women's rights organisations. The Head of UN Women noted a close relationship with the EU Head of Delegation who regularly consults her on gender-related issues. Common challenges to these consultations, as expressed by non-EU Delegation stakeholders, include a lack of reciprocity in information sharing by the EU Delegation as well as the financial burden placed on civil society in responding to frequent consultations, without a corresponding investment in the organisational structures of non-government organisations (NGOs).

Gender has also been an important feature of political dialogue. Numerous examples were included, such as a press article by the EU Head of Delegation and a joint letter with the Head of UN Women on combatting violence against women sent to the Chief of Government, development of an EU-wide 'Line to take on gender equality and women's empowerment' by the EU Head of Delegation, annual press releases on gender equality, and a gender equality-focused session during the 2014 sub-committee on Human Rights, Democratisation and Governance between the EU and the Government of Morocco.

It is important to note that the integration of GEWE into political and policy dialogue is supported in the context of Morocco by:

- the political dimension of gender equality in Morocco;
- the legitimacy gained through supporting the National Plan for Gender Equality;
- convergence between the EU Delegation and the feminist movement of Morocco on the adoption and implementation of the National Plan for Gender Equality.

Mainstreaming in programmes and projects

Sex-disaggregated indicators and gender equality performance indicators have been consistently and appropriately incorporated in the initiatives reviewed, including into budget support. Gender-responsive indicators have been included as performance indicators for the variable tranche. Scrutiny of the disbursement report for budget support to the National Plan for Gender Equality showed a rigorous analysis of each performance indicator by the EU Delegation. Where performance indicators were not met, as, for example, in the case of the draft bill on domestic violence, funds were not disbursed. It is important to note that non-disbursement decisions are based on broad consultations and negotiations. The twice yearly monitoring of the implementation of budget support to the National Plan for Gender Equality, for example, consists of three weeks of field visits and consultations with a broad range of stakeholders by a team of three experts. There is therefore a rigorous process for taking decisions around performance or non-performance.

To date, the Delegation has been able to postpone disbursement by a year. However, from this year there will be no postponements and the funds will simply be lost. This shows that **EU Delegation is serious about gender equality in its budget support, going beyond a tokenistic reference to gender disaggregation to send a clear message that non-performance on gender issues will have financial implications.** It is important to note that the EU Delegation is seen as a 'serious social partner.' The Delegation also follows up with both political and policy dialogue. This is a model of good practice that should be shared widely

with other EU Delegations who may be less clear about how to integrate GEWE in budget support.

It is important to note that current guidance from HQ on budget support does not include gender mainstreaming, although gender was highlighted in the 2007 EU General Budget Support Guidelines and the Guidelines for Support to Sector Programmes.²²³ It appears that in Morocco the HQ guidance on Sector Budget Support has been adhered to and well applied.

It is important to note that integration of requirements for sex disaggregation and mainstreaming of gender analysis is facilitated by the availability of relevant data in Morocco, compiled by the High Commission for Planning, the Ministry of Finance, women's rights organisations and others.

No country-specific guidance on mainstreaming gender equality was found. However, the **gender checklist from DEVCO is used systematically**. According to the EU Delegation's 2013 EU Gender Action Plan report, 100% of new projects and programmes use the gender checklist. Examples of use in governance and health sectors were shared, revealing that the exercise was not a simple tick-box exercise for the authors but that due consideration had been given.²²⁴ In addition, Departments are required to and do complete their own annual EU Gender Action Plan updates (it is not the GFP who completes it). Furthermore, the GFP has compiled various examples of good practice in gender mainstreaming in budgetary support for 10 sectors.²²⁵ This shows that while no country-specific guidance has been issued, the EU Delegation are appropriating and using select tools provided by the European Commission in Brussels and are innovating in developing their own mechanisms for understanding gender mainstreaming in budget support. The matrix used by Burkina Faso for reporting on the Gender Action Plan was developed by the GFP in Morocco, showing that these innovations have the potential to go beyond the Delegation.

According to the EU Gender Action Plan reports,²²⁶ **100% of new EU Delegation projects and programmes use the Gender Marker**. In 2012–13, 75% of new EU Delegation projects and programmes were G-1 or G-2. In 2013–14, 60% of new EU Delegation projects and programmes were G-1.

With regard to **Spain**, in 2012- 2013, 85% of new Spanish Cooperation projects and programmes were G-1 or G-2. In 2013–14, 78% of new Spanish Cooperation projects and programmes were G-1 or G-2.

There has therefore been a decline in the allocation of G-1 or G-2 between 2012–13 and 2013–14. For Spanish Cooperation, this decline could reflect the results of removing gender as a stand-alone sector. However, one would expect that the strong commitment to gender mainstreaming would lead to a continuation or increase in projects and programmes with at least a G-1, i.e. *'The development intervention has positive impacts on gender equality that can be inferred from the concept. However, gender equality is not the main objective of the development intervention.'*

²²³ In the General Budget Support guidelines it was noted as important to address MDG 3 and there were various suggestions on tools for assessing gender issues through the budget. In both the General Budget Support and the Sector Budget Support guidelines it is noted that gender issues can be taken into account in the choice of performance indicators and for the disbursement of variable tranches. In the Sector Budget Support guidelines there is further direction on addressing gender equality through gender-sensitive indicators, gender working groups, monitoring and stakeholder involvement. The 2012 Budget support guidelines only highlights gender as being an aim of sector reform contracts, but not in Good Governance and Development Contracts (GBS) or State building Contracts.

²²⁴ It is important to highlight that the Economic Growth Sector was not reviewed. During the debrief session staff in this section told us that they were not clearly integrating a gender approach and would welcome support to do this.

²²⁵ The sectors are agriculture, literacy, health, INDH I and II, forestry, infrastructure, Advanced Status, Basic Health Coverage and Agricultural Councils. See EC Delegation Maroc, 2013d for an example from the health sector.

²²⁶ See EC Delegation Maroc, 2011b, 2012g, 2013g and EU Delegation Maroc 2014.

In relation to the European Delegation, it was noted by staff during the debrief meeting that they do not have sufficient understanding to be able to use the marker appropriately, which has an impact on the statistics. For example, two projects were noted by the GFP where staff had put a G-0 when in fact she knew that gender was relevant to the project. The EU may wish to consider how to capitalise on the fact that Belgium has passed a law (19/3/2013) on development cooperation requiring that gender be included in all activities. G-1 should be the standard in all new projects. Some specific programmes and projects can have G-2. Staff have been trained on using the Gender Marker.

Internal mainstreaming

The EU Delegation in Morocco is using institutional guidance and tools for gender mainstreaming. **Evidence was provided of use of:**

- gender checklist for quality control on gender mainstreaming;
- annual EU Gender Action Plan report;
- Gender Marker;
- country gender profile;
- Brussels Quality Support Group (QSG) sending back formulation and identification fiches that did not adequately respond to the gender checklist, providing a set of additional gender questions/issues to consider in the 'QSG Checklist Budget Support Formulation' document. For example, around the gender-specific indicators;
- tender evaluation matrix (Brussels issued) which requires attention to cross-cutting issues such as gender;
- requirement in terms of reference for a problem analysis including areas 'such as gender, governance and environment';
- 2009 Evaluation of an irrigation project: the Terms of Reference specifically required the presence of a gender specialist in the team and there was a strong focus on gender.

In terms of relevance, the **most relevant tool for gender mainstreaming was seen to be the gender checklist**, which can support staff in going deeper into their analysis. As one staff member noted: *'It pushed me to ask questions, to develop our thinking with the Ministry, it provided a space for gender to enter into our discussions. It allowed us to argue our case as we had to complete the checklist credibly.'* Examples were also provided of how the checklist was used in the health programme [which shares the same common indicators with Spanish Cooperation].

The **Quality Support Group is also seen as a helpful capacity-building tool**, as one staff member noted: 'The comments from the QSG really encouraged me to go beyond gender analysis in context analysis but also into the problem analysis.' The EU Action Plan was seen by both Member States and Delegation as an instrument rather than as a strategic commitment. It is not used as a reference document as it is seen as badly structured and not user-friendly. The Gender Marker is used systematically in CRIS but is not seen to be a useful tool for thinking through the development of a project idea.

At country level, **leadership has been provided via the EU Head of Delegation and the former Chiefs of Cooperation.**²²⁷ The GFP has also received support from her Chiefs of Section, despite the fact that this means that the Section itself carries the extra burden of supporting gender mainstreaming throughout the whole Delegation. There was evidence of strong interest in gender mainstreaming by all those interviewed, and as evidenced by the high numbers of people who attended the voluntary debrief session, held at the end of the day on the Friday of a bank holiday weekend (see participant list in Annex 1). The Quality Support Group and annual EU Gender Action Plan report are used by the Delegation to keep gender and accountability for gender on the agenda. While this is positive, much of the energy

²²⁷ The new Chief of Co-Operation had only just taken up post at the time of fieldwork.

observed for gender mainstreaming still seems to depend on personalities and personal motivation, as well as the enabling environment in-country. It is not clear that gender mainstreaming has been institutionalised to the extent that should the key personalities in the Delegation move on or the in-country context change the quality of mainstreaming observed during the country visit would continue.

See Section 3.5 below for discussion on internal capacity for gender mainstreaming.

3.2 Cluster A: Coordination and Complementary

The EU Delegation has made important efforts to coordinate with Member States on gender-related issues. Efforts have included:

- presentation in 2014 to all EU Heads of Mission on the work of the EU Delegation in relation to GEWE and regular meetings between EU Heads of Mission;
- development of a 'line to take' on GEWE as part of the EU MSs political dialogue (2014);
- co-chairing with Spanish Cooperation of the thematic sub-group on gender. These meetings allow for a sharing between Member States and others of respective work for GEWE, for an updating of the situation in Morocco regarding GEWE and within different sectors.

Despite these efforts, coordination has been a big challenge for a number of reasons, including lack of a shared strategy. All those interviewed raised the point that the Government of Morocco prefers to have one-on-one relationships with donors, which renders joint strategies difficult. As a result, the gender sub-group has not attempted to develop a shared strategy. One important sticking point raised by Member States and another donor was the perceived lack of transparency by the EU Delegation around its support to the government's Plan for Gender Equality. The reason given for this by the EU Delegation is that it has been asked by its counterpart in government not to share performance indicators. In addition, it is important to note that the Delegation was issuing an invitation to tender for EUR 4.3 million worth of technical assistance for the Plan for Gender Equality so confidentiality was considered to be a necessary component to ensure due process in the tendering process. The EU Delegation has noted that once the tender process is completed they will ensure full transparency and coordination with all actors. In the meantime, however, it is important to note the practical implication of this confidentiality is that other donors have been unable to assess whether their own support is complementary or otherwise to support by EU Delegation. This illustrates the sensitive path that the Delegation must tread. It is hoped that the EU can resolve these tensions if it is to retain trust with the government while also building stronger cooperation with Member States.

It is also important to note the reduction in support to gender equality-targeted initiatives by Spain, Denmark and Germany who have not renewed gender equality sector programmes, focusing instead on gender mainstreaming into existing programmes. This represents a major shift in Member States' priorities and a de facto downgrading of gender. It will be essential to monitor whether the commitment to gender mainstreaming will lead to gender equality results or whether it will lead to evaporation of gender equality commitments. The EU will need to be vigilant in this regard. It is unrealistic to expect sector specialists to be gender experts able to effectively mainstream gender issues into their sectors without significant support. The EU and Member States will therefore need to step up their capacity-building efforts for effective gender mainstreaming and ensure that key organisational tools, such as budget support or programme design guidance, require gender mainstreaming and hold staff accountable for a failure to do so.

Another challenge noted by interviewees in terms of coordination is the lack of integration of gender issues into sector-specific meetings of donor coordination groups (including economic growth sector). This underlines the concern above that replacing gender equality sector

programmes with gender mainstreaming could well lead to a dramatic decline in gender equality results without an associated strategy for enabling gender mainstreaming by staff.

Overall, it was not possible to say that efforts to improve coordination at EU level have resulted in more effective dialogue relating to GEWE.

Outside of the EU, the Head of Delegation and the Head of UN Women have a close working relationship, which recently resulted in a joint letter to the Chief of Government of Morocco raising concerns about gender equality and violence against women-related issues.

3.3 Cluster B: Instruments

Gender equality and women's empowerment is being **promoted effectively through different instruments and modalities**. The consistency of this promotion in the initiatives has led to important synergies. For example, *Morocco's Human Development Programme* (INDH II) performance indicators on girls' schooling in rural areas support the education budget support programme and the INDH II performance indicators on maternal health also support the health budget support programme.

This complementarity relates to the professionalism and skills of individual staff rather than to an organisation-wide strategy. No evidence of institutional incentives, strategies, formal processes or procedures to ensure a complementary use of instruments for the promotion of GEWE were found.

The **three-pronged approach has been effective in promoting gender equality in Morocco**. Staff interviewed (other than those who have specifically worked on gender-related issues in Brussels or the GFP) did not refer specifically to the three-pronged approach. However, discussions revealed that the three prongs were being used systematically and in a complementary manner to develop interventions.

Interventions in the three prong areas are effectively monitored. The political and policy dialogue is less subject to formal monitoring. The annual EU Gender Action Plan report provides the place for reporting and reflection on achievements over the year.

The **EU Delegation has been very successful in treating GEWE as a cross-cutting issue in the programmes and initiatives reviewed**. Attention has been given to GEWE in documentation reviewed and in related strategic dialogue with government and civil society. Gender-sensitive data are included in monitoring. As noted above, the EU Delegation has recognised the need for an institutional capacity analysis of the different sectors to assess gender expertise requirements.

It is important to note that Morocco is a country that lends itself to the use of the three-pronged approach. The King is a prominent advocate of gender equality, the previous government put important structures/mechanisms in place to support GEWE, the current government approved a National Plan for Gender Equality with its focus on gender mainstreaming, the Ministry of Finance was one of the first in the world to pilot gender-responsive budgeting, the new Constitution provides for gender equality, there is a strong civil society movement for women's rights and there is a vigilant and engaged press on this topic. This provides an enabling environment for the EU Delegation to engage in political and policy dialogue on GEWE, to ensure gender mainstreaming in their activities, as well as to develop targeted actions for women's empowerment.

3.4 Cluster C: Engaging Actors and Partners, Notably in Combatting GbV, in Different Contexts

The EU Delegation has engaged with partner governments and other partners in combatting gender-based violence and the development of relevant support strategies. Promotion of, and support for, combatting gender-based violence has been responsive to country needs, context and opportunities.

The EU Delegation used the opportunity to provide budget support to the Plan for Gender Equality to include performance indicators on actions relating to combatting violence against women (see 4.5 below for further information). Budget support in different sectors has been used to integrate indicators relating to violence against women – from early marriage, to legal assistance, to enhancing the information systems on violence against women as a few examples.

An important number of NGO projects on GbV issues have been financed through EIDHR and non-state actors' calls for proposals.

3.5 Cluster D: Achievement of GEWE Objectives²²⁸

Political and policy dialogues have contributed to keeping gender equality on the agenda of EC-Morocco relations. Policy dialogue processes in the sectors reviewed use objectives and indicators for tracking progress across support provided. Gender-related performance indicators for variable tranche disbursement provide an immediate entry point for this policy dialogue. The EUD were clear that budgetary support from the EU to the Plan for Gender Equality facilitates legitimate dialogue on gender equality, particularly as the EUD is the lead donor on this Plan (and the only donor providing budget support – at the government's insistence that one donor was sufficient for budget support but that other donors could support the Plan in other ways).

Policy dialogue has been used to inform political dialogue. So, for example, one of the variable tranche performance indicators for EU's budget support to Morocco's Plan for Gender Equality related to a draft bill on combatting violence against women. The performance indicator was not met and the funds were not disbursed. In parallel to discussions around this performance indicator, the EU Head of Delegation and the Head of UN Women sent a joint letter of concern to the Head of Government expressing their concerns with the content of the draft bill. This highlights the important link between political dialogue and development cooperation.

A number of examples were found of where specific actions to empower women have contributed to redressing inequalities. Access to primary schooling for girls in rural areas has improved and the monitoring mission on the Education Programme concludes that this improvement is '*probably mainly due to the social support measures*' put in place, measures supported through EU intervention.²²⁹

The Argan Programme (2003–10) resulted in: improvement in women's income; organisation of women into cooperatives of producers to enhance their access to resources; and the creation of an association of 150 women's cooperatives working on argan oil extraction. Productivity was multiplied two and a half times in five years. Women members have benefited from medical coverage for their families. Political participation results were that three women were elected to local office. The tools put in place for women's empowerment during this programme have since been used in other projects and programmes run by national partners, particularly the Social Development Agency (ADS – Agence de Développement Social).

²²⁸ Morocco is not a crisis country under the Action Plan for Gender Equality and Women's Empowerment so does not have a mandate for working on Women, Peace and Security.

²²⁹ These include boarding schools for girls, Centres for Identifying Violence in Schools and teacher training.

Regarding the impact on gender equality of budget support of EUR 45 million to the implementation of the National Plan for Gender Equality, it must be noted that important mechanisms have been put in place which will support gender equality. These include:

- 'Mechanisms for gender mainstreaming are institutionalised in ministries, parliament and communes' (Result 3, indicator 7). These mechanisms are gender equality cells;
- EUR 5 million for technical support to build the capacity of ministries for gender mainstreaming – the tender for this has just been released;
- EUR 2 million for civil society organisations;
- indicator on the consultation/participation of civil society organisations in monitoring/evaluation of Plan implementation with funding available for this monitoring;
- performance indicator in the variable tranche on enhancing capacity of Ministry of Women. When budgetary support was first put in place only five staff members in the Ministry were dealing with gender equality. A condition of EC support was that this capacity be increased. Now there are 26 staff members, with more expected in 2015 for implementation of the Plan.

It is too early, however, to have evidence on the impact of these ultimately in redressing equalities and improving gender balance. What is interesting to note is that the above mechanisms address directly some of the lessons from the persistence of gender inequalities referred to in Section 3 above, including the lack of a systematic mainstreaming of gender concerns in public policies.

EC supported capacity-building programmes reviewed have contributed to empowering and enabling national and local governments to promote GEWE in their work to some extent. Examples from the health and education sectors show that the EU Delegation is supporting government partners to address capacity weaknesses identified during sector gender audits. Capacity-building support is provided alongside financial assistance through budget support to provide a complementary package of support. Evidence was found of effective capacity building during monitoring of the Education Programme.

The Human Development Programme I has contributed to an increase of women participating in rural development decision-making structures from 14% at the start of the programme to 21% by the end.²³⁰

Spanish Cooperation's main GEWE-specific activities have been directed towards the protection and improvement of the situation of women survivors of gender violence, economic empowerment, increased and improved social care, access to justice, access to education and increasing political participation of women. Capacity building of civil society, women parliamentarians and the judiciary on gender equality has taken place. Between 2007–11, EUR 21,434,011 million were spent on women's empowerment.

3.6 Cluster E: Institutional Capacity to Deliver

All staff interviewed had good knowledge on GEWE policies and concepts and were able to demonstrate during interviews and in the document review that they understand, analyse and apply relevant gender policies and concepts. It is important to note that staff interviewed had previously worked on gender issues prior to their current posting. Staff in the Delegation have strong interest in gender equality according to the GFP and as evidenced by the strong attendance at the voluntary debrief meeting taking place on the Friday afternoon of a national holiday weekend (24 staff attended).

²³⁰ See Délégation de l'Union Européenne au Royaume du Maroc, 2011b. Programme d'appui à l'Initiative nationale de Développement Humain (INDH) : appui au programme de lutte contre la pauvreté en milieu rural de l'INDH Evaluation finale.

However, the EU Delegation has recognised that its institutional capacity to deliver on GEWE is insufficient, particularly in the context of a dramatic increase in staff workload over the last three to four years. Despite the efforts of staff and leadership, capacity is not aligned with the political and social requirements for gender equality in Morocco. There are high expectations – from government and civil society as well as from staff themselves.

The EU Delegation is aware of its strong reliance on the GFP and on staff with prior gender training and expertise. It is important to note that three-quarters of the GFP's time is spent on responding to requests from Brussels, leaving only one-quarter of her focal point time for supporting the Delegation. Budgetary support to the National Plan for Gender Equality is time consuming and overwork by the EU Delegation contributed to delays in releasing funds for technical support and civil society components of budgetary support.

The EU Head of Delegation and his team are committed to conducting an internal gender audit and developing an office-wide strategy for GEWE in order to better address their capacity constraints. However, the Delegation does not currently have the funds for this due to budget cuts. A formal request for support was therefore made by the EU Head of Delegation to Brussels in March 2014. Unfortunately, the support was not forthcoming.

In terms of training per se, it is important to note that there has not been any training to date of staff. The sole formal internal mechanism for enhancing staff skills to deliver on GEWE has been the GFP who follows up and supports staff, while also dealing with her own full workload. Informally, those who joined the office already skilled in GEWE are able to raise gender-related issues with their colleagues. However, in 2015, in response to a high staff demand, there will be a training for the Delegation run by Brussels, as part of the 'Voisinage Sud' support.

Management has provided leadership on gender equality issues. The EU Head of Delegation is well informed about gender issues and numerous examples were available of how he has promoted gender equality both formally and informally. The Head of Cooperation and the GFP's Head of Section were both new in post (number of weeks) at the time of fieldwork. It was reported from different stakeholders that previous post holders provided leadership on gender equality.

Organisational accountability for GEWE is principally in the form of the annual EU Gender Action Plan report. However, it is not clear what the consequences of this report are in terms of rewarding progress or responding to lack of progress.

The Spanish Cooperation has a GFP who is an experienced and qualified gender expert. Funding cuts have meant that she has had to pay to attend training herself. Spanish Cooperation provides online courses for staff, including one on gender mainstreaming. No one in the office, other than the GFP has taken it, prioritising instead to take sector-related courses. This highlights the importance of gender mainstreaming within all training. Staff are clear, however, that their skills for gender mainstreaming within sector support could be improved. As a result, Spanish Cooperation has conducted a series of internal workshops and an audit on gender mainstreaming. An office-wide action plan has been commissioned to respond to the gender audit. It has been paid for by Madrid at the request of the office in Morocco.

4. Conclusions

Morocco provides a context conducive to implementation of the EU Action Plan on Gender Equality and Women's Empowerment. The EU Delegation has been able to seize the opportunities available in order to take gender equality forward through their support to government and civil society in Morocco.

The following drivers of success have been important:

- **Context:** The enabling environment in Morocco means that gender is on the table. Civil society, the active media, State institutions, the elected government and the King are all vigilant when it comes to gender equality.
- The commitment and skills of individuals within the EU Delegation, including the EU Head of Delegation and the GFP.
- The EU Delegation's investment in budgetary support to the Government Plan for Gender Equality. This pioneering initiative is to be lauded for the fact that its performance indicators really tackle gender mainstreaming issues- they seek to institutionalise gender through a focus on enhancing staff capacity/staffing, establishing formal mainstreaming mechanisms in each government department and supporting CSOs to monitor implementation of gender equality commitments. This has provided the Delegation with a political and policy legitimacy for supporting Morocco in its efforts to ensure GEWE.
- Integration of gender equality-related variable tranche performance indicators in budget support has ensured that gender remains on the agenda and has enabled rigorous monitoring and dialogue with government on gender equality.

Obstacles that have limited further success include:

- Lack of prioritisation and consistent gender mainstreaming from Brussels throughout all guidance and across all sectors. Guidance to the Delegation does not systematically require gender mainstreaming (e.g. budget support guidance) and design phase budgets do not always allow for gender expertise. Lack of EU-wide accountability mechanisms mean that performance is tied to the personal commitment of individuals. Requests from the Delegation for a gender audit to support an internal strategy for gender mainstreaming have not yet been met.
- Certain sectors within the EU Delegation have not prioritised gender mainstreaming: this is not through lack of goodwill but an acknowledged lack of capacity and prioritisation. One step to address this is the proposed training in 2015. However, Brussels should consider again whether it is able to resource the Delegation's request for a gender audit to inform an office strategy.
- The demand for gender expertise is higher than the current capacity to meet demand. The Delegation is fortunate to have an experienced, highly competent and well respected GFP, who works closely with other colleagues who also have strong gender expertise. However, as the Delegation is well aware, the demands from colleagues and from partners for gender expertise is higher than existing staff can deliver on.

There are a number of areas that the European Union and Member States may wish to consider as they move forward:

- **Prioritising gender equality beyond the social sectors.** An important point of dialogue should be the decrease in women's economic participation in Morocco. Delegation staff have acknowledged a weakness in gender mainstreaming in the economic sector and the Delegation may wish to increase its capacity in this area to help reduce the decline and ultimately redress inequality in economic participation.
- **Addressing the risks associated with the re-prioritisation of gender as a cross-cutting issue by a number of Member States.** Gender mainstreaming, when conducted effectively, is a powerful tool for gender equality. However, it is not a quick or cheap fix to be adopted to respond to resource cuts. To be effective, gender mainstreaming requires a significant investment in terms of building the capacity of generalist or sector staff, in terms of developing and ensuring the use of relevant tools across the organisation and in terms of monitoring and accountability for gender equality results among broader results. This evaluation has shown significant gaps across the European Union in terms of gender mainstreaming. It will therefore be essential to monitor whether this potential downgrading of gender equality to one element of the three-pronged approach will lead to gender equality results or whether it will lead to evaporation of gender equality commitments.

- **Lack of Joined-Up working on gender equality.** Member States and the Delegation would do well to explore developing a joint strategy on gender equality. This could build on the EU Head of Delegation's Line To Take. A first step will be to address conflict created by the confidentiality around the Delegation's budget support to the gender plan. Member States could do well to pool resources for gender mainstreaming. The EU could consider how to build on the different training available, including the Spanish Cooperation online course and the Belgian training on using the Gender Marker, for example. The gender audit and strategy development currently underway by Spanish Cooperation also provides a model of good practice to support staff with meeting gender mainstreaming commitments in concrete ways.
- **Enhancing institutional mechanisms for gender mainstreaming.** This includes ensuring gender analysis from the earliest stages of project identification. This could be supported through the development of an internal Quality Support Group that is available for support at this early stage.

The field visit refutes desk review findings in a number of ways:

1. There were strong examples of how **political dialogue** has been used to support the gender equality and women's empowerment agenda;
2. **Gender indicators** were integrated across the social sector programmes reviewed. Staff in other sectors have been less systematic but are interested in developing skills so that they can be more systematic in identifying and advocating for gender indicators;
3. There was some evidence that instruments and budget lines **had been used complementarily**;
4. Addressing **violence against women** is a priority;
5. In Morocco, the three prongs are being used carefully and in a complementary manner to promote gender equality and women's empowerment;
6. Lack of evidence of gender mainstreaming in budget support. **Morocco provides an example of good practice on gender mainstreaming in budget support** to the sectors reviewed, providing a complementary package of financial and technical support;
7. The **Gender Marker** is used systematically (although it is not seen as a tool that supports staff).

It confirms the following desk review finding:

8. Little evidence could be found of **gender analysis** underpinning country strategy during the period under evaluation. Sex-disaggregated indicators are commonly found in areas related to democracy, human rights and social sectors (primary and secondary education, maternal health, poverty reduction). They are non-existent in other areas of cooperation (trade, security, energy, water, transportation, etc.). However, the new country strategy is vastly improved with much stronger gender analysis. Again, however, the focus is on the social sectors. Decent employment for women, for example, could have had a far greater attention in the new framework, particularly in view of the declining indicators on female employment;
9. Lack of guidance on budget support design and implementation;
10. **No institutional incentives** for mainstreaming could be found and there is an over-dependence on the GFP, who supports gender mainstreaming on top of an already full workload;
11. There is evidence that specific actions to empower women have contributed to redressing inequalities;
12. **Gender training** has been a low priority. However, this has changed with the Delegation aware of the limits to its capacity. A training is scheduled for early 2015. This will need to be supported, however, with ongoing capacity-building support to ensure that learning is integrated into practice;
13. Donor coordination mechanisms limited to centralised dialogue with partner governments.

Annexes

Annex 1: People Interviewed

Name	Position
EC Delegation	
Sandra Bareyre	Chargée de programmes, Education et Genre
Rupert Joy	Ambassadeur, Chef de Délégation
Philip Mikos	Ministre Conseiller, Chef de Coopération
Didier Nils	Chef de Section, 'Développement social et rural'
Fatima El Kesri	Cooperation Assistant
Stephanie Druguet	Chargée de programmes, Développement social et rural
Caroline Frieh-Chevalier	Programme Manager Health and Disability
Cécile Abadie	Chef de la section, Politique, Presse, Communication et Culture
Corinne Andre	Chef de Section Gouvernance
Additional staff members who participated in the EC Delegation end of mission feedback and cross-checking of early findings	
Farida Boulima	Finance and Contract Manager/Gestionnaire Finances et Contrats
Khalid Berkellil	Finance and Contract Manager/Gestionnaire Finances et Contrats
Boubeker Maayouchi	Finance and Contract Manager/Gestionnaire Finances et Contrats
Sonia Jalal	Cooperation Assistant
Hikmat El Farjani	Programme Manager
Emmanuel Le Clerc	Programme Manager
Nawal Benzine	Finance Manager
Miguel Forcat	Finance Manager
Agnes Bertholier	Programme Manager (Governance)
Raul De Luzenberger	Deputy Head of Mission
Hassane Belguenani	Programme Manager
Louis Dey	Programme Manager
Wafaa Bennani	Secretary
Guenaelle Doussal	Archivist
Alessandra Frontoni	Programme Manager
Caroline Sorgues	Programme Manager
Hasna Mohandis	Administrative Agent
Marie-Anne Nicolaidès	Gender Programme Financial Manager
Government stakeholders	
Larbi Tabit	Secrétaire Général du Ministère de la solidarité, de la femme, de la famille et du développement social
Khalid El Hammoumi	Head of Division for International Cooperation, Ministère de la solidarité, de la femme, de la famille et du développement social
Hania Lamrani Alaoui	Initiative nationale de développement humain, Ministère de l'Intérieur
Abdelhaq El Hayani	Directeur, Direction de la DSSP du MENFP
Karima Kabbaj	Directrice de l'Union Européenne et des Processus Méditerranéens, Ministère des Affaires Etrangères et de la Coopération
Chafiki Mohamed	DirectEUR des Etudes et des prévisions Ministère de l'Economie et des Finances
Spanish Cooperation	
Vicente Ortega Camara	CoordonnatEUR Général Adjoint
Mercedes Navarro	Responsable des Programmes et Point Focal Genre
Tiscar Ortega Nogales	Civil Society and Childhood projects manager
Ana Garcia Díaz	Gender Expert (Technical Assistance)
Isabel Fajardo Lopez	Responsable des Programmes

Name	Position
Member States and other donors	
Mr Lietar	Ambassade de Belgique
Khadija Assari	Conseillère technique thématique en genre Agence Belge de développement
Annalena Edler	GIZ: Ancienne conseillère principale du projet 'Intégration de l'approche genre dans les politiques et programmes de développement au Maroc'
Mr Stitz	Focal point de la GIZ Maroc
Aouatif Alioua	Agente Principale de Développement, Section Cooperation, Ambassade du Canada
Michael Hamaide	Chargé des Opérations Principal pour le Maroc (Banque Mondiale)
Leila Rhiwi	Représentante, ONU Femmes
Ghita El Khyari	Specialiste Programmes, ONU Femmes
Amina Lotfi	Coordinatrice Programmes, ONU Femmes
Mehdi Remili	Chef du Bureau du Conseil de l'Europe au Maroc
Civil society	
Mme Zahra Sidki	Présidente coopérative féminine Arganier, Tiznit Maroc
Viera Schioppetto	Progettomondo Mlal
Houda Bouzzit	Directrice Executif Association démocratique des Femmes du Maroc, ADFM/Rabat
Saida Idrissi	Association démocratique des Femmes du Maroc, ADFM/Rabat
Chafiai Mustafa	Directeur, Association Adala (Justice)/Rabat
Aicha Halid	Association Adala/Rabat
Fadil El Mousaddak	Association Adala/Rabat
National institutions	
Hafida Oubel	Chef du Departement des ActivitiesGeneratrices de Revenus et d'Emplois Agence de Développement Social
Naima Benwakrim	Conseil National des Droits de l'Homme

Annex 2: Projects and Programmes Specifically Considered

Bilateral Women's empowerment project: Argan Oil²³¹. MAR/AIDCO/2002/0521. 2003–10.

Support to the Government's Human Development Programme (INDH). Convention n°18-777, Contract n° 2011/265524-1. 2005–10.

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In addition, documents relating to budgetary support to the health sector were also reviewed. This work is jointly funded by the EC, Spanish Cooperation and UNFPA.

²³¹ The EU Delegation and the Social Development Agency supported the establishment and reorganisation of 65 women's cooperatives in southern Morocco contributing to the empowerment of poor women (literacy, education and economic empowerment). The European Commission provided EUR 6 million and the government of Morocco provided EUR 4.2 million.

²³² The project is a partnership between Progetto Mondo-association, Amnesty International (Morocco) and local associations. It aims to strengthen the capacity of local associations working on women's empowerment and legal protection. It is financed under the 'Strengthening the capacity of non-State actors to Promote women's rights and Gender Equality in Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, the Occupied Palestinian Territory, Syria, Tunisia and Mauritania.'

Annex 3: Documents Consulted

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Commission européenne, 2011. Appel à proposition restreint 2011 Protection et promotion des droits et de l'émancipation sociale et économique des femmes EuropeAid/131087/C/ACT/Multi- Santé Sud – Mères Célibataires Maghreb.

Conseil de l'UE, 2013. Politique européenne de voisinage: projet de plan d'action du Maroc pour la mise en œuvre du Statut avancé (2013–17).

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Evaluation de l'appui de l'UE en ce qui concerne l'égalité hommes-femmes et l'émancipation des femmes dans les pays partenaires

Compte rendu pays – le Maroc

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Avril 2015

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Liste des acronymes and des abréviations

AECID	Ministerio de Asuntos Exteriores y de Cooperación (Ministère espagnol des affaires étrangères et de la coopération)
CEDAW	Convention pour l'élimination de toutes les formes de discrimination à l'égard des femmes
CNDH	Conseil national des droits de l'homme
CRIS	Système commun d'information concernant les relations extérieures de l'UE
DG DEVCO	Direction générale de la Coopération internationale et développement
EHFEF	Egalité hommes-femmes et émancipation des femmes
GAP	Plan d'action pour l'égalité hommes-femmes
GAQ	Groupe Appui qualitatif
GIZ	Gesellschaft für Internationale Zusammenarbeit (Agence allemande pour la coopération internationale)
IEDDH	Instrument européen pour la démocratie et les droits de l'homme
INDH	Initiative nationale de développement humain
ONG	Organisation non gouvernementale
OSC	Organisation de la société civile
PEV	Politique européenne de voisinage
PPD	Prêt de politique de développement
PRLQG	Personne référente locale pour les questions de genre
SAR	Suivi axé sur les résultats
VS	Violence sexiste

1. Introduction

Cette étude de cas pays fait partie des onze études de cas menées dans le cadre de l'évaluation de l'appui de l'UE en ce qui concerne l'égalité hommes-femmes et l'émancipation des femmes (EHFEF) dans les pays partenaires. Cette évaluation examine :

- Les efforts accomplis par l'UE et les Etats membres pour institutionnaliser les questions de genre en matière de coopération au développement pour la période allant de 2010 à 2013 ; et
- dans quelle mesure l'aide émanant de la Commission européenne (qui utilise une approche reposant sur trois volets : concertations en matière de politiques à suivre, institutionnalisation de la perspective du genre et actions spécifiques en la matière) a été adéquate, efficace et effective et a produit un impact durable des mécanismes liés à l'EHFEF dans les pays partenaires pour la période allant de 2007 à 2013.

La visite avait pour but de récolter des renseignements auprès des personnels de la Délégation de l'Union européenne (DUE), des organismes partenaires, des personnes responsables de la mise en œuvre des projets et des bénéficiaires au sujet de l'approche adoptée par la DUE en matière de lutte en faveur de l'EHFEF au niveau du pays, ainsi que les résultats, les réalisations et l'impact obtenus. Les visites sur le terrain font suite à la conclusion du rapport d'étude documentaire et l'on s'attend à ce qu'elles : permettent de résorber les carences d'information relevées dans le rapport d'étude documentaire pour répondre aux 14 questions évaluatives; fassent le point sur les résultats préliminaires présentés dans le rapport d'étude documentaire afin de confirmer ou d'infirmer ceux-ci ; et testent les hypothèses énoncées dans le rapport d'étude documentaire.²³³

Le Maroc constitue un des 11 cas pays retenus dans le cadre de l'évaluation de l'UE. Les pays retenus l'ont été sur la base des critères suivants : importance de l'appui européen dans le pays ; prise en compte des principales régions ; large potentiel d'acquisition de connaissances ; couverture par des évaluations antérieures et en cours ; contexte politique et économique (stabilité, fragilité, sortant d'un conflit, etc.) ; existence d'une coopération en matière d'appui budgétaire ; et priorités géographiques des Etats membres participant au Groupe de référence (Espagne et Pays Bas).

Chacun des pays qui ont fait l'objet d'une étude de cas présente un contexte différent. Le Maroc fut retenu comme étude de cas du fait qu'il s'agit d'un pays membre de la Politique de voisinage de l'UE. C'est aussi un pays où la Délégation de l'UE fournit un appui budgétaire et sectoriel et où l'Espagne, un des Etats membres référents pour cette évaluation, est active.

1.1 Méthode de collecte des données utilisées

Cette étude de cas pays repose sur la collecte de données à la fois primaires et secondaires. La visite de terrain a eu lieu du 28 septembre au 9 octobre 2014, et elle a comporté des entretiens individuels et des entretiens en petits groupes avec un total de 38 intervenants (se reporter à l'Annexe 1), notamment :

- 9 fonctionnaires de la Délégation de l'UE
- 5 fonctionnaires du Ministère espagnol de la coopération
- 5 fonctionnaires des départements ministériels
- 10 fonctionnaires des Etats membres et d'autres donateurs,
- 7 représentants d'organisations de la société civile

²³³ Le Maroc n'étant pas un pays aux prises avec des crises chroniques, la Délégation européenne au Royaume du Maroc ne travaille pas sur le rôle des femmes pour la paix et la stabilité (Women, Peace and Security). Par conséquent, l'équipe en charge du Maroc n'a pas pris en compte les hypothèses émises par le rapport d'étude sur ce sujet.

La collecte des données a été réalisée en utilisant un guide d'entretien spécifiquement mis au point pour les visites de terrain de cette évaluation, de manière à ce que la collecte de données demeure cohérente. L'équipe qui a effectué la visite au Maroc a examiné plus de 111 documents afin de trianguler les résultats des entretiens et ceux de la phase d'étude sur documents (se reporter à l'Annexe 3 pour plus de renseignements).

1.2 Sélection des projets à étudier

Afin de contribuer à l'évaluation d'ensemble, il était prévu que chaque étude de cas pays évalue :

- L'institutionnalisation de la perspective du genre dans les opérations d'appui budgétaire lorsqu'elles existent ;
- L'institutionnalisation de la perspective du genre dans les secteurs d'intervention retenus ;
- Jusqu'à cinq projets consacrés spécifiquement aux questions de genre.

Les secteurs d'intervention ont été sélectionnés sur la base d'un certain nombre de critères, notamment : la couverture sectorielle (en veillant à ce que l'appui budgétaire et l'assistance sectorielle aient des visées distinctes) ; l'ampleur des contributions financières de la CE ; et les questions de genre, soit cataloguées dans le programme indicatif multi-annuel/programme indicatif national, soit avec la possibilité pour celles-ci d'être prises en compte au niveau sectoriel. Les principaux critères utilisés pour la sélection des projets consacrés spécifiquement aux questions de genre furent : la couverture sectorielle, la couverture des différents instruments géographiques et thématiques, et la diversité des partenaires nationaux. Autant que possible, les projets retenus furent ceux qui disposaient d'une documentation et de données solides (par exemple, rapports de suivi axé sur les résultats (SAR), et évaluations).

Ce sont les secteurs sociaux qui ont été retenus comme secteurs d'intervention pour l'étude de cas pays - le Maroc. Les programmes et les projets passés en revue sont énumérés ci-dessous. Le numéro de contrat et la période de mise en œuvre de chaque projet sont répertoriés dans l'Annexe 3 :

- Appui à la réalisation du programme gouvernemental pour l'égalité hommes-femmes ;
- Appui à la mise en œuvre de la Stratégie nationale en matière d'éducation ;
- Appui à l'Initiative nationale de développement humain (INDH) ;
- Projet bilatéral pour l'émancipation des femmes : l'huile d'argan ;
- Projet "Forces des Femmes", mis en œuvre par la société civile et financé au titre de l'initiative intitulée « Renforcer la capacité des acteurs non étatiques à défendre les droits des femmes et à promouvoir l'égalité hommes-femmes en Algérie, en Egypte, en Israël, en Jordanie, au Liban, en Libye, au Maroc, dans les Territoires palestiniens occupés, en Syrie, en Tunisie, et en Mauritanie. »

Par ailleurs, on a également examiné des documents relatifs à l'appui budgétaire dans le secteur de la santé, projet qui fait l'objet d'un financement conjoint de la part de la CE, du Ministère espagnol de la coopération et de l'UNFPA (Fonds des Nations Unies pour la Population).

En ce qui concerne les limites de cette étude, il est important d'observer que la visite de terrain a eu lieu lors d'une période extrêmement chargée pour tous les intervenants puisqu'elle est intervenue juste après la longue interruption des vacances d'été. En conséquence, les entretiens avec la plupart des fonctionnaires de la Délégation ont eu une durée limitée à 30 minutes. Une autre limitation à prendre en compte est le fait que les programmes sélectionnés pour être examinés relevaient en fait de membres du personnel ayant des compétences dans le domaine de l'égalité hommes-femmes ou ayant une expérience en la matière. Une question qui reste posée est de savoir si les bonnes pratiques répertoriées par ce rapport valent pour l'ensemble de la Délégation, y compris les programmes gérés par des personnels dont l'expertise en la matière n'est pas aussi solide.

2. Contexte national et contexte des partenaires au développement

2.1 Egalité hommes-femmes et émancipation des femmes au Maroc

Le Maroc a lancé d'importantes réformes dans le but de promouvoir le statut des femmes. Des changements importants en matière de politiques liées au genre ont eu lieu pendant les années 2000 et au début des années 2010. La liste des réformes comprend : les révisions du Code de la famille (2004), du Code du travail (2003) et les révisions partielles du Code pénal (en 2003 et en 2014) ; le droit des femmes à transmettre leur nationalité à leurs enfants (2007) ; l'introduction de listes électorales composées exclusivement de femmes²³⁴ ; l'obligation de prendre en compte l'approche en matière de genre dans les objectifs / indicateurs du projet de loi sur les finances. Le Maroc a également retiré ses réserves aux articles 9 et 16 de la CEDAW (2011) et a entamé l'examen de la ratification du Protocole facultatif. La révision constitutionnelle de 2011 a amplifié ces réformes en interdisant toute forme de discrimination fondée sur le sexe et en faisant la promotion de l'égalité entre les hommes et les femmes dans tous les domaines (article 19).

Les réformes ont également concerné les politiques sectorielles, notamment : des réformes visant à améliorer l'éducation primaire des filles vivant dans les zones rurales et à réduire la mortalité maternelle ; des réformes visant à étendre la portée territoriale des tribunaux de la famille et le développement d'infrastructures (appelées « Cellules ») afin de combattre la violence à l'encontre des femmes ainsi que pour renforcer les compétences des juges et du personnel judiciaire en matière d'égalité hommes-femmes.

Bien qu'important, l'impact de ces réformes est resté limité en raison de l'absence de vision politique stratégique et de la non institutionnalisation systématique des questions de genre dans les politiques publiques. Ceci s'est traduit par de mauvais résultats en matière de développement humain et d'égalité hommes-femmes²³⁵ et par une forte prévalence de la violence sexiste.²³⁶ Selon le Rapport mondial sur les disparités hommes-femmes (Global Gender Gap Report) du Forum économique mondial, le Maroc n'a pas fait globalement de progrès significatifs en matière de réduction des inégalités entre les sexes dans les domaines de la santé, de l'éducation, de l'économie et de la politique, puisqu'il a enregistré une hausse de seulement 0,4% entre 2006 et 2013.²³⁷

²³⁴ Loi de la Chambre des représentants (de 2002 et 2011) et Code électoral (2008).

²³⁵ L'indice « Indice d'inégalités de genre » pour le Maroc est de 0,460 en 2013 (PNUD, 2014).

²³⁶ L'Etude nationale sur la violence sexiste (Haut-commissariat au Plan, 2009) a révélé que six millions de femmes marocaines ont subi des actes de violence.

²³⁷ Tandis que les scores en matière d'éducation sont relativement élevés et en hausse (passant de 0,845 à 0,900 entre 2007 et 2013), la participation économique est très basse et en baisse (passant de 0,401 en 2007 à 0,395 en 2013). L'émancipation politique s'est accrue, passant de 0,053 en 2007 à 0,072 en 2013. La santé et l'espérance de survie sont restées stationnaires à 0,97 pour la même période. Prenez note du fait que 1 = égalité.

http://www3.weforum.org/docs/WEF_GenderGap_Report_2013.pdf (en anglais seulement)

Le gouvernement avait tenté de résoudre ces problèmes en mettant sur pied le « Programme national 2011-2015 pour l'égalité » en guise de cadre stratégique pour l'institutionnalisation de la perspective du genre dans le secteur public. La majorité au pouvoir a changé en 2012, le nouveau gouvernement étant présidé par un parti islamiste. Le nouveau gouvernement a adopté le programme en y apportant des modifications mineures, y compris en le rebaptisant du nom de « Plan gouvernemental 2012-2016 pour l'égalité hommes-femmes » (PGE). **La Délégation de l'UE a joué un rôle déterminant dans l'adoption et la ratification de ce plan par le gouvernement, finançant sa mise en œuvre à hauteur de 45 millions d'euros.**²³⁸

Le problème auquel doit maintenant faire face le Maroc est de s'assurer que la volonté politique et sociale forte qui a conduit à l'adoption de réformes clés en matière de genre se poursuive à travers la mise en œuvre de ces réformes et la transformation des normes et des pratiques entre les sexes. L'existence d'un mouvement de la société civile marocaine fort et actif en faveur des droits des femmes, d'une presse vigilante et combative sur ce sujet ainsi que l'engagement clair du roi du Maroc en faveur de l'égalité hommes-femmes constituent un environnement favorable au sein duquel la Délégation de l'UE et les États membres peuvent continuer de mener des concertations actives entre responsables politiques sur les politiques à suivre et continuer de soutenir les initiatives en matière d'EHFEF.

2.2 Coopération de la Commission européenne

Le Maroc est un pays prioritaire pour la coopération européenne. Le Maroc et l'UE ont signé un protocole d'accord en 1996 (effectif en 2000). Des Plans d'action quinquennaux ont été négociés dans le cadre de la Politique européenne de voisinage, le Maroc fixant les objectifs des réformes dans tous les domaines de la coopération. Le Maroc a bénéficié du « Statut avancé » avec l'UE en 2008 afin de renforcer la coopération politique et la coopération en matière de sécurité et aussi pour permettre l'intégration progressive du Maroc au sein du marché de l'UE grâce à la convergence législative et réglementaire et par le biais de l'élargissement du partenariat à de nouveaux acteurs. Suite à ce partenariat renforcé, le Maroc est devenu le principal bénéficiaire de la coopération technique et financière de l'UE dans la zone « de voisinage », avec un budget de 580,5 millions d'euros (2011-2013). Un financement supplémentaire de 128 millions (2011-2013) a été réalisé en soutien aux réformes démocratiques et au développement économique durable et inclusif (Programme du printemps).

Une grande partie du financement de l'UE a été réalisée à travers l'appui budgétaire.

Parmi les initiatives clés se rattachant à l'égalité hommes-femmes, on relève :

- **L'appui budgétaire au Plan gouvernemental 2012-2016 pour l'égalité** (Convention de financement n° 22-775 and 23-519) : une initiative considérée par tous les partenaires comme une initiative phare et unique en son genre. Cette initiative fournit un appui cohérent et global sur 48 mois, et est dotée d'un budget de 45 millions d'euros : 38 millions sont fournis au titre de l'appui budgétaire ; 2 millions au titre de subventions à la société civile pour le développement de projets relatifs à l'égalité hommes-femmes au Maroc (principalement pour le développement de la culture de la parité, la participation politique des femmes, et la lutte contre la violence sexiste) ; et 5 millions au titre de la coopération technique (renforcement des capacités des ministères notamment).
- **Programme pour les organisations de la société civile** : A l'heure actuelle, plus de 50 projets sont en cours, dotés d'un budget total de 15 millions d'euros dans les domaines de la démocratie et des droits humains, de la justice, des migrations, de la sécurité, de l'environnement, de l'énergie et des transports.

²³⁸ Ce rôle a été reconnu par tous les acteurs interrogés – aussi bien les pouvoirs publics que les donateurs.

- **Un nouveau programme Facilité de voisinage pour la société civile** pour la période 2013–2015, doté d'un budget total d'1,4 millions d'euros.
- **Le Fonds européen pour la démocratie** dont le but est de soutenir les organisations de la société civile, les mouvements et les militants, ainsi que les medias indépendants afin qu'ils agissent au service d'un système politique pluraliste.
- **Les Projets à l'appui des questions de genre**, notamment ceux examinés lors de la visite pays (se reporter à l'Annexe 2).
- **Les Programmes régionaux en matière d'EHFEF**. Il s'agit notamment : (1) du programme 'Euro Med Gender' au titre du suivi des recommandations de la Plateforme d'Istanbul, de Marrakech et de Paris (pays méditerranéens) ; (2) du programme 2012–2016 « Leap Forward for Women » (littéralement « Bond en avant pour les femmes ») : au titre de l'Instrument de politique européenne de voisinage (pour la région Sud) mis en œuvre par l'ONU Femmes et financé par une subvention de 7 millions d'euros de l'UE et de 1,2 millions d'euros de l'ONU Femmes. Ce programme a pour but de soutenir les initiatives des institutions nationales et régionales et les organisations de la société civile (OSC) visant à promouvoir la participation active des femmes aux prises de décision dans tous les domaines. Il appuie aussi le projet « Des jeunes femmes créent des emplois », projet qui aide de jeunes étudiantes talentueuses, qui se trouvent en phase terminale de planification universitaire, à démarrer leur propre entreprise.

2.3 Coopération des Etats membres

Le tableau ci-dessous montre les Etats membres qui classent le Maroc parmi les dix principaux bénéficiaires de leur aide à l'appui de l'égalité hommes-femmes pour l'année 2011.

	Rang du Maroc	Aide totale (en millions de dollars)	Aide à l'appui de l'égalité hommes-femmes ²³⁹
			% du total
Institutions de l'UE	3	950	27
France	3	638	24
Allemagne	5	351	12
Espagne	3	48	48
Belgique	8	35	91

Source: OECD (April 2014) Aide à l'appui de l'égalité homme-femme et de l'autonomisation des femmes – graphiques par donneur.

²³⁹% de l'aide sectorielle allouable. On n'a pas pris en compte les activités qui n'ont pas été filtrées en fonction du marqueur pour l'égalité hommes-femmes.

Le Maroc est l'un des principaux bénéficiaires du **Ministère espagnole de la coopération**. Le genre et le développement figurent comme secteur autonome dans le Document de stratégie pays 2005-2008. Cependant, la réduction du montant de l'aide à la suite de la crise économique et des coupes budgétaires généralisées a été massive : l'aide est passée de 80 millions d'euros en 2010 à 41,39 millions d'euros en 2011 et 27,5 millions d'euros en 2012. Dans le contexte de ces coupes budgétaires, le Ministère espagnol de la coopération a dû réduire ses interventions. Le genre ne constitue plus un secteur autonome. Il est devenu une problématique transversale au sein des trois secteurs prioritaires définis dans le Cadre de partenariat pays (2013-2016) : renforcement des processus démocratiques et de l'Etat de droit ; promotion des systèmes de cohésion économique et sociale en mettant l'accent sur les possibilités de services sociaux de base.²⁴⁰ On pourrait en conclure une dé-hiérarchisation de la problématique du genre en raison de ce budget en baisse. Cependant, il est important de noter les efforts accomplis par le Ministère espagnol de la coopération pour garantir l'importance et l'efficacité de l'institutionnalisation de la perspective du genre au sein des secteurs d'intervention sélectionnés (prière de se reporter au paragraphe 3.5 ci-dessous).

2.4 Autres donateurs

L'ONU Femmes et la Banque mondiale constituent deux des principaux donateurs considérés par les personnes interrogées comme faisant la promotion de l'égalité hommes-femmes au Maroc.

L'ONU Femmes est le donateur capital en ce qui concerne la problématique du genre au Maroc. Le Bureau régional pour le Maghreb de l'ONU Femmes se trouve à Rabat, au Maroc. Ce bureau couvre le Maroc, l'Algérie et la Tunisie. L'ONU Femmes appuie l'Exécutif, les institutions nationales et les organisations de la société civile dans la mise en œuvre des engagements internationaux dans le domaine de l'égalité hommes-femmes (y compris la CEDAW) et dans la promotion des droits des femmes à tous les niveaux, notamment (1) la participation des femmes, y compris dans les instances dirigeantes ; (2) l'émancipation économique des femmes; (3) l'élimination de la violence à l'encontre des femmes et des filles; et (4) une planification et une budgétisation tenant compte des spécificités de genre.

Le nouveau cadre de la **Banque mondiale** s'articule autour de trois piliers stratégiques : promotion de la croissance compétitive et inclusive ; construction de la société de demain « verte » et résiliente ; renforcement de la gouvernance et des institutions pour améliorer la prestation de services à tous les citoyens. Le genre, la jeunesse, la représentation et la participation ont également été retenus comme des thèmes transversaux. Les Prêts de politiques de développement continueront d'être un aspect déterminant du programme de prêts de la Banque mondiale au Maroc étant donné la maturité des programmes de réforme dans plusieurs domaines tels que la gouvernance, la compétitivité, l'emploi ou la croissance « verte ». La Banque mondiale continuera également de mettre en œuvre d'importants programmes d'investissement dans des secteurs spécifiques.²⁴¹

²⁴⁰ Voir Cooperacion Espanola, 2014a.

²⁴¹ Se reporter à la page Web : <http://www.banquemonddiale.org/fr/country/morocco>

3. Résultats des visites au Maroc, par groupe de questions à fonction évaluative

3.1 Institutionnalisation de la perspective du genre

Intégration de l'analyse de genre dans les stratégies pays, la conception des programmes et les évaluations

L'analyse de genre s'est nettement améliorée dans les stratégies pays et les plans nationaux pendant la période 2007-2014. Cependant, il faut remarquer que l'analyse de genre et les indicateurs désagrégés par sexe se situent dans les domaines liés à la démocratie, aux droits humains et aux domaines sociaux (éducation primaire et secondaire, santé maternelle, réduction de la pauvreté). Ils sont absents des autres domaines de la coopération mentionnés par les documents, tels que le commerce extérieur, la sécurité, l'énergie, l'eau et les transports. Cela laisse à penser que l'analyse de genre a été principalement utilisée pour contextualiser les domaines pertinents, plutôt que comme un critère pour sélectionner les secteurs d'intervention.

La Stratégie pays 2007–2013 de l'Union européenne comporte une analyse de genre rudimentaire dans sa partie consacrée à l'analyse pays. La **partie stratégique** n'aborde pas l'EHFEF d'une manière qui reflète l'analyse de genre. Aucun profil en matière de genre n'est annexé à la Stratégie, même si un profil environnemental apparaît en annexe.

Le « Cadre unique d'appui » pour la période 2014-2017, qui constitue la nouvelle stratégie de l'Union européenne au Maroc, est bien plus étoffé en ce qui concerne l'analyse de genre. Il s'appuie sur un Profil pays en matière de genre. Le contexte général du document lui-même se réfère à l'article 19 de la Constitution du Maroc qui comporte un engagement en matière d'égalité hommes-femmes. La problématique du genre est prise en compte systématiquement dans les trois secteurs prioritaires (page 15) et l'analyse de genre nourrit en détail deux des domaines prioritaires : l'accès équitable aux services de base et la gouvernance démocratique, l'Etat de droit et la mobilité. Le Secteur 3 (emploi, croissance durable et inclusive) est neutre du point de vue de la perspective du genre.

Le Plan d'action marocain pour l'exécution du Statut avancé (2013–2017) est une directive pour guider la coopération entre l'Union européenne et le Maroc. L'analyse de genre est intégrée à plusieurs secteurs clés. Il s'agit notamment des secteurs :

- Démocratie, Etat de droit et gouvernance (p.10 à p.14) ;
- Emploi (notamment les droits sociaux fondamentaux et les normes du travail essentielles) (p.29 à p.30) ;
- Développement humain et social (p. 33) ;
- Pêche : ressources humaines et emploi : création d'un observatoire de l'emploi dans le secteur de la pêche (développement d'emplois féminins qualifiés, p. 41) ;
- Education, formation et santé (p. 71).

Le Ministère espagnol de la coopération a intégré dans une large mesure l'analyse de genre dans ses Stratégies pays. L'analyse de genre est manifeste dans l'ensemble du Cadre de partenariat pays Maroc-Espagne. On remarquera que le genre y est une problématique transversale et ceci est confirmé tout au long du document, les questions de genre étant abordées à travers chaque secteur. Quatre exemples sont mentionnés ci-dessous à titre indicatif :

- Etat de droit et droits de l'homme : l'égalité hommes-femmes sera présente tout au long de l'intervention, en particulier l'accès à la justice et le renforcement des compétences des personnels du système judiciaire (p.13) ;

- Croissance durable et inclusive (coopératives de femmes) ; Stratégie pour l'emploi du Maroc avec l'appui de l'Organisation internationale du Travail (OIT), en soutien aux mesures d'urgence de cette stratégie concernant l'intégration des jeunes et des femmes en situation d'exclusion (p 16.) ;
- Droit à la santé : équité et couverture universelle ; santé et mortalité maternelle, qualité des soins médicaux pour les victimes de violences sexistes (p. 18) ;
- Engagements en matière d'accès équitable à l'éducation, y compris la désagrégation des données par sexe (p. 17).

Analyse de genre dans les programmes

Le Maroc connaît une situation unique puisque, depuis 2012, la Délégation de l'UE a consacré 45 millions d'euros à l'appui budgétaire au Plan gouvernemental pour l'égalité. Cette somme est exclusivement consacrée à la promotion de l'égalité hommes-femmes dans tous les secteurs.

L'analyse de genre a été soigneusement intégrée dans la conception et l'évaluation des programmes de la Délégation de l'UE passés en revue, programmes qui relèvent tous des secteurs sociaux. Un exemple fort est fourni par l'appui au Programme de développement humain du Maroc, qui fournit une analyse de genre approfondie dans le rapport d'identification ainsi que l'évaluation du programme.²⁴²

Chose importante à remarquer, néanmoins, le personnel s'inquiète de l'insuffisance des financements alloués à la phase Conception pour procéder à l'analyse de genre désirable. Par exemple, les financements alloués à la phase Conception dans le cadre du Fonds commun de voisinage sont limités. Comme l'a fait observer le personnel, cela a souvent pour conséquence le manque de ressources financières pour payer un membre supplémentaire de l'équipe et pour résoudre le problème du manque fréquent d'expertise en matière de genre dont souffrent les experts sectoriels, même quand le personnel souhaite recruter un expert pour ces questions au sein de l'équipe en charge de la conception du projet. Cela engendre de la frustration. Ainsi que l'a fait remarquer le personnel, l'institutionnalisation de la perspective du genre doit être entreprise dès les premières étapes de l'identification et doit inclure l'expertise en matière de genre afin que celle-ci soit opérationnalisée dans l'ensemble du programme. Comme un haut fonctionnaire l'a fait remarquer : « *Institutionnaliser l'analyse de genre dès le début devrait constituer une composante essentielle de la qualité d'un programme.* »

Les questions liées au genre se reflètent clairement dans le choix des objectifs stratégiques et des indicateurs au niveau programmatique. On en trouve des exemples à travers l'inclusion de :

5. Conditions spécifiques (avec des indicateurs de performance pour le versement des tranches variables) appliquées aux programmes sectoriels en vue de promouvoir l'EHFEF;
6. Conditions spécifiques avec indicateurs pour l'institutionnalisation de la perspective du genre ;
7. Appui technique à la coopération pour des actions spécifiques visant à promouvoir l'EHFEF;
8. Appui technique à la coopération pour l'institutionnalisation de la perspective du genre.

²⁴² Se reporter à la « Délégation de l'Union Européenne au Royaume du Maroc, 2011b », Cambridge Education Consortium (2007)

On trouve des exemples d'intégration de l'analyse de genre dans les évaluations programmatiques qui ont été conduites :

- Evaluation de l'Initiative nationale de développement humain (INDH)²⁴³ : les objectifs de l'évaluation du programme obligèrent l'équipe à : « analyser les résultats et l'impact à partir d'une perspective du genre. » Le rapport d'évaluation comprend une analyse de genre et fait remarquer la valeur ajoutée de l'aide européenne puisqu'elle a permis « de mettre l'accent sur l'inclusion de la notion de genre » (p. 7). L'évaluation conclut, toutefois, que « l'impact du programme sur les inégalités entre les hommes et les femmes n'est pas toujours positif, en raison de « l'aveuglement à la problématique du genre » lors de la conception du projet et de sa mise en application » (p. 8). Il est utile de prendre bonne note de ce dernier point dans la perspective de l'argument précédent, au sujet de l'insuffisance des financements pour le recrutement d'une expertise en matière de genre lors de la phase Conception du projet.
- *L'évaluation du programme Aménagement hydro-agricole du périmètre de Saha* : suite aux importants problèmes liés au genre soulevés lors de la mise en œuvre du programme, la DUE a décidé de mandater une évaluation tenant compte des spécificités de genre qui mette fortement l'accent sur l'analyse de genre.²⁴⁴
- *Programme éducatif* : bien que l'analyse situationnelle disponible dans les Dispositions techniques et administratives de la Convention de financement soit mince du point de vue de l'analyse de genre, les rapports de dépenses et les missions de suivi ont intégré l'analyse de genre de façon systématique.²⁴⁵ L'intégration d'indicateurs tenant compte des spécificités de genre en tant qu'indicateurs de performance à tranche variable facilite l'intégration de cette analyse et a un effet de levier important dans les discussions sur les performances liées au genre.

Le Ministère espagnol de la coopération n'a pas conduit d'évaluation de son Cadre pays précédent. Le Ministère fournissait un appui budgétaire au secteur de l'éducation et était donc impliqué dans des missions de suivi menées conjointement avec la Délégation et avec d'autres donateurs. La remarque faite ci-dessus au sujet de l'évaluation du Programme éducatif vaut donc également pour le Ministère espagnol de la coopération.

Institutionnalisation de la perspective du genre dans les mécanismes de concertation

Il existe des indices corroborants la hiérarchisation des questions de genre au sein des mécanismes de concertation liées aux politiques sectorielles en ce qui concerne les initiatives examinées :

- La Délégation de l'UE a pris fortement position dans les négociations concernant l'inclusion d'indicateurs de santé et d'éducation tenant compte des spécificités de genre au sein de l'appui budgétaire en soutien à la deuxième phase de l'Initiative nationale de développement humain (l'INDH II). Le personnel du ministère responsable en a pris bonne note et les a intégrés au moyen d'entretiens avec le personnel de la Délégation.
- Le Ministère de l'éducation a pris bonne note que la Délégation de l'UE était le principal protagoniste parmi les donateurs en ce qui concerne la mention constante des questions de genre dans le cadre de ses concertations sur les politiques à suivre dans le domaine de l'éducation. Un haut fonctionnaire a fait remarquer ce qui suit à propos de la Délégation : « *Ils sont un partenaire social, ils nous parlent et nous partageons le même intérêt: améliorer l'éducation. Ils nous écoutent ... Ce qui distingue la Commission spécifiquement dans le domaine du genre est que la Commission est un bailleur de fonds qui soutient l'égalité hommes-femmes et qui requiert la désagrégation - non seulement par sexe, mais*

²⁴³ Se reporter à la publication : « Délégation de l'Union Européenne au Royaume du Maroc, 2011b. Programme d'appui à l'Initiative nationale de développement humain (INDH) : appui au programme de lutte contre la pauvreté en milieu rural de l'INDH (Evaluation finale). »

²⁴⁴ Délégation de l'UE au Maroc, 2011e. Termes de Référence : mission d'évaluation finale du projet « Aménagement hydro-agricole du périmètre de SAHLA- Province de Tatounate, Maroc. »

²⁴⁵ Voir Délégation de l'UE au Maroc, 2009, 2010b, 2011d, 2012e, 2013e, Délégation de l'UE au Maroc 2013d, ECORYS 2013 et Mission multi-bailleurs de fonds 2013.

aussi entre zones rurales et urbaines. Nous savons que si [la personne référente locale pour les questions de genre] est présente dans une réunion, la question du genre sera soulevée. Comme cela se passait du temps du précédent Chef de la coopération. »

Le personnel du **Ministère espagnol de la coopération** a fait observer que le Ministère donne la priorité à l'institutionnalisation de la perspective du genre par le biais de leurs concertations en matière de politiques d'appui budgétaire. Le personnel a également fait remarquer que le Ministère pourrait mieux faire, d'où le fait de commissionner une stratégie et un audit en matière de genre (se reporter au paragraphe 3.5 ci-dessous). La Délégation de l'UE a confirmé sa concertation conjointe avec l'Espagne en matière de politiques à suivre, particulièrement en ce qui concerne la concertation avec le Ministère de la santé. **Priorité est donnée à la tenue régulière de consultations avec la société civile et avec d'autres parties prenantes, notamment l'ONU Femmes, afin de nourrir les concertations en matière de politiques à suivre.**

Une des conditions de l'appui budgétaire de l'UE au Plan gouvernemental pour l'égalité hommes-femmes est que la société civile soit consultée par les missions de suivi et par le ministère chargé de la coordination du Plan. On considère que des concertations régulières avec la société civile sont essentielles pour que la DUE soit maintenue informée des questions liées au genre. Cinq concertations ont eu lieu avec les organisations de la société civile entre 2013 et 2014 afin de promouvoir les droits des femmes. 11 réunions ont eu lieu avec les organisations des droits des femmes entre 2010 et 2012. La Représentante de l'ONU Femmes a mentionner la relation étroite qu'elle entretient avec le Chef de la Délégation de l'UE qui la consulte régulièrement sur les questions liées au genre. Parmi les problèmes habituels que rencontrent ces concertations, tels qu'exprimés par les intervenants qui ne sont pas membres de la Délégation de l'UE, on peut citer notamment un manque de réciprocité dans le partage de l'information de la part de la Délégation de l'UE ainsi que le fardeau financier qui pèse sur la société civile pour répondre à des consultations fréquentes, sans soutien financier correspondant dans les structures organisationnelle des organisations non-gouvernementales (ONG).

Le genre est une problématique qui figure de manière proéminente dans les concertations politiques. On a cité de nombreux exemples, notamment un article de presse par le Chef de la Délégation de l'UE et une lettre rédigée conjointement avec la Représentante de l'ONU Femmes au sujet de la lutte contre les violences faites aux femmes envoyée au Chef du Gouvernement, la rédaction d'une « Ligne à défendre au sujet de l'égalité hommes-femmes et de l'émancipation des femmes » valable pour l'ensemble de l'UE par le Chef de Délégation de l'UE, des communiqués de presse annuels au sujet de l'égalité hommes-femmes, et une séance consacrée à l'égalité hommes-femmes lors de la tenue en 2014 du Sous-comité sur les droits de l'homme, la démocratisation et la gouvernance entre l'UE et le Gouvernement du Maroc.

Il est important d'observer que l'intégration de l'EHFEEF dans les concertations entre responsables politiques sur les politiques à suivre est appuyée dans le contexte marocain par :

- La dimension politique de l'égalité hommes-femmes au Maroc ;
- La légitimité acquise à travers l'appui au Plan gouvernemental pour l'égalité hommes-femmes ;
- La convergence de vues qui existe entre la Délégation de l'UE et le mouvement féministe marocain au sujet de l'adoption et de la mise en œuvre du Plan gouvernemental pour l'égalité hommes-femmes.

L'institutionnalisation de la perspective du genre dans les programmes et les projets

Les indicateurs désagrégés par sexe et les indicateurs de performance en matière d'égalité hommes-femmes ont été incorporés de manière cohérente et adéquate dans les initiatives

examinées, notamment dans l'appui budgétaire. Les indicateurs tenant en compte des spécificités du genre ont été inclus comme indicateurs de performance pour la tranche variable. On a trouvé une analyse rigoureuse de chaque indicateur de performance de la part de la Délégation de l'UE lors de l'examen du rapport de trésorerie de l'appui budgétaire au Plan gouvernemental pour l'égalité hommes-femmes. En cas de non-respect des indicateurs de performance, comme, par exemple, dans le cas du projet de loi sur les violences domestiques, les tranches correspondantes n'ont pas été versées. Il est important d'observer que les décisions de non-versement sont prises sur la base de vastes consultations et négociations. Le suivi biennuel de la mise en œuvre de l'appui budgétaire au Plan gouvernemental pour l'égalité hommes-femmes, par exemple, comprend des visites de terrain d'une durée de trois semaines et des consultations avec une grande diversité d'intervenants par une équipe de trois experts. Il existe donc un processus rigoureux dans la prise de décisions au sujet des performances ou de l'absence de performances.

A ce jour, la Délégation a été capable de reporter les versements d'un an. Néanmoins, il n'y aura plus de reports à compter de cette année et les financements seront tout simplement perdus. Ceci démontre **le sérieux avec lequel la Délégation de l'UE traite l'égalité hommes-femmes dans son appui budgétaire, puisque, loin de se contenter d'une référence purement symbolique à la désagrégation par sexe, elle envoie le message clair que l'absence de performances sur les questions de genre ne saurait être sans répercussions financières**. Il est important de noter que la Délégation de l'UE est considérée comme un « partenaire social sérieux ». La Délégation assure également un suivi dans le domaine des concertations entre responsables politiques sur les politiques à suivre. Il s'agit d'un modèle de bonne pratique qui devrait être communiqué abondamment aux autres Délégations de l'UE qui peuvent avoir les idées moins claires sur la façon d'intégrer l'EHFEF à l'appui budgétaire.

Une remarque importante à faire est que les recommandations actuelles du siège de la DG DEVCO en matière d'appui budgétaire ne comportent pas l'institutionnalisation de la perspective du genre, bien que les questions de genre soient soulignées dans les Lignes directrices sur l'appui budgétaire de l'UE publiées en 2007 et dans les Lignes directrices sur l'appui aux programmes sectoriels.²⁴⁶ Il semble que les recommandations du siège de la DG DEVCO sur l'appui budgétaire aux programmes sectoriels aient été correctement appliquées et respectées.

²⁴⁶ Les Lignes directrices sur l'appui budgétaire ont souligné l'importance de prendre en compte l'OMD 3 et ont fait diverses suggestions en ce qui concerne les outils d'évaluation des questions de genre dans le budget. Il est à remarquer que les questions de genre peuvent être prises en compte lors du choix des indicateurs de performance et du versement des tranches variables à la fois dans les Lignes directrices sur l'appui budgétaire de l'UE et dans les Lignes directrices sur l'appui aux programmes sectoriels. Dans les Lignes directrices sur l'appui aux programmes sectoriels, il est fait référence au traitement de la question de l'égalité hommes-femmes au moyen d'indicateurs tenant compte des spécificités du genre, de groupes de travail consacrés aux questions de genre, ainsi que par le biais du suivi et de l'implication des parties prenantes. Les Lignes directrices sur l'appui budgétaire publiées en 2012 mettent en avant les questions de genre comme étant un but des contrats de réforme sectoriel, mais pas des Contrats pour la bonne gouvernance et le développement (GBS) ni des Contrats pour la construction d'un Etat.

On n'a trouvé aucune directive nationale spécifique quant à l'institutionnalisation de l'égalité hommes-femmes. Toutefois, il y a une utilisation systématique de **la liste de contrôle en matière de genre de la DG DEVCO** (Gender Checklist). Selon le rapport de 2013 de la Délégation de l'UE intitulé « Plan d'action de l'UE sur les questions de genre », 100% des nouveaux projets et programmes utilisent la liste de contrôle en matière de genre. Des exemples d'utilisation dans les secteurs de la gouvernance et de la santé, démontrant par là même qu'il ne s'agissait pas d'un simple exercice de cases à cocher pour les auteurs, mais qu'on y a prêté l'attention qui convenait ont été identifiés.²⁴⁷ Par ailleurs, les différents départements sont tenus d'effectuer leurs propres mises à jour du Plan d'action de l'UE sur les questions de genre et le font (ce n'est pas la PRLQG²⁴⁸ qui le remplit). En outre, la PRLQG a compilé divers exemples de bonnes pratiques en matière d'institutionnalisation des questions de genre dans l'appui budgétaire pour 10 secteurs.²⁴⁹ Cela montre que, même si aucune directive nationale spécifique n'a été publiée, les Délégations de l'UE s'emparent de certains outils fournis par la Commission européenne à Bruxelles et innovent à travers la mise au point de leurs propres mécanismes pour appréhender l'institutionnalisation de la perspective du genre dans l'appui budgétaire. La matrice utilisée par le Burkina Faso pour ses rapports sur le Plan d'action sur les questions de genre a été mise au point par la PRLQG du Maroc, ce qui prouve que ces innovations ont le potentiel de dépasser le cadre d'une seule Délégation.

Selon les rapports sur le GAP,²⁵⁰ **100% des nouveaux projets et programmes de la Délégation de l'UE utilisent le Marqueur Genre**. 75% des nouveaux projets et programmes de la Délégation de l'UE étaient catalogués G-1 ou G-2 en 2012–2013, 60% G-1 en 2013–2014.

En ce qui concerne **l'Espagne**, 85% des nouveaux projets et programmes du Ministère espagnol de la coopération étaient catalogués G-1 ou G-2 en 2012–2013, 78% G-1 ou G-2 en 2013–2014.

Il y a donc eu une baisse dans l'allocation de G-1 ou G-2 entre 2012–2013 et 2013–2014. En ce qui concerne le Ministère espagnol de la coopération, cette baisse pourrait être la conséquence de l'annulation du genre comme secteur autonome. Cependant, on pourrait s'attendre à ce que l'engagement fort pris en matière d'institutionnalisation des questions de genre conduise à la stabilité ou à l'augmentation des projets et des programmes catalogués au moins G-1, à savoir « *l'intervention en matière de développement a un impact positif sur l'égalité hommes-femmes qui est due au concept même de développement. Cependant, l'égalité hommes-femmes ne constitue pas l'objectif principal de cette intervention* ».

Pour ce qui est de la Délégation Européenne, le personnel a fait remarquer lors de la séance de compte rendu de mission qu'il n'a pas une connaissance suffisante du Marqueur Genre pour en faire un usage pertinent, ce qui a un impact sur les statistiques. Par exemple, deux projets qui avaient été retenus par la PRLQG ont été notés G-0 par le personnel alors que la PRLQG savait que le genre jouait un rôle dans le projet. L'UE pourrait se poser la question de savoir comment tirer profit du fait que la Belgique a adopté une loi (19/3/2013) en matière de coopération au développement exigeant la prise en compte des questions de genre dans toutes ses activités. Tout nouveau projet devra satisfaire à la norme G-1. Certains programmes et projets spécifiques peuvent recevoir la norme G-2. Le personnel a été formé à l'utilisation du Marqueur Genre.

²⁴⁷ A souligner que le Secteur Croissance économique n'a pas été passé en revue. Lors de la séance de compte rendu de mission, le personnel de cette section nous a clairement indiqués qu'il n'intégrait pas une approche de genre et qu'il accueillerait positivement toute aide en ce domaine.

²⁴⁸ Personne Référente sur Les Questions de Genre

²⁴⁹ Il s'agit des secteurs suivants : agriculture, alphabétisation, santé, INDH I and II, sylviculture, infrastructure, Statut avancé, couverture sanitaire de base et Conseils agricoles. Se reporter à la Délégation de l'UE au Maroc, 2013d pour un exemple concernant le secteur sanitaire.

²⁵⁰ Se reporter à la Délégation de l'UE au Maroc, 2011b, 2012g, 2013g et la Délégation de l'UE au Maroc 2014.

Institutionnalisation interne de la perspective du genre

La Délégation de l'UE au Royaume du Maroc utilise des directives et des instruments institutionnels pour l'opérationnalisation des questions de genre. **L'utilisation des outils suivants est avérée:**

- Liste de contrôle pour le contrôle qualité en matière d'institutionnalisation de la perspective du genre ;
- Rapport annuel au sujet du GAP ;
- Le Marqueur Genre ;
- Le profil pays en matière de genre ;
- Le Groupe Appui Qualitatif (GAQ) du siège de la DG DEVCO renvoyant des fiches de formulation et d'identification qui ne remplissaient pas correctement la liste de contrôle, fournissant une série de questions/problématiques liées au genre supplémentaires à prendre en compte dans le document intitulé « Liste de contrôle du GAQ en vue de la formulation de l'appui budgétaire ». Par exemple, en ce qui concerne les indicateurs tenant compte des spécificités de genre ;
- Matrice pour l'évaluation des appels d'offre (émanant du siège de la DG DEVCO) qui exige la prise en compte des problématiques transversales, notamment la problématique du genre ;
- Obligation dans les termes de référence d'inclure une analyse des problèmes notamment dans les domaines « tels que le genre, la gouvernance et l'environnement » ;
- Evaluation d'un projet d'irrigation en 2009 : le mandat exigeait spécifiquement la présence d'une spécialiste des questions de genre au sein de l'équipe et l'accent était mis fortement sur ces questions.

En termes de pertinence, la liste de contrôle en matière de genre a été considérée comme l'outil le plus pertinent pour l'institutionnalisation de la perspective du genre, qui peut aider le personnel à approfondir son analyse. Comme un membre du personnel l'a fait remarquer : « *La liste m'a poussé à poser des questions et à approfondir notre réflexion avec le ministère. Grace à elle, les notions de genre ont eu une place dans nos discussions. Elle nous a permis de faire valoir nos arguments car nous devons la compléter de manière crédible.* » On a fourni également d'autres exemples de la façon dont la liste de contrôle a été utilisée par le programme de santé [qui a les mêmes indicateurs que le Ministère espagnol de la coopération.

Le Groupe Appui Qualitatif est également perçu comme un instrument de renforcement des capacités qui est utile. Comme l'a fait observer un membre du personnel : « *les observations du GAQ m'ont vraiment incité à approfondir l'analyse de genre aussi bien dans l'analyse contextuelle que dans l'analyse des problèmes.* » Les Etats membres et la Délégation perçoivent le Plan d'action de l'UE comme un instrument plutôt que comme un engagement stratégique. Il n'est pas utilisé comme document de référence, vu qu'il est considéré comme mal structuré et difficile d'usage. Le Marqueur Genre est utilisé systématiquement par le CRIS, mais il n'est pas considéré comme un outil utile pour concrétiser une idée de projet.

Le Chef de la Délégation de l'UE et les chefs de la coopération antérieurs ont joué un rôle notable au plan national.²⁵¹ La PRLQG a également reçu le soutien de son chef de section, bien que cela implique pour sa section un travail additionnel de devoir appuyer l'institutionnalisation de la perspective du genre dans l'ensemble des activités de la Délégation. Toutes les personnes interrogées ont témoigné d'un vif intérêt pour l'institutionnalisation de la perspective du genre, comme l'illustre le nombre élevé de personnes ayant assisté à la séance volontaire de compte rendu de mission, qui a eu lieu en fin de journée le vendredi, avant un week-end férié (voir l'Annexe 1 pour la liste des participants). La Délégation utilise le Groupe Appui Qualitatif et le rapport annuel au sujet du GAP pour maintenir les questions de genre et la responsabilisation en la matière à l'ordre du jour. Quoique positive, une grande partie de l'énergie que l'on a vue dépensée pour l'institutionnalisation de la perspective du genre semble fortement dépendante des personnalités et des motivations personnelles, ainsi que de l'existence d'un environnement favorable dans le pays. Reste encore à savoir si l'institutionnalisation de la perspective du genre a été effectuée à un tel degré que la qualité de l'institutionnalisation observée au cours de la visite au Maroc se poursuivra même si les personnels clés de la Délégation devaient changer d'affectation ou si le contexte national venait à changer.

Le paragraphe 3.5 ci-dessous présente une discussion de la capacité interne à institutionnaliser la perspective du genre.

3.2 Groupe de questions A: coordination et complémentarité

La Délégation de l'UE a réalisé d'importants efforts de coordination avec les Etats Membres dans le domaine du genre. Parmi ses efforts, on peut citer :

- La présentation en 2014 à tous les Chefs de mission de l'UE des activités dans le domaine du genre accomplies par la Délégation de l'UE au Maroc; des réunions régulières entre les Chefs de mission de l'UE ;
- La mise au point d'une "Ligne à défendre" en matière d'EHFEF dans le cadre des concertations entre responsables politiques des Etats membres de l'UE (2014) ;

La co-présidence du sous-groupe thématique consacré aux questions de genre avec le Ministère espagnol de la coopération. Grace aux réunions de ce sous-groupe, des échanges peuvent avoir lieu entre les Etats membres et d'autres intervenants au sujet de leur travail respectif en matière d'EHFEF. Cela permet aussi des communications régulières sur la situation du Maroc en matière d'EHFEF et dans d'autres domaines.

Malgré les efforts accomplis, la coordination a posé un défi majeur pour un certain nombre de raisons, notamment le manque de stratégie commune. Toutes les personnes interrogées ont fait remarquer que le gouvernement du Maroc préfère avoir des relations bilatérales avec les donateurs, ce qui rend difficile l'adoption de stratégies communes. Le sous-groupe consacré aux questions de genre n'a donc pas tenté d'élaborer une stratégie commune. Un point d'achoppement important soulevé par les États Membres et par un donateur est l'allégation d'un manque de transparence de la part la Délégation de l'UE en ce qui concerne son soutien au Plan gouvernemental pour l'égalité hommes-femmes. La raison invoquée par la Délégation de l'UE est que son homologue marocain a demandé de ne pas partager les indicateurs de performance. Point important à noter par ailleurs, la Délégation a lancé un appel d'offres d'une valeur de 4,3 millions d'euros dans le domaine de l'assistance technique pour le GAP. L'aspect de confidentialité a été considéré une composante vitale pour assurer l'équité du processus d'appel d'offres. La Délégation de l'UE a fait remarquer qu'elle veillera à la pleine transparence et la plus entière coordination avec tous les acteurs, une fois le processus d'appel d'offres terminé. Ceci démontre la difficulté du contexte institutionnel dans lequel la Délégation évolue. On espère que l'UE pourra résoudre ces tensions pour garder la confiance du gouvernement

²⁵¹ Le nouveau Chef de la coopération venait tout juste de prendre ses fonctions lors de l'enquête de terrain.

marocain et en même temps approfondir la coopération avec les Etats membres.

Un autre aspect important à prendre en compte est la réduction du soutien aux initiatives ciblant l'égalité hommes-femmes de la part de l'Espagne, du Danemark et de l'Allemagne. Ces pays n'ont pas renouvelé leurs programmes sectoriels en matière d'égalité hommes-femmes, se concentrant plutôt sur l'institutionnalisation de la perspective du genre dans les programmes déjà existants. Cela représente un changement majeur dans les priorités des États membres et de facto une « dévaluation » des questions de genre. Il sera vital de surveiller si l'engagement dans le domaine de l'institutionnalisation de la perspective du genre aura des résultats en matière d'égalité hommes-femmes ou bien s'il entraînera l'affaiblissement des engagements en matière d'égalité hommes-femmes. L'UE devra être vigilante à cet égard. Il est irréaliste de s'attendre à ce que des spécialistes sectoriels soient des experts pour les questions liées au genre et qu'ils soient capables d'intégrer plus efficacement ces questions dans leurs secteurs de compétence sans un soutien important. L'UE et les États membres devront donc intensifier leurs efforts dans le domaine du renforcement des compétences pour permettre l'institutionnalisation effective de la perspective du genre et pour faire en sorte que les outils organisationnels clés, tels que l'appui budgétaire ou les directives sur la conception des programmes, exigent l'institutionnalisation de la perspective du genre et soient tenus responsables en cas de manquements.

Un autre problème mentionné par les personnes interrogées dans le domaine de la coordination concerne le manque de prise en compte des questions de genre lors des réunions des groupes de coordination sectoriels des donateurs (y compris le secteur de la croissance économique). Cela renforce la préoccupation exprimée ci-dessus, à savoir que le remplacement des programmes sectoriels en matière d'égalité hommes-femmes par l'institutionnalisation de la perspective du genre pourrait résulter en une baisse significative des résultats dans le domaine de l'égalité hommes-femmes sans son association à une stratégie qui permette l'institutionnalisation de la perspective du genre par le personnel.

Dans l'ensemble, il est impossible d'affirmer que les efforts d'amélioration de la coordination au niveau de l'UE ont donné lieu à une concertation plus efficace dans le domaine de l'EHFEF. L'UE mise à part, le Chef de la Délégation et la Représentante de l'ONU Femmes ont une relation de travail étroite. Celle-ci s'est récemment traduite par la rédaction d'une lettre conjointe adressée au Chef du Gouvernement du Maroc pour signaler leurs préoccupations au sujet de l'égalité hommes-femmes et des problèmes liés à la violence faite aux femmes.

3.3 Groupe de questions B : les instruments

La promotion de l'égalité hommes-femmes et de l'émancipation des femmes se fait efficacement **par l'intermédiaire d'instruments et de modalités différents**. La cohérence de cette promotion à travers les différentes initiatives a dégagé d'importantes synergies. Par exemple, dans le cadre de *l'Initiative nationale de développement humain* (INDH II), les indicateurs de performance en matière de scolarisation des filles dans les zones rurales appuient le programme d'appui budgétaire en matière d'éducation. De même, les indicateurs de performance INDH II en matière de santé maternelle appuient le programme d'appui budgétaire en matière sanitaire.

Cette complémentarité relève du professionnalisme et des compétences des membres du personnel plutôt que d'une stratégie d'ensemble adoptée par la Délégation de l'UE. Rien ne permet d'affirmer l'existence de mécanismes incitatifs sur le plan institutionnel, de stratégies, de processus ou de procédures officiels qui témoignent de l'utilisation complémentaire des instruments pour la lutte en faveur de l'EHFEF.

La triple approche a été efficace pour la promotion de l'égalité hommes-femmes au Maroc. Les membres du personnel interrogés (autres que ceux ayant travaillé spécifiquement sur les questions liées au genre au siège ou la PRLGQ) ne se réfèrent pas spécifiquement à la triple approche. Toutefois, les entretiens ont révélé l'utilisation systématique et complémentaire des trois volets pour mettre sur pied des interventions.

Il y a un suivi effectif des interventions dans les domaines couverts par les trois volets. Les concertations entre responsables politiques en matière de politiques à suivre font moins l'objet d'un suivi officiel. Le rapport annuel au sujet du GAP permet de rendre compte des réalisations accomplies au cours de l'année et d'en tirer le bilan.

La Délégation de l'UE a été très efficace pour aborder les problématiques liées à l'EHFEF comme une question transversale dans les programmes et les initiatives examinés. L'EHFEF a été prise en compte dans la documentation examinée et dans le dialogue stratégique avec le gouvernement et la société civile qui s'y rapporte. Les données tenant compte des spécificités du genre sont incluses dans le suivi. Comme indiqué plus haut, la Délégation de l'UE a reconnu la nécessité d'une analyse des capacités institutionnelles des différents secteurs pour évaluer les besoins d'expertise en matière de genre.

Autre remarque importante, le Maroc est un pays qui se prête à l'utilisation de la triple approche. Le roi du Maroc est un ardent défenseur de l'égalité hommes-femmes. Le gouvernement a mis en place des structures / dispositifs importants en appui à l'EHFEF. Le gouvernement actuel a approuvé un Plan national pour l'égalité hommes-femmes qui met l'accent sur l'institutionnalisation de la perspective du genre. De son côté, le Ministère des Finances a été l'un des premiers dans le monde à piloter la budgétisation tenant compte des spécificités du genre. La nouvelle Constitution prévoit l'égalité hommes-femmes et il existe un fort mouvement citoyen en faveur des droits des femmes ainsi qu'une presse vigilante et militante sur le sujet. Ceci fournit un environnement propice pour la Délégation de l'UE qui lui permet de s'engager dans des concertations entre responsables politiques sur les politiques à suivre en matière d'EHFEF, et assure l'institutionnalisation de la perspective du genre dans ses activités, ainsi que le développement d'actions ciblées en faveur de l'émancipation des femmes.

3.4 Groupe de questions C: participation des acteurs et des partenaires, notamment à la lutte contre la violence sexiste, dans différents contextes

La Délégation de l'UE s'est engagée auprès des gouvernements partenaires et auprès des autres partenaires dans la lutte contre la violence sexiste et a participé au développement de stratégies d'aide adéquates. Le soutien actif à la lutte contre la violence sexiste a tenu compte des besoins du Maroc, de son contexte et des opportunités identifiées.

La Délégation de l'UE a utilisé ce contexte favorable pour fournir un appui budgétaire au GAP afin d'inclure des indicateurs de performance au sujet des actions en matière de lutte contre la violence faite aux femmes (voir le paragraphe 4.5 ci-dessous pour plus d'informations). L'appui budgétaire dans différents secteurs a été utilisé pour intégrer des indicateurs relatifs à la violence faite aux femmes – le mariage précoce, l'assistance juridique et le renforcement des systèmes d'information sur la violence faite aux femmes n'étant que quelques exemples parmi d'autres.

Un nombre importants de projets d'ONG portant sur les problématiques de violence sexiste ont été financés par l'IEDDH et par le biais d'appels à projets au bénéficiés acteurs non étatiques.

3.5 Groupe de questions D: accomplissement des objectifs en matière d'EHFEF²⁵²

Les concertations entre responsables politiques sur les politiques à suivre ont permis de maintenir l'égalité hommes-femmes à l'ordre du jour des relations CE-Maroc. Les mécanismes de concertations en matière de politiques à suivre dans les secteurs examinés s'appuient sur des objectifs précis et des indicateurs pour suivre les progrès accomplis en fonction de l'appui fourni. Les indicateurs de performance liés au genre pour le versement des tranches variables fournissent un point d'accès immédiat dans ces concertations en matière de politiques à suivre. La position de la DUE est claire : l'appui budgétaire de l'UE au GAP facilite un dialogue légitime en matière d'égalité hommes-femmes, d'autant que la DUE est le premier contributeur à ce Plan (et le seul à fournir un appui budgétaire – suite à l'insistance du gouvernement qu'un donateur suffisait en matière d'appui budgétaire, d'autres donateurs étant libres de soutenir le Plan par d'autres moyens).

Les concertations en matière de politiques à suivre ont été utilisées pour nourrir le dialogue entre responsables politiques. Ainsi, l'un des indicateurs de performance pour la tranche variable concernant l'appui budgétaire de l'UE au Plan gouvernemental pour l'égalité hommes-femmes du Maroc se rapporte à un projet de loi sur la lutte contre la violence faite aux femmes. L'indicateur de performance n'a pas été atteint et les financements n'ont pas été versés. Parallèlement aux discussions qui ont eu lieu au sujet de cet indicateur de performance, le Chef de la Délégation de l'UE et la Représentante de l'ONU Femmes ont envoyé une lettre conjointe au Chef du Gouvernement exprimant leurs préoccupations au sujet du projet de loi. Cela souligne l'importance du lien entre dialogue entre responsables politiques et coopération au développement.

On a recensé nombre d'exemples où d'actions spécifiques dans le domaine de l'émancipation des femmes ayant permis de corriger les inégalités. L'accès à l'enseignement primaire pour les filles dans les zones rurales s'est amélioré et la mission de suivi consacré au Programme d'éducation conclut que cette amélioration est « *probablement surtout due aux mesures d'appui social* » mises en place, mesures financées grâce à l'aide européenne.²⁵³

Le Programme consacré à l'huile d'argan (2003-2010) a entraîné : une amélioration des revenus des femmes ; leur organisation en coopératives de productrices pour améliorer leur accès aux ressources ; et la création d'une association de 150 coopératives de femmes travaillant à l'extraction de l'huile d'argan. La productivité a été multipliée deux fois et demi en cinq ans. Les femmes membres des coopératives ont bénéficié de la couverture médicale pour leurs familles. En termes de participation politique, trois femmes ont été élues au bureau local. Les outils mis en place pour l'émancipation des femmes dans le cadre de ce programme ont été utilisés depuis dans le cadre d'autres projets et d'autres programmes gérés par les partenaires nationaux, notamment l'Agence de Développement Social (ADS).

En ce qui concerne l'impact sur l'égalité hommes-femmes de l'appui budgétaire de 45 millions d'euros à la mise en œuvre du Plan gouvernemental pour l'égalité hommes-femmes, il faut remarquer que d'importants mécanismes ont été mis en place qui appuieront l'égalité hommes-femmes. Il s'agit de :

²⁵² Le Maroc n'est pas considéré comme un pays aux prises avec des crises chroniques selon les termes du Plan d'action pour l'égalité hommes-femmes et l'émancipation des femmes. Il ne dispose pas, par conséquent, de mandat pour travailler sur le rôle des femmes pour la paix et la stabilité (Women, Peace and Security).

²⁵³ Ces mesures comprennent des pensionnats pour filles, des Centres de détection de la violence à l'école et la formation des enseignants.

- « mécanismes pour l'institutionnalisation de la perspective du genre opérationnalisés dans les ministères, au parlement et dans les municipalités » (Résultat 3, indicateur 7). Ces mécanismes désignent les cellules pour l'égalité hommes-femmes ;
- 5 millions d'euros dans le domaine de l'aide technique pour renforcer les compétences des ministères en matière d'institutionnalisation de la perspective du genre – l'appel d'offres vient d'être publié ;
- 2 millions d'euros pour les organisations de la société civile ;
- indicateur en matière de consultation / participation des ONG au suivi / évaluation de l'exécution du Plan, un financement étant disponible pour ce suivi ;
- indicateur de performance pour la tranche variable en vue de renforcer les capacités du Ministère de la femme²⁵⁴. Seuls cinq membres du personnel du Ministère traitaient des questions relatives à l'égalité hommes-femmes lors de la mise en place de l'appui budgétaire. Une des conditions pour recevoir le soutien de la CE était l'augmentation de cette capacité. On compte maintenant 26 membres du personnel, des postes supplémentaires étant attendus en 2015 dans le cadre de la mise en œuvre du Plan.

Il est encore trop tôt, cependant, pour avoir des preuves de l'impact de ces mesures ou de leurs capacités à corriger les inégalités et à rétablir les équilibres entre les hommes et les femmes. Ce qui est intéressant de noter, c'est que les mécanismes énumérés ci-dessus s'appuient directement sur certains des enseignements que l'on peut tirer de la persistance des inégalités hommes-femmes mentionnées au paragraphe 3 ci-dessus, y compris l'absence d'institutionnalisation systématique des questions de genre dans les politiques publiques.

Les programmes de renforcement des capacités, appuyés par la CE, et qui ont été passés en revue dans le cadre de cette étude ont contribué à l'autonomisation des pouvoirs publics nationaux et locaux, leur permettant de promouvoir l'EHFEF dans leur travail dans une certaine mesure. Des exemples tirés des secteurs de la santé et de l'éducation montrent que la Délégation de l'UE soutient les partenaires gouvernementaux pour qu'ils remédient aux capacités insuffisantes détectées lors des audits sectoriels en matière de genre. L'appui au renforcement des capacités est prévu parallèlement à l'assistance financière fournie par le biais de l'appui budgétaire afin de fournir un paquet de mesures d'aide complémentaire. On a trouvé des preuves du renforcement efficace des capacités lors du suivi du programme d'éducation.

L'Initiative de développement humain I a permis une hausse de la participation des femmes dans les structures décisionnelles dans le domaine du développement rural, passant de 14% au début du programme à 21% au moment de sa clôture.²⁵⁵

Les principales activités du **Ministère espagnol de la coopération** spécifiquement liées à l'EHFEF ont été destinées à : la protection et l'amélioration de la situation des femmes victimes de la violence de genre, l'émancipation économique, l'augmentation et l'amélioration de la protection sociale, l'accès à la justice, l'accès à l'éducation et la participation politique accrue des femmes. Le renforcement des capacités en matière d'égalité hommes-femmes de la société civile, des femmes parlementaires et de la magistrature a également eu lieu. On a été consacré 21.434.011 millions d'euros à l'émancipation des femmes entre 2007 et 2011.

3.6 Groupe de questions E: capacité institutionnelle de mener à bien les actions

Toutes les personnes interrogées ont une bonne connaissance des concepts et des politiques relatifs à l'EHFEF. Elles ont été capables de démontrer, tant au cours des entretiens que durant l'examen des documents qu'elles comprennent, analysent et appliquent les concepts

²⁵⁴ Le nom complet du ministère est Ministère de la Solidarité, de la femme, de la famille et du développement social (Ndt)

²⁵⁵ Se reporter à la Délégation de l'Union Européenne au Royaume du Maroc, 2011b. Programme d'appui à l'Initiative nationale de développement humain (INDH) : appui au programme de lutte contre la pauvreté en milieu rural de l'INDH (Evaluation finale).

et les politiques liés au genre de manière pertinente. Chose importante à noter, les membres du personnel interrogés avaient travaillé sur les questions de genre avant leur poste actuel. Le personnel de la Délégation manifeste un grand intérêt pour l'égalité hommes-femmes d'après la PRLQG, comme en témoigne le nombre élevé de personnes ayant assisté à la séance volontaire de compte rendu de mission, qui a eu lieu un vendredi en fin de journée, veille d'un week-end férié (24 personnes étaient présentes).

Toutefois, la Délégation de l'UE a reconnu que sa capacité institutionnelle à réaliser l'EHFEEF est insuffisante, en particulier dans le contexte de l'augmentation spectaculaire de la charge de travail au cours des trois à quatre dernières années. En dépit des efforts de tous, y compris des instances dirigeantes, la capacité n'est pas à la hauteur des exigences politiques et sociales en faveur de l'égalité hommes-femmes au Maroc. Il y a des attentes élevées – de la part du gouvernement, de la société civile ainsi que des membres du personnel eux-mêmes.

La Délégation de l'UE est consciente de sa grande dépendance envers la PRLQG et le personnel bénéficiant d'une formation et d'une expertise préalables en matière de genre. Remarque importante, la PRLQG passe les trois quarts de son temps à répondre aux demandes de du siège de la DG DEVCO, ce qui laisse seulement un quart de son temps au service de la Délégation. L'appui budgétaire au Plan gouvernemental pour l'égalité hommes-femmes prend beaucoup de temps et la surcharge de travail dont souffre la Délégation de l'UE a contribué aux retards subis dans la libération des fonds au titre des volets Assistance technique et Société civile de l'appui budgétaire.

Le Chef de Délégation de l'UE et ses équipes se sont engagés à mener un audit interne en matière de genre et à mettre au point une stratégie globale en faveur de l'EHFEEF valable pour toute la Délégation afin de mieux gérer les limites de capacité. Toutefois, la Délégation ne dispose pas actuellement des fonds nécessaires en raison de coupes budgétaires. Une demande d'aide officielle a donc été faite par le Chef de la Délégation de l'UE au siège en mars 2014. Malheureusement, cette demande d'aide était restée sans réponse au moment de la notre mission.

En termes de formation, il n'y a pas eu de formation en genre du personnel à ce jour. Le seul dispositif interne officiel pour améliorer les compétences du personnel afin de réaliser l'EHFEEF est la présence de la PRLQG. Celle-ci suit et appuie le personnel, tout en étant occupée par sa propre charge de travail. Officieusement, les fonctionnaires transférés au bureau de Rabat qui ont déjà des compétences en matière d'EHFEEF sont capables d'aborder les problématiques liées au genre avec leurs collègues. Cependant, suite aux nombreuses demandes du personnel, une formation assurée par le siège est prévue pour la Délégation en 2015, dans le cadre de l'appui « Voisinage Sud ».

Les instances dirigeantes ont fait preuve de leadership sur les questions d'égalité hommes-femmes. Le Chef de Délégation de l'UE est bien informé sur les questions de genre et nombreux sont les exemples qui montrent la façon, à la fois officielle et officieuse, dont il fait la promotion de l'égalité hommes-femmes. Le Chef de la Coopération et le Chef de section de la PRLQG venaient tous deux de prendre leurs fonctions (depuis quelques semaines) lors de l'enquête de terrain. Différents intervenants nous ont rapporté que les titulaires de poste antérieures avaient aussi su faire preuve de leadership dans le domaine de l'égalité hommes-femmes.

La responsabilité organisationnelle de rendre des comptes sur l'EHFEEF prend principalement la forme du rapport annuel au sujet du GAP. Reste à déterminer quelles sont les conséquences de ce rapport en termes, soit en termes d'incitation pour les progrès réalisés, ou de pénalités si aucun progrès n'est accompli.

Le Ministère espagnol de la coopération a une PRLQG qui est une experte expérimentée et qualifiée dans les problématiques du genre. Suite aux coupes budgétaires, elle a dû payer de sa poche pour suivre une formation. Le Ministère espagnol de la coopération offre des cours en ligne pour le personnel, dont un traité de l'institutionnalisation de la perspective du genre. Aucun fonctionnaire du bureau de Rabat, en dehors de la PRLQG, n'a suivi ce cours. Les autres membres de la Délégation ont choisi de suivre des cours liés à un secteur spécifique. Cela souligne l'importance de l'institutionnalisation de la perspective du genre dans toutes les formations. L'opinion du personnel est claire cependant : on pourrait améliorer leurs compétences en matière d'institutionnalisation de la perspective du genre dans le cadre de l'appui sectoriel. En conséquence, le Ministère espagnol de la coopération a mené une série d'ateliers internes et un audit au sujet de l'institutionnalisation de la perspective du genre. Un plan d'action global pour le bureau de Rabat a été mandaté - et financé par Madrid à la demande du bureau - pour répondre à l'audit de genre.

4. Conclusions

Le Maroc offre un contexte propice à la mise en œuvre du Plan d'action de l'UE en matière d'égalité hommes-femmes et d'émancipation des femmes (GAP). La Délégation de l'UE a été capable de saisir les opportunités qui se sont présentées de faire avancer l'égalité hommes-femmes grâce à son appui au gouvernement et à la société civile au Maroc.

Les facteurs suivants ont été d'importants vecteurs de réussite :

- le contexte: l'environnement propice offert par le Maroc signifie que le genre est un sujet discuté ouvertement. La société civile, les médias actifs, les institutions de l'Etat, le gouvernement élu et le roi sont tous vigilants en ce qui concerne l'égalité hommes-femmes.
- l'engagement actif et les compétences des personnels de la Délégation de l'UE, notamment le Chef de la Délégation et la PRLQG.
- l'investissement de la Délégation de l'UE en matière d'appui budgétaire au Plan gouvernemental pour l'égalité hommes-femmes. Cette initiative pionnière doit être saluée. Ses indicateurs de performance s'attaquent vraiment aux problèmes liés à l'institutionnalisation de la perspective du genre - ils cherchent à institutionnaliser l'égalité des sexes en mettant l'accent sur le renforcement du personnel et de ses compétences, sur la mise en place de dispositifs d'opérationnalisation officiels dans chaque département ministériel et sur l'appui aux OSC pour le suivi de la mise en œuvre des engagements en matière d'égalité hommes-femmes. La Délégation a acquis à travers cela une légitimité tant de ses responsables politiques que des politiques qu'elle suit pour son appui aux efforts faits par le Maroc pour garantir l'EHFEF.
- l'intégration des indicateurs de performance liés à l'égalité hommes-femmes pour les tranches variables dans l'appui budgétaire a garanti le fait que les questions de genre restent à l'ordre du jour. Elle a aussi rendu possible un suivi rigoureux et un dialogue avec le gouvernement dans le domaine de l'égalité hommes-femmes.

Parmi les obstacles qui ont freiné les succès, on compte :

- Le manque de hiérarchisation et de cohérence dans l'institutionnalisation de la perspective du genre de la part du siège de la DG DEVCO dans toutes ses directives et pour l'ensemble des secteurs. Les directives envoyées à la Délégation de l'UE n'exigent pas systématiquement l'institutionnalisation de la perspective du genre (par exemple, la directive concernant l'appui budgétaire) et les budgets disponibles pour la phase Conception ne permettent pas toujours de recruter une expertise en matière de genre. Faute de mécanismes de responsabilisation à l'échelle européenne, les résultats dépendent de l'engagement individuel de chacun. La Délégation a émis des demandes pour la réalisation d'un audit de genre en appui à une stratégie interne visant à institutionnaliser la perspective du genre qui sont encore restées sans réponse.

- Certaines sections au sein de la Délégation de l'UE n'ont pas hiérarchisé l'institutionnalisation de la perspective du genre comme prioritaire : ce n'est pas par manque de bonne volonté, mais à cause d'un manque avoué de capacité et de hiérarchisation. La formation proposée en 2015 serait un pas qui va dans le bon sens. Toutefois, la DG DEVCO devrait reconsidérer la possibilité de financement de la demande que la Délégation a émise d'un audit de genre pour déboucher sur une stratégie globale valable pour l'ensemble de la Délégation.
- La demande d'expertise en matière de genre est plus élevée que la capacité d'offre actuelle. La Délégation a la chance d'avoir une PRLQG expérimentée, très compétente et très respectée, qui travaille en étroite collaboration avec d'autres collègues qui ont également une forte expertise en la matière. Cependant, et la Délégation en est tout à fait consciente, les demandes des collègues et des partenaires pour bénéficier d'une expertise en la matière dépassent de loin les capacités du personnel existant.

Il existe un certain nombre de domaines que l'Union européenne et les Etats membres pourraient souhaiter prendre en compte, allant de l'avant :

- **Hiérarchiser prioritairement l'égalité hommes-femmes par-delà les seuls secteurs sociaux.** La participation économique en baisse des femmes marocaines devrait être un sujet de concertation important. Le personnel de la Délégation a reconnu l'institutionnalisation insuffisante de la perspective du genre dans le secteur économique et la Délégation souhaitera peut-être accroître sa capacité dans ce domaine pour aider à enrayer cette baisse et, en fin de compte, corriger les inégalités dans le domaine de la participation économique.
- Gérer les risques liés à la ré-hiérarchisation du genre comme question transversale de la part d'un certain nombre d'États membres. Lorsqu'elle est bien menée, l'institutionnalisation de la perspective du genre représente un outil puissant en faveur de l'égalité hommes-femmes. Cependant, il ne s'agit pas d'une rustine ou d'une solution au rabais pour répondre à des coupes dans les ressources. Pour être efficace, l'institutionnalisation de la perspective du genre nécessite un investissement important en termes de : renforcement des capacités du personnel généraliste ou sectoriel ; généralisation de l'usage d'outils pertinents au sein de l'organisation ; suivi et enregistrement des résultats en matière d'égalité hommes-femmes dans le cadre de résultats plus globaux. Cette évaluation a révélé des lacunes importantes au sein de l'Union européenne en ce qui concerne l'institutionnalisation de la perspective du genre. Il sera donc vital de surveiller si cette potentielle réduction de l'égalité hommes-femmes à un seul des volets de la triple approche engendrera des résultats en matière d'égalité hommes-femmes ou bien si elle conduira à l'édulcoration des engagements pris en la matière.
- **Manque de travail en commun en matière d'égalité hommes-femmes.** Les États membres et la Délégation feraient bien d'étudier la mise au point d'une stratégie commune au sujet de l'égalité hommes-femmes. Celle-ci pourrait s'appuyer sur la « Ligne à défendre » formulée par le Chef de la Délégation de l'UE. Mettre fin aux conflits créés par la confidentialité entretenue autour de l'appui budgétaire de la Délégation au GAP constituerait un premier pas. Les États membres seraient bien inspirés de mutualiser leurs moyens pour institutionnaliser la perspective du genre. L'UE pourrait envisager de s'inspirer des différentes formations disponibles, y compris le cours en ligne du Ministère espagnol de la coopération et la formation belge concernant l'utilisation du Marqueur Genre, par exemple. L'audit de genre et la stratégie en cours de réalisation par le Ministère espagnol de la coopération prévoient également un modèle de bonnes pratiques afin d'aider de manière concrète le personnel à respecter les engagements pris dans le domaine de l'institutionnalisation de la perspective du genre.
- **Renforcer les dispositifs institutionnels visant à institutionnaliser la perspective de genre.** Un des moyens serait de veiller à ce qu'une analyse de genre ait lieu dès le début,

dès l'identification des projets. Ou bien à travers la création d'un Groupe Appui qualitatif interne capable d'apporter son aide à ce stade précoce.

L'enquête de terrain réfute de nombreux aspects des conclusions du rapport d'étude documentaire :

14. Des exemples irréfutables démontrent l'utilisation des **concertations entre responsables politiques** pour appuyer l'ordre du jour en matière d'égalité hommes-femmes et d'émancipation des femmes ;
15. **Les indicateurs de genre** ont été intégrés dans les programmes sociaux examinés. Le personnel travaillant dans les autres secteurs a été moins systématique dans son approche, mais il aimerait accroître ses compétences afin de pouvoir être plus systématique dans l'identification des indicateurs de genre et le plaidoyer en leur faveur.
16. Certains indices laissent penser que les instruments et lignes budgétaires ont été utilisés de façon complémentaire ;
17. Lutter contre la **violence faite aux femmes** est une priorité au Maroc;
18. Au Maroc, les volets de la triple approche sont utilisés avec soin et de manière complémentaire afin de promouvoir l'égalité hommes-femmes et l'émancipation des femmes ;
19. Le Maroc fournit un exemple de bonnes pratiques en ce qui concerne l'institutionnalisation de la perspective du genre dans l'appui budgétaire pour les secteurs examinés, fournissant un paquet complémentaire de mesures d'aide financière et technique ;
20. Il y a une utilisation systématique du **Marqueur Genre** (bien qu'il ne soit pas considéré comme un outil au service du personnel).

Par contre, l'enquête de terrain corrobore les conclusions suivantes du rapport d'étude :

21. Il est impossible d'affirmer que **l'analyse de genre** sous-tend la stratégie pays pour la période où a lieu l'évaluation. On trouve généralement des indicateurs désagrégés par sexe dans les domaines liés à la démocratie, aux droits de l'homme et aux secteurs sociaux (éducation primaire et secondaire, santé maternelle, réduction de la pauvreté). Ils sont inexistant dans d'autres domaines de coopération (commerce extérieur, sécurité, énergie, eau, transports, etc.). Cependant, la nouvelle stratégie pays est grandement améliorée puisqu'elle comporte une analyse de genre beaucoup plus développée. Une fois encore, cependant, l'accent est mis sur les secteurs sociaux. La nouvelle stratégie aurait pu porter une attention bien plus grande à l'emploi décent pour les femmes, par exemple, en raison notamment de la baisse des indicateurs touchant à l'emploi féminin ;
22. Il y a un manque de directives concernant la conception et la mise en œuvre de l'appui budgétaire ;
23. On n'a pu trouver aucun indice de l'existence **d'encouragements institutionnels** pour l'institutionnalisation de la perspective du genre. Il existe aussi une trop grande dépendance envers la PRLQG, qui appuie l'institutionnalisation de la perspective du genre en plus d'une charge de travail déjà bien remplie ;
24. Certains indices semblent indiquer que des mesures spécifiques pour l'émancipation des femmes ont contribué à corriger les inégalités ;
25. **La formation en matière de genre** a constitué une priorité secondaire. Cependant, cela a changé, la Délégation est consciente de ses capacités limitées. Une formation est programmée pour le début 2015. Celle-ci devra, toutefois, être accompagnée de l'appui continu aux capacités afin de garantir l'intégration de cet apprentissage dans la pratique ;
26. Les mécanismes de coordination des donateurs se limitent au dialogue centralisé avec les gouvernements partenaires.

Annexes

Annexe 1 : Les personnes interrogées

Nom	Intitulé de poste
Délégation de l'UE	
Sandra Bareyre	Chargée de programmes - Education et genre
Rupert Joy	Ambassadeur, Chef de Délégation
Philip Mikos	Ministre conseiller, Chef de coopération
Didier Nils	Chef de Section - Développement social et rural
Fatima El Kesri	Assistante coopération
Stephanie Druguet	Chargée de programmes - Développement social et rural
Caroline Frieh-Chevalier	Chargée de programmes - Santé et handicap
Cécile Abadie	Chef de section - Politique, presse, communication et culture
Corinne Andre	Chef de section - Gouvernance
Autres membres du personnel de la Délégation de l'UE ayant pris part à la réunion de compte rendu de mission et au recouplement des conclusions préliminaires	
Farida Boulima	Gestionnaire - Finances et contrats
Khalid Berkellil	Gestionnaire - Finances et contrats
Boubeker Maayouchi	Gestionnaire - Finances et contrats
Sonia Jalal	Assistante coopération
Hikmat El Farjani	Chargé de programmes
Emmanuel Le Clerc	Chargé de programmes
Nawal Benzine	Gestionnaire financier
Miguel Forcat	Gestionnaire financier
Agnes Bertholier	Chargée de programmes - Gouvernance
Raul De Luzenberger	Chef adjoint de la Délégation
Hassane Belguenani	Chargé de programmes
Louis Dey	Chargé de programmes
Wafaa Bennani	Secrétaire
Guenaelle Doussal	Archiviste
Alessandra Frontoni	Chargée de programmes
Caroline Sorgues	Chargée de programmes
Hasna Mohandis	Agent administratif
Marie-Anne Nicolaidès	Gestionnaire financier – Programme Genre
Autorités marocaines	
Larbi Tabit	Secrétaire général du Ministère de la solidarité, de la femme, de la famille et du développement social
Khalid El Hammoumi	Chef de division pour la coopération internationale, Ministère de la solidarité, de la femme, de la famille et du développement social
Hania Lamrani Alaoui	Initiative nationale de développement humain, Ministère de l'intérieur
Abdelhaq El Hayani	Directeur, Direction de la DSSP du MENFP
Karima Kabbaj	Directrice de l'Union européenne et des processus méditerranéens, Ministère des affaires étrangères et de la coopération
Chafiki Mohamed	Directeur des études et des prévisions, Ministère de l'économie et des finances
Ministère espagnol de la coopération	
Vicente Ortega Camara	Coordonnateur général adjoint
Mercedes Navarro	Responsable de programme et Référente locale pour les questions de genre
Tiscar Ortega Nogales	Responsable de programme – Société civile et protection de l'enfance
Ana Garcia Díaz	Expert en matière de genre (assistance technique)

Nom	Intitulé de poste
Isabel Fajardo Lopez	Responsable de programme
Etats membres et autres donateurs	
Mr Lietar	Ambassade de Belgique
Khadija Assari	Conseillère technique thématique en genre, Agence belge de développement
Annalena Edler	Ancienne conseillère principale du projet « Intégration de l'approche genre dans les politiques et programmes de développement au Maroc » - GIZ Maroc
Mr Stitz	Référent local pour les questions de genre, GIZ Maroc
Aouatif Alioua	Agente principale de développement, Section coopération, Ambassade du Canada
Michael Hamaide	Chargé en chef des opérations pour le Maroc (Banque Mondiale)
Leila Rhiwi	Représentante, l'ONU Femmes
Ghita El Khyari	Spécialiste des programmes, l'ONU Femmes
Amina Lotfi	Coordinatrice des programmes, l'ONU Femmes
Mehdi Remili	Chef du bureau du Conseil de l'Europe au Maroc
Société civile	
Mme Zahra Sidki	Présidente de la Coopérative féminine Arganier, Tiznit Maroc
Viera Schioppetto	Progettomondo Mlal
Houda Bouzzit	Directrice Executif - Association démocratique des Femmes du Maroc, ADFM/Rabat
Saida Idrissi	Association démocratique des Femmes du Maroc, ADFM/Rabat
Chafiai Mustafa	Directeur, Association Adala (Justice)/Rabat
Aicha Halid	Association Adala/Rabat
Fadil El Mousaddak	Association Adala/Rabat
Institutions nationales	
Hafida Oubel	Chef du Département des activités génératrices de revenus et d'emplois - Agence de développement social
Naima Benwakrim	Conseil national des droits de l'homme

Annexe 2 : Projets et programmes spécifiquement pris en compte

Projet bilatéral pour l'émancipation des femmes: l'huile d'argan²⁵⁶. MAR/AIDCO/2002/0521. 2003–2010

Appui à l'Initiative nationale de développement humain (INDH). Convention n°18-777

Contract n° 2011/265524-1. 2005–2010

Projet "Force des Femmes"²⁵⁷. DCI-Genre/2010/233-358. 2014–2015

Appui à la mise en œuvre du Programme gouvernemental pour l'égalité hommes-femmes. Convention n° 22-775 and 23-519. 2012–2020

Appui à la mise en œuvre de la Stratégie gouvernementale en matière d'éducation. Convention n° 2009/021-793. 2009–2013

Par ailleurs, on a également examiné des documents relatifs à l'appui budgétaire au secteur de la santé. Celui-ci bénéficie de financements conjoints de la part de la CE, du Ministère espagnol de la coopération et de l'UNFPA.

²⁵⁶ La Délégation de l'UE et l'Agence sociale de développement ont appuyé l'établissement et la réorganisation de 65 coopératives de femmes dans le sud marocain, lesquelles ont contribué à l'émancipation de femmes pauvres (alphabétisation, éducation et émancipation économique). La Commission européenne a contribué à hauteur de 6 millions d'euros et le gouvernement marocain à hauteur de 4,2 millions d'euros.

²⁵⁷ Ce projet est le résultat d'un partenariat entre Progetto Mondo-association, Amnesty International (Maroc) et des associations locales. Son but est de renforcer les capacités des associations locales travaillant dans le domaine de l'émancipation des femmes et de la protection juridique. Ce projet est financé au titre de l'initiative intitulée « Renforcer la capacité des acteurs non-étatiques à défendre les droits des femmes et à promouvoir l'égalité hommes-femmes en Algérie, en Egypte, en Israël, en Jordanie, au Liban, en Libye, au Maroc, dans les Territoires palestiniens occupés, en Syrie, en Tunisie, et en Mauritanie. »

Annexe 3 : Les documents consultés

Agence française de développement. L'AFD au Maroc.
<http://www.afd.fr/home/pays/mediterranee-et-moyen-orient/geo/maroc/afd-maroc>.

Ambassade d'Espagne et Royaume du Maroc, 2012. Convenio de Asociacion Estrategica en materia de Desarrollo y de Cooperación Cultural, Educativa y Deportiva entre el Reino de España y el Reino de Marruecos.

Auteur inconnu, 2011. Projet d'appui à l'Initiative nationale de développement humain - Mission conjointe d'achèvement du projet d'appui à la première phase du 23 mai au 8 juin 2011, Aide-mémoire.

Banque mondiale, le Maroc en bref : <http://www.banquemondiale.org/fr/country/morocco>. Consulté le 23.10.2014.

Cambridge Education Consortium, 2007. Mission d'identification et de formulation de l'appui de la CE à l'initiative nationale pour le développement humain (INDH) du Maroc, à financer par la Communauté européenne.

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Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for Nicaragua

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April 2015

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List of Acronyms and Abbreviations

AECID	Agencia Española de Cooperación Internacional para el Desarrollo
CIG	Comisión Interagencial de Género
CSO	Civil Society Organisation
CSP	Country Strategy Paper
EIDHR	European Instrument for Democracy and Human Rights
FSLN	Sandinista National Liberation Front
GAP	Gender Action Plan
GbV	Gender-based violence
GEDAT	Grupo Estratégico por la Despenalización del Aborto Terapéutico
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GII	Gender Inequality Index
GoN	Government of Nicaragua
HDI	Human Development Index
INTUR	Instituto de Turismo
M&R	Monitoring and Evaluation
MHCP	Ministerio de Hacienda y Crédito Público
MS	Member State
NGO	Non-overnmental Organisation
ODA	Overseas development aid
OPS	Organización Panamericana de Salud
SCJ	Supreme Court of Justice
VET	Vocational education and training

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EU and Member States in development cooperation in the 2010–13 period;
- the extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–13.

The **purpose** of the visit was to collect information from EU Delegation staff, partner agencies, project implementers and beneficiaries about the approach adopted by the EU to promote GEWE at the country level, and the results, outcomes and impacts achieved. The country visits follow completion of the desk phase and are expected to: address information gaps identified in the desk report relating to 14 evaluation questions; reflect on the preliminary findings presented in the desk report and confirm or challenge them; and test hypotheses presented in the desk report.

Nicaragua was selected as one of the 11 country cases for the EU evaluation. The countries were selected based on the following criteria: importance of EU support in the country; covering all major regions; broader learning potential; country coverage of earlier and ongoing evaluations; political and economic context (stable, fragile, post-conflict, etc.); existence of budget support cooperation; and geographical priorities of the Member States involved in the Reference Group.

Nicaragua was selected as a case study as it is a post-conflict state where there are indications of progress being made on GEWE. It is a challenging operational environment for development organisations with concerns over governance leading to the suspension of budget support in 2008. Nicaragua is a priority country for Spain's²⁵⁸ Development Cooperation.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. The field mission took place 18–22 August 2014, with some additional interviews and a focus group scheduled for after the field mission. Methods used to collect data from the EU Delegation (EUD) and Spanish Cooperation consisted of individual and small group interviews. Methods used with partners were mostly focus groups with 3 to 10 participants, with or without the presence of the respective EU programme manager. Participants included:

- 8 from the EUD
- 5 from the Spanish Cooperation, including 4 from AECID 1 from the Embassy
- 28 people representing 8 partner organisations
- 15 people from 9 organisations/institutions from the women's movement or the academia²⁵⁹ (see Annex 3 for details of participants).

Secondary data was drawn from a range of documents including the Country Strategy Paper (CSP), the mid-term review of the CSP, and the Central America Association Agreement, project documents for the five selected projects and EUD and EU web sites (See Annex 2).

²⁵⁸ One of the focal Member States for the evaluation.

²⁵⁹ This includes people interviewed after the mission.

1.2 Selection of Programmes and Projects for Study

To feed into the wider evaluation, each country case study was expected to assess:

- gender mainstreaming in budget support operations where they exist
- gender mainstreaming in selected focal sectors
- up to five gender-specific projects.

The country team selected five programmes/projects for review through discussion with the EUD Gender Focal Point (GFP) and other EUD staff members (see Annex 3 for details). The programmes selected reflect the priority sectors of the EU country programming in Nicaragua:

Education

- Technical education and professional training – large sector programme implemented with Member State (MS) Spain (Programa de Apoyo a la Educación Técnica y Formación Profesional en Nicaragua) – (TECNICA) – DCI-ALA/2013/023-678 (EUR 15.0 million) – with the Spanish Cooperation (Agencia Española de Cooperación Internacional para el Desarrollo, AECID) and national government partners MINED and INATEC.

Economic growth

- Local economic development through tourism – medium-sized sector programme implemented with MS Luxembourg (Apoyo al desarrollo económico local a través del sector turístico: Ruta Colonial y de los Volcanes) – DCI-ALA/2011/022-534 (EUR 8.275 million) – with LuxDev; the national government partner is the Instituto de Turismo.
- Increasing Accountability in Financing for Gender Equality (F4GE) GENRE/2011/261-438 (EUR 15.0 million) – under the EU/UN Partnership on Gender Equality 2011–2015. Implemented by UNWomen and the national government partner is Ministerio de la Mujer and Ministerio de Hacienda y Crédito Público.

Governance

- Legal reform: sexual and reproductive health and rights (therapeutic abortion) – Local NGO funded intervention (Legalización del Aborto Terapéutico en Nicaragua) – EIDHR/2012/308-876 (EUR 300,000) – implemented by Puntos de Encuentro with the Grupo Estratégico por la Despenalización del Aborto Terapéutico (GEDAT – a network of NGOs)
- Civil society, children rights and democracy – implemented by Plan International Sweden in Guatemala, El Salvador, Honduras and Nicaragua (Fortalecimiento de la sociedad civil y de la niñez en la construcción de la democracia en Centro América – EIDHR/2011/167-628 (EUR 1.8 million).

In addition, the country team reviewed the work of Spanish Cooperation on gender-based violence (GbV) in the justice sector, through the analysis of thematic publications and interviews with a state representative and Spanish NGOs.

2. Country and Development Partner Context

2.1 Gender Equality and Women's Empowerment in Nicaragua

Nicaragua's Human Development Index (HDI) value for 2013 is 0.614 – which is in the medium human development category – positioning the country at 132 out of 187 countries and territories. Between 1980 and 2013, Nicaragua's HDI value increased from 0.483 to 0.614, an increase of 27.1% or an average annual increase of about 0.73%. **Nicaragua has a Gender Inequality Index (GII) value of 0.458, ranking it 90 out of 149 countries in the 2013 index.** In Nicaragua, 40.2% of parliamentary seats are held by women, and 30.8% of adult women have reached at least a secondary level of education compared with 44.7% of their male counterparts. For every 100,000 live births, 95.0 women die from pregnancy-related causes; and the adolescent birth rate is 100.8 births per 1000 live births. Female participation in the labour market is 47.0% compared to 80.1 for men.

Some recent analyses of the gender equality and women's rights situation in Nicaragua point to ambiguities in government statistics, laws, policies, programmes and their effects. A review of the government's approach to gender can shed light on these inconsistencies, which are evident in at least three areas – socioeconomic policy, political participation, and violence against women – areas that are relevant to the EU and Spanish Cooperation with Nicaragua. The current governing political party in Nicaragua (2007 to 2016), the Sandinista National Liberation Front (FSLN), has a gender policy and a particular approach to analysing and promoting gender equality. The 'Gender Policy: Draft Proposal'²⁶⁰ was released early in the first term. It contains several important statements, such as:

The equality of men and women – in addition to being a human right – is a strategic necessity in order to deepen representative and participatory democracy and also construct a more just and socioeconomically developed society. (Gender Policy, p. 5)

'Incorporating a gender perspective in public policies and actions involves taking into account the differences between the sexes and analysing in every circumstance the institutional and cultural causes and mechanisms that structure inequality between women and men. The gender perspective is a technical and conceptual analytical framework that allows for:

- making more visible women's condition with respect to that of men
- detecting the causes and effects of inequality.' (Gender Policy, pp. 6–7)

However, the draft policy does not make the connection to the state's international commitments to women's rights acquired through ratification of several human rights conventions; there is no evidence or data provided, nor is it analysed with respect to the various statements made; and no specific programmes are mentioned nor are details provided regarding how it will be implemented.²⁶¹

Socioeconomic programmes

Ensuring women's participation in socioeconomic programmes has been an important plank in the government's gender equality platform. Some of the flagship social policies, such as Roof Plan, Zero Hunger or Zero Usury, have been targeted either exclusively or principally to women beneficiaries. For example, the government reported that between 2007 and 2010, 63,580 women heads of household had received a 'productive food voucher' that consisted of

²⁶⁰ Gobierno de Reconciliación y Unidad Nacional, n.d. 'Política de Género. Propuesta Borrador'.

²⁶¹ Kampwirth, K., 2010, *Gender and Latin America's New Left: Lessons from Nicaragua*. Springer: New York.

a pregnant cow and sow, poultry, and seeds.²⁶² This was intended to contribute not only to individual family economies, but also the country's food security and sovereignty.

Some of the critiques of these programmes point out that they are clientelistic, in other words, intended to garner electoral support of the governing party.²⁶³ One study of beneficiaries confirmed this, as some said they had 'converted' [to voting for the FSLN] as a way of giving thanks for being included in the programme.²⁶⁴ The contribution of the programme to individual and national rates of hunger, nutrition and poverty cannot be calculated because the programme did not create a baseline until two years after the programme began, and then comparative data and analyses were not made available.²⁶⁵ That said, the World Bank, the Food and Agriculture Organization, and other multilateral agencies, have recognised that in the last several years, **food security has increased (thus, Nicaragua has met Millennium Development Goal one) and poverty has decreased.**

Political participation

One hallmark of the gender perspective taken by the current government is **the Law of Equal Rights and Opportunities (Law 648; 2008)**. This approach was further elaborated in a reform to the municipalities law (Law 786; 2012), which specified the incorporation of 'gender practices' in public policies, and especially parity between women and men in decision-making positions, that is, women and men each make up 50% of mayors; also, where the mayoral candidate is a man, the deputy mayoral one must be a woman, and vice versa. The salience of this one aspect of the gender policy is evident in that government sources frequently quote statistics related to the number of women and men in different decision-making position reports (Unidad Técnica de Género, 2013) and presentations, including interviews with government partners during the field mission for this evaluation.²⁶⁶ Because of this emphasis, **Nicaragua has been cited in different studies as being high ranking on a global level in terms of related gender equality indicators, be it equality of opportunities for women (ranked 9 in the Global Gender Equity Report) or women's empowerment (ranked 5 in a study for the World Economic Forum).**²⁶⁷

The emphasis on gender parity has also been sharply criticised by the women's movement, largely because it ignores other significant issues. For example, while there has been parity in the number of appointments, more women than men have been fired, whether ministers or the heads of other public bodies, and particularly from the Nicaraguan Women's Institute and the Family Ministry. Critics have also pointed out that this practice violates the law of the public service.²⁶⁸ Another issue raised by academicians and women's rights advocates is that the participation of more women does not necessarily mean that those women are committed to GEWE, or will defend women's rights, especially given the practice of firing women appointees.

²⁶² Gobierno de Reconstrucción y Unidad Nacional, 2010, 'Informe de logros del Gobierno de Reconciliación y Unidad Nacional.' http://www.laluchasique.org/index.php?option=com_content&view=article&id=432:nicaragua-triunfa&catid=67:documentos&Itemid=193

²⁶³ Kampwirth, op. cit. and Spalding, Rose J., 2009, 'Las políticas contra la pobreza en Nicaragua', in Salvador Martí i Puig and David Close (eds.), *Nicaragua y el FSLN [1979-2009]. ¿Qué queda de la revolución?* Barcelona: Edicions Bellaterra, 351-381

²⁶⁴ Larracochea, E., 2011, *¿Ciudadana Cero? El 'Hambre Cero' y el empoderamiento de las mujeres*, Matagalpa: Grupo Venancia.

²⁶⁵ Kester, P. in Larracochea, op. cit.

²⁶⁶ See as an example, Unidad Técnica de Género, Asamblea Nacional Nicaragua, 2013, 'Datos estadísticos sobre igualdad y equidad de género en Nicaragua.'

²⁶⁷ Unidad Técnica de Género, op. cit., p. 2.

²⁶⁸ 'Guillotina de Ortega: récord en 10 meses,' 2007, *Confidencial*, (11-17 November), 560

http://www.confidencial.com.ni/archivo/2007-560/enCaliente_560.html; Kampwirth, op.cit.; Miranda Aburto, W., 2012, 'La maldición del INIM', 2012, *Confidencial* (17-23 June), 785. <http://www.confidencial.com.ni/articulo/7015/>

Gender-based violence – The Integral Law on Violence towards Women (Law 779; 2012)²⁶⁹ brings Nicaragua's legislation in keeping with the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Convention of Belem do Pará, 1994). **This law recognised violence against women in the public and private spheres, including that perpetrated by state officials. It also recognised more forms of violence, especially femicide, or the killing of a woman for gender reasons, and it also created specialised courts.**

In July 2014, two presidential decrees (Decrees 42–2014 and 43–2014) were enacted that made significant changes to the law, including defining femicides as only occurring within a domestic relationship, expanding the application of mediation, and creating community-based family counselling committees as the first door of entry into the Justice System.²⁷⁰ **Most importantly, the ongoing impunity for men who are violent against women has been one of the factors associated with a general trend of gradual increases in femicides over the last decade (Red de Mujeres Contra la Violencia, 2014).**

2.2 European Commission Cooperation

Political relations between the EU and Nicaragua have been shaped by the San José Dialogue, launched in 1984 with the objective of seeking solutions to the armed conflicts by means of negotiations. Since then, the EU has made a significant contribution to the peace, the democratisation process and the socioeconomic development of Central America. The EU also supported the Esquipulas Process aimed at restoring peace to the region and Nicaragua by means of a negotiated solution to the armed conflicts prevailing at that time. Nicaragua is a signatory to the EU–Central America Framework Cooperation Agreement (1993) and the Political Dialogue and Cooperation Agreement signed in 2003.

The Country Strategy Paper (Documento de Estrategia País) for Nicaragua 2007–13, focuses on:

1. Supporting governance and, in particular, consolidating democracy, good governance and effective implementation of the rule of law.
2. Investing in human capital, especially education, in order to reduce social inequities, territorial imbalance, **gender** and cultural prejudices, and to better adapt the education system to the country's development needs.
3. Securing macroeconomic sustainability and reinforcing Nicaragua's trade and integration in the world economy so as to contribute to sustainable and equitable economic growth.

The document proposes to include a number of different cross-cutting issues in these priority sectors: regional economic integration; vulnerability due to living in rural areas; environmental sustainability and risk management; human rights, in particular gender equity; and decentralisation of the State.

The mid-term review of the CSP contextualises the EC support as follows: 'Until 2007, the cooperation between Nicaragua's government and the EC was fluid in all its aspects. However, as from early 2008, there have been growing concerns regarding the observance of underlying principles, such as respect of human rights, rule of law and democratic processes.' Following the November 2008 municipal elections EC and the other donors decided to suspend budget support disbursements.

²⁶⁹ The adoption of the Integral Law on Violence towards Women (Law 779; 2012) coincided with the adoption of a new integral model of services for women victims of gender based violence which was developed as part of a project funded by Spanish Cooperation.

²⁷⁰ These changes fit into a regional trend of 'judicialising and (de)criminalising' domestic violence against women (Macaulay, 2006).

2.3 Member States' Cooperation

The European countries that have given significant aid support in Nicaragua in 2011–2012 (latest available data) are Spain, Denmark, Germany and Switzerland. The table below gives an overview of the OECD members' overseas development aid (ODA) support to the country.

Figure 1: Overview of ODA to Nicaragua

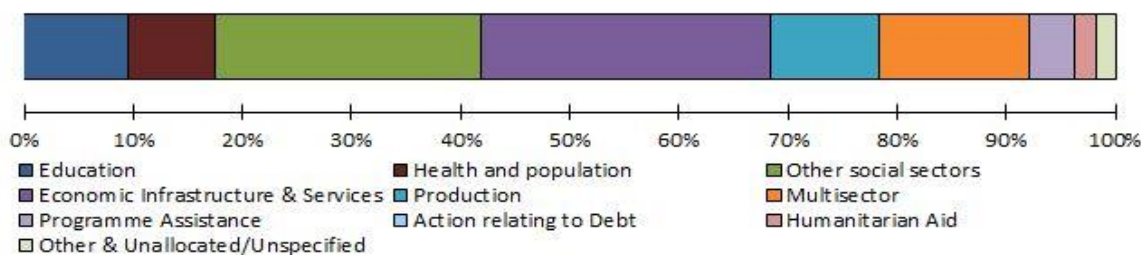
Nicaragua

Receipts	2010	2011	2012
Net ODA (USD million)	662	694	532
Bilateral share (gross ODA)	59%	58%	47%
Net ODA / GNI	7.9%	7.4%	5.2%
Net Private flows (USD million)	23	34	- 40

For reference	2010	2011	2012
Population (million)	5.8	5.9	6.0
GNI per capita (Atlas USD)	1 430	1 540	1 650

Top Ten Donors of gross ODA (2011-12 average)		(USD m)
1	IDB Sp.Fund	167
2	IDA	55
3	United States	53
4	Russia	42
5	Spain	42
6	EU Institutions	35
7	Japan	30
8	Denmark	22
9	Germany	22
10	Switzerland	22

Bilateral ODA by Sector (2011-12)



Sources: OECD - DAC, World Bank; www.oecd.org/dac/stats

The table below shows the commitments to aid projects targeting Gender Equality by OECD members, where projects have been screened against Gender Equality Marker (2012). Spain and the Netherlands (present in the country until 2013 only) are the MSs that have spent more funds on projects marked as Principal (G1) in the Gender Marker among the OECD countries.

Table 1: Aid projects in Nicaragua targeting gender equality and women's empowerment

Recipient	Nicaragua				
Sector	1000: Total All Sectors				
Flow type	Gross Disbursements				
Amount type	Current Prices				
Year	2012				
Unit	US Dollar, millions				
Score	Principal	Significant	Screened, not targeted	Not screened	
Donor					
Austria	1.42	2.80	0.77	0.04	
Belgium	0.17	2.62	0.70	0.03	
Denmark	0.05	0.70	8.84	..	
Finland	1.00	11.82	1.34	..	
France	..	0.33	0.22	0.50	
Germany	0.79	17.23	3.54	0.55	
Ireland	0.04	..	0.50	..	
Italy	0.00	0.52	0.25	0.16	
Luxembourg	..	2.57	4.53	2.50	
Netherlands	2.46	0.19	7.48	..	
Spain	6.12	5.37	7.89	0.00	
Sweden	0.00	1.29	0.00	..	
United Kingdom	..	..	..	18.07	
EU Institutions	0.79	13.82	14.57	..	

Data extracted on 02 Jan 2015 22:13 UTC (GMT) from OECD.Stat

The Spanish Cooperation has been in Nicaragua for 25 years. Nicaragua is the third largest recipient of ODA from Spain at a global level. Main sectors of focus are: water and sanitation, waste management, and access to justice. Spain supports the United Nations Development Program (UNDP) MDG Fund (Fondos de España para el logro de los Objetivos de Desarrollo del Milenio). This fund supports projects in 57 countries (one of them is Nicaragua). One of the seven funding windows is on GEWE.

Germany: In 2012, following irregularities in the previous year's elections and the increasing governance deficits, the German Government placed wide-ranging restrictions on official development cooperation with Nicaragua. It decided to limit its bilateral cooperation to the priority area of water and sanitation and curtailed its support in two other priority areas, good governance and the environment. It also continues to support the strengthening of non-governmental organisations.²⁷¹ The only mention of women's rights is under a call for proposals for local NGOs called Fondo Común de Apoyo a la Sociedad Civil para la Gobernabilidad Democrática. This Fund also has the support of Finland, Switzerland, Holland,

²⁷¹ http://www.bmz.de/en/what_we_do/countries_regions/lateinamerika/nicaragua/index.html.

and Luxembourg. Specifically, Germany supports the Fondo de Equidad y Derechos Sexuales y Reproductivos (FED), a fund for NGOs working on sexual and reproductive rights.²⁷²

Embassy of Luxembourg: The Regional Office in Managua coordinates the programmes in Nicaragua and El Salvador. The programme supports the priority sectors of the Luxembourg Development Cooperation (LuxDev), namely health, vocational training and local development (focusing on tourism in Nicaragua) in the light of social protection and poverty eradication. In Nicaragua, the political dialogue is well established with the national administration. The Luxembourg Cooperation has become a major donor in its areas of interventions and enjoys a great deal of confidence from the local government. This has allowed us to position ourselves as a leader in the tourism sector and be considered a major player in health sector coordination and training. LuxDev supports the Fund on sexual and reproductive rights.

2.4 Other Donors

UN Women did not have representation in Nicaragua at the time the fieldwork was conducted. There is the implementation of the UN Secretary-General Campaign against Violence against Women (**UNETE** in Spanish).

UNFPA has representation and a programme on gender equality and reproductive rights.

UNDP has representation and a programme on improving the prevention and access to justice of victims of domestic and sexual violence against women. 'Mejoramiento de la Prevención y Acceso a la Justicia de Víctimas de Violencia contra las Mujeres, Intrafamiliar y Sexual'. It is supported by UNDP, Swiss cooperation for Central America, and the Embassy of Norway.

3. Findings

3.1 Gender Mainstreaming

Integration of gender analysis into country strategies, programme design and reviews

The EU included a gender analysis in its CSP for the period of the evaluation in the form of a Gender Profile Annex, but a gender equality perspective did not inform the specific sector priorities and objectives in the CSP. By the time of the mid-term review of the CSP, the gender emphasis from the beginning of the period evaporates and the NIP (2010/13) does not refer once to gender equality or women's empowerment issues. Similarly, gender equality was not included in the new CSP 2014–20 (finding based on references in interviews). This is a missed opportunity as the context in which the EUD is working (e.g., high level of violence against women and girls, adverse conditions for taking forward reproductive and health initiatives, restricted movements of women's groups) demands a stronger commitment.

The Cooperation Agreement between the governments of Nicaragua and Spain (Acta de Comisión Mixta, 2007/14) makes several references to gender as a cross-cutting issue. The country priority sectors over the last six years have been: water and sanitation, vocational and educational training, security and police, economic development and justice. **The Spanish Cooperation has complemented its country plan with an ambitious Gender Plan with objectives for coordination of Spanish NGOs and donors working on gender equality and for strengthening gender mainstreaming within the country office.**

²⁷² The Fund for Gender Equity and Sexual and Reproductive Rights (FED) was financed between 2009 and 2013 by Finland, German Technical Cooperation (GIZ), Luxembourg, the Netherlands, Sweden and UNFPA.

The Spanish Cooperation Gender Plan for Nicaragua (2009–12) did not manage to link up its institutional objectives with the sectoral priorities identified for the country. However, it has mainstreamed gender in all sector priorities, albeit with varying success across the sectors. In the case of water and sanitation, the Spanish Cooperation produced a manual on gender equality with lessons learned and best practices achieved by projects that it supports. In the justice sector, Spanish Cooperation has demonstrated a series of results regarding GbV services (e.g., the development of a model for an integral service to women victims of violence fully supported by the Ministry of Justice and the Supreme Court of Justice). The vocational education and training support is in its initial stages but has already shown signs of gender mainstreaming in indicators agreed with the Government of Nicaragua (GoN).

Gender analysis in programmes and projects

In Nicaragua, gender equality issues were included in project design and implementation that immediately followed up the CSP. The country-level evaluation (2009) confirms this and highlights the complex context that the EUD was working in terms of the relationship between the women's movement and the GoN. **However, in recent years, projects tend to include a basic degree of gender mainstreaming, for example, indicators disaggregated by sex or a token sentence about gender mainstreaming, but then they are gender blind in terms of content.**

The projects reviewed for this evaluation show that there is an effort to increase the gender equality visibility within key sectoral programmes in Nicaragua. However, these are at the beginning of the implementation or design phase and there are therefore no results to report yet. The project on local economic development through tourism has mainstreamed gender from the design into the implementation phase. First, the *INTUR* (national government beneficiary) compiled data that shows that 75% of women participate in the sector as employees, administrators and owners of tourist companies. Secondly, and using this baseline data, the project includes five monitoring indicators that focus on: women's participation in the sector, women managers of tourist businesses, women's participation in training on tourism, and loans given to women for running small businesses. The project builds upon a long-term engagement of two EU MSs that have supported the tourism sector from a community development perspective: Luxembourg in the coffee route, and Spain in the colonial cities route. The EU has a delegated cooperation with LuxDev. This is a good example of donor coordination and complementarity between MSs.

Specific technical assistance on gender equality was provided to the vocational education and training (VET) sector by the Financing for Gender Equality (F4GE) programme.²⁷³ It developed a series of recommendations for the sector which resulted in the inclusion of gender indicators in the logical framework agreed with the government. The negotiations between the Spanish Cooperation and the EU with the national government has been at times difficult as some of the technical concepts needed a deeper knowledge than was available in the government unit responsible for the VET. However, there is a clear commitment to achieve a level of at least 50% of women as project beneficiaries, reduce occupational segregation of women and include a gender perspective in the curriculum of the VET courses (project in its design phase).

The EU (and several donors) budget support was implemented in Nicaragua over the period of 2005–2008. It was showing signs of results in terms of gender mainstreaming, mainly through the use and monitoring of sex-disaggregated indicators in the health and education sectors as well as a gender-sensitive indicator in the governance matrix. Gender equality was included as an indicator of the promotion and visibility of women's leadership and the efforts of the government to support women's rights in the governance performance matrix. This was operationalised on the drafting and implementation of the National Gender Equality Policy and

²⁷³ F4GE is a joint global programme by the EU and UN Women (managed from Brussels).

the number of shelters opened for women victims of domestic violence. The arrival of 'non-traditional' donors, which did not impose conditions, the exit of several aid agencies, a new governing party and fraudulent elections brought to an end the multi-donor general budget support to Nicaragua.

Gender mainstreaming in dialogue processes

The political dialogue on gender equality between the EU and the GoN was framed as a key area of respect and protection of human rights (together with issues of race and ethnic discrimination, for example). The *Acuerdo de Asociación entre la UE y Centroamérica* (a regional agreement between the EU and Central America) makes several references to gender equality and/or equal opportunities.

The political dialogue with the national government has been difficult since 2009 when the EU ended budget support operations in the country due to governance issues. As the country's political landscape and context changed, the space for this dialogue became constrained.²⁷⁴ The main reason has been the differences of positions on gender equality and democracy between both actors. However, some ministries are open to having a discussion on gender issues if it is narrowed to reach agreements on women/men parity or the inclusion of women as beneficiaries – for example in tourism, public financial management, and VET sectors.

The EUD staff face the challenge of not having a strong technical capacity for engaging in a gender policy dialogue, even though this is compensated by the commitment and energy of a few of the national staff members (including the Gender Focal Point). But, personal willingness is not sufficient to maintain conversations with government representatives who might (or might not) have the technical skills to mainstream gender in their sectors.

Consultations with civil society organisations are held regularly on a formal and informal basis. The EUD staff maintain an informal dialogue with women's NGOs especially about the monitoring of *femicide* statistics and the legalisation of therapeutic abortion. **Exchanges with non-state actors have been used by the staff as a source of information shared internally and on some occasions as an opportunity for dialogue with donors on the necessity to finance particular NGOs if the organisation needed external funding to remain operational.**

Issues of gender and violence against women have been a central feature of policy dialogue in the justice sector since Spanish Cooperation began its collaboration with the Supreme Court of Justice (SCJ – Corte Suprema de Justicia) in 2002. Most of the interventions with the SCJ during the evaluation period have been specifically around gender-based violence. The level of policy dialogue addressing GbV has become more composed with the current government, as Spain has accepted the official gender position and discourse.

At the same time, the Spanish Cooperation facilitated dialogue among Spanish NGOs (some of which are critical of the GoN's policies that promote family unity over women's human rights) and relevant judicial institutions that has led to direct collaboration in some cases, such as supporting the National Judicial Observatory on GbV (to which Spanish Cooperation is also providing funding directly).

According to interviews, the Spanish Cooperation maintains a political dialogue in the justice sector without questioning the official lines and decisions the government takes on GbV. The lack of questioning by Spanish Cooperation in, for example, the GoN's legal reform to promote mediation and keeping the family together in cases of domestic violence and rape of girls is

²⁷⁴ The current government has in fact confronted the women's movement on several occasions since coming to power, where one of the most recent occurred during the 2014 International Women's Day march, in which one of the three police retaining lines was made up of 50% women.

not coherent with Spanish Cooperation gender equality policy commitments (for example, on the criminalisation of domestic violence). However, the interviews indicate that the support of Spanish Cooperation is to the sectoral policies, priorities and programmes defined by the government. It is the aid effectiveness principle of ownership and sovereignty that counts in policy dialogue. This is coherent with the AECID strong support to the Paris Declaration on aid effectiveness and the Accra Agenda for Action (2008), which both define ownership as the countries having more say over their development processes through wider participation in development policy formulation. While this is a valued approach, it should also be questioned as the Spanish Cooperation is applying and using the principle of ownership to justify the low level of questioning of the government's policies on GbV.

Internal gender mainstreaming

EUD staff expressed their reluctance to request partners to have a gender-sensitive approach when they themselves lack the requisite skills. The phrase 'we need to start at home' was used repeatedly to illustrate this. EUD staff do not use the technical resources available to them. A common statement among the EUD staff is that the current guidance (i.e., the gender toolkit) is not useful as it is not user-friendly and practically focused; that is, it should include a list of sectoral indicators. When staff need technical support they go to 'Saint Google' or 'Mr Wikipedia' as even to find the EU gender equality policies is difficult in platforms such as Cap4Dev. The Delegation staff go to the GFP for advice. However, she is not a gender expert, and her first training on GEWE was in 2013 – after she has been in post for two years. The Spanish Cooperation gender expert has acted as a 'mentor' of the EUD GFP and this has promoted a better coordination between the EUD and the MS.

The only tools used for institutional accountability are the gender checklist and the Gender Marker; however, staff have no confidence in the accuracy of the latter and the former is filled in without a proper analysis being considered. The EUD and the Spanish Cooperation make themselves accountable through the Gender Action Plan (GAP) annual reports. However, no feedback or technical support from the EC in Brussels is received regarding progress or challenges.

The Spanish Cooperation is currently implementing two strategies for promoting gender mainstreaming: the post of a gender expert and practical technical resources. However, the lack of financial resources for specific GEWE projects together with the temporary contractual condition of the post goes against the public gender equality commitments of the Spanish Cooperation.

The Spanish Cooperation gender expert produced a gender mainstreaming guide (2013) to support partners in their work (i.e. practical references in the form of tables, Q&As, etc.) This is a practical and short resource, but the interviews did not mention it at all. **The Spanish Cooperation Gender Plan is a resource for supporting gender mainstreaming in interventions, but there is no monitoring of its implementation available.** It has been distributed through the network of experts in other Spanish Cooperation country offices, which acts as the main knowledge management tool for the GFPs.

The gender expert provides technical support to other colleagues for project design and implementation. For example, she worked closely with the manager in charge of the water and sanitation sector, which resulted in a best practice manual that was disseminated across the Latin American region. **But, her advice is not always followed through as the government, according to interviews, is not technically prepared to have more complex discussions on gender equality.**

3.2 Cluster A: Coordination and Complementarity

Both the Spanish Cooperation and the EU Delegation play a key role in terms of donor coordination at country level. While the latter brings financial support for the Comisión Interagencial de Género – gender donor group) (CIG) secretariat, the former contributes with technical skills and knowledge. The CIG is a space to coordinate strategies on GEWE given the difficult national political context.

There is a division of gender equality areas of interventions between donors and agencies. This has been achieved not because of a conscious decision, but more because of each donor's own domestic priorities. Further, the main challenge is the lack of an obvious government interlocutor, so donors engage with sectoral Ministries to carry forward work on gender equality. This creates increased fragmentation of donor activity on GEWE.

The donors do not speak with one voice. There are two fundamental reasons for this: on one hand, the lack of coordination between decisions and priorities on GEWE at EU capital level; and, on the other, the adverse political context that contributes to having bilateral dialogues with different government agencies. However, the EU has worked complementarily with other MSs (Luxemburg and Spain) for mainstreaming gender into VET, and for local development through tourism.

The influence of the gender donor group in the general donor coordination mechanism for the country is limited. According to interviewees the gender equality agenda was never part of the monthly coordination meetings held by the Ambassadors.

Several donors reported that it has become more difficult to 'influence' the public policies as the government claims its independence from the traditional donors. In recent years, new types of donors have arrived who do not impose 'conditions' for their support (e.g., Venezuela and China). At the same time, the government confrontation with a considerable sector of the women's movement together with a restriction upon human rights and sexual diversity groups and an over-politicised activism of civil society organisations have put some of the donors 'on the other side'.

The EU GAP brought together the MSs active in GEWE (mainly the EUD, Spanish Cooperation, and occasionally Luxemburg) to produce a joint country annual report, and this is viewed as a positive step towards a better coordination. However, the EU and the Spanish Cooperation stated that the GAP has planned for a high number of results without any additional financial support to achieve these. The 2013 Nicaragua GAP report mentions that policy dialogue with the Nicaraguan government is still limited but there are open doors for dialogue on specific issues such as violence, gender-sensitive public finances and rural development policies.

3.3 Cluster B: Instruments

The staff (including senior managers) stated that they do not receive guidance or technical support to combine, coordinate and/or sequence instruments for GEWE purposes. The staff at the Delegation expressed the view that it is difficult to mainstream gender when the guidelines for both implementing financial instruments and evaluating thematic proposals do not include gender equality as an assessment criteria.

Interviews mentioned the difficulties in promoting a gender mainstreaming approach in projects selected and managed through global calls in Brussels. Because the guidelines for these instruments are 'gender blind', the EUD staff are not entitled to ask for an improvement on the gender equality focus.

Evidence collected points to the use of the three-pronged approach by the EU in promoting gender equality. However, the three prongs have been used separately without a systematic review of the achievements under each, and a lack of analysis of their impact as a whole (i.e., not intentionally complementary). For example, there are attempts to include gender as a cross-cutting issue in the programmes and policy dialogue in the VET sector and in the inclusion of sex-disaggregated indicators under the general budget support. The EU provides funding for specific actions that have the potential to make an impact in terms of women's empowerment (e.g., support to the legalisation of therapeutic abortion).

The review of projects point to a good coverage of GEWE-specific needs and to unintentional complementary of interventions. For example: reproductive health (local call, thematic instrument), political participation of girls (global call, thematic instrument), new masculinities (local call, thematic instrument), women's economic empowerment and women's labour participation (bilateral support), and GbV (regional call, Instrument for Stability [IfS]).

3.4 Cluster C: Engaging Actors and Partners, Notably in Combatting GbV, in Different Contexts

Gender-based violence is a fundamental issue in the country as shown by the statistics on *femicide* presented earlier. **The EU does not carry forward nationally based interventions or engage in a political or policy dialogue on GbV.** However, what is worth mentioning is that every single interview held with EUD staff included a comment about the current context on GbV.

The special call for proposals of the IfS (2012–13) had the objective of strengthening the capacity of NGOs working on GbV for the provision of a holistic approach of this problem in post-crisis countries. These are regional initiatives on violence against women managed from Brussels, implemented through NGOs. The EUD do not monitor or communicate with these initiatives, as they are not seen as their responsibility.

The three most recent and current Spanish Cooperation projects in the justice sector all deal with different aspects of implementing the integral law on violence against women (Law 779). The choice of working on violence against women in Nicaragua is a reflection of levels of violence, the organisational strength of the women's movement, as well as authorities in relevant state institutions who have 'championed' responses to defend women's rights or incorporate a gender perspective in their institutions.

Between 2009 and 2012 the gender expert also managed a portfolio of gender-based violence projects. Partners included the Supreme Court of Justice as well as civil society. Projects with the latter included supporting the setting up and operation of a network of women's shelters, as well as a shelter in Puerto Cabezas (North Atlantic Autonomous Region), one of the most vulnerable areas of the country, which also has a large indigenous population.

3.5 Cluster D: Achievement of GEWE Objectives²⁷⁵

The projects reviewed for this evaluation included specific gender-sensitive objectives (tourism) and, in others, there were systematic efforts to have a gender mainstreaming approach beyond sex-disaggregated indicators (vocational education training). This is materialised in logframe indicators, baseline data, and women as specific target beneficiaries. These sectoral programmes began implementation in the last year so it is too early to reach

²⁷⁵ Nicaragua is not considered a country for working on Women, Peace and Security. EQ 2.8 was not included in the country visit.

conclusions in terms of impact. A greater contribution towards GEWE could have been achieved by the EU if financial and technical resources had been made available for developing specific GEWE actions and efficient gender mainstreaming into the priority sectors of the CSP.

The EU supports a project for the legalisation of therapeutic abortion in Nicaragua which has as its core a strategy of political dialogue. Through this project, Puntos de Encuentro and the Strategic Group for the Decriminalisation of Therapeutic Abortion (GEDAT) have strengthened eight local networks. The advocacy strategies developed have also contributed to maintaining a high public profile for the topic. The EUD does not engage in a policy dialogue (i.e., health, justice) or political dialogue (i.e., women's human rights) around the legalisation of abortion, principally because of the limited possibility for a dialogue on human rights issues in general.

While the Netherlands still operated an embassy in Nicaragua, it sought ways to include the issue of therapeutic abortion in different policy and political dialogue spaces, including the health group (of donors), Ministry of Health officials, and National Assembly deputies. This support was crucial to keeping the issue and the organisation in the public eye and maintaining open channels to various decision-makers.

The project on children's rights and democracy did not include a gender perspective in the proposal approved by the EU. The project objectives, results and corresponding indicators do not address gender equality. Given the approved logframe, it is not surprising that the first-year report does not capture gender equality results. That said, Plan Nicaragua identified the need to strengthen its work on gender in two ways: first, with the girls and boys in the partners organisations so that they can better address gender issues affecting them; and, second, with staff so that Plan's own gender policy could be more coherently put into practice through everyday life experiences.

The local development in tourism programme includes a gender perspective but results have not yet been materialised due to slow progress in the implementation of activities. The country team met one cooperative, Proyecto Quelentaro, which is benefiting from the programme. It works with 18 women who collect and recycle plastic bags found on a tourist beach; they reuse the bags by knitting them into handbags which are then sold in a stall by the beach. The women also attend 'empowerment' workshops where they learn about self-esteem, family values and emotional empowerment. The gender ideology behind this project (and in agreement with the national government gender equality policy) emphasises the need to work in a complementary manner with their husbands and to strengthen the family unit.

The programme on VET has identified two expected results on occupational segregation and on gender-sensitive curriculum. If achieved, the project would make a contribution towards training women into new professions that are considered to be exclusively for men, and would therefore increase their chances of participating in the labour market. Gender-specific technical assistance was provided to this programme through the project Financing for Gender Equality (delivered by ITC-ILO) which has been a fundamental factor in achieving a common agreement on including a gender perspective into indicators for monitoring results. The programme is in its formulation phase, so no evaluation of results is available.

Another component of the programme Financing for Gender Equality (F4GE) aims to strengthen the capacity of the national Ministry of Economy to take forward its own gender policy and to increase the expertise on gender budgeting across several ministries. It supports the Gender Unit in the Ministry on disaggregating costs by sex of public programmes in several ministries: agricultural and forestry, family and community economy, women, governance, work, health, economy, and family and children. **In total 15 public programmes have identified the proportion of their budgets that goes to 'gender practices'.** It uses the

public financial systems in place to track down the proportion of funds targeted towards women. However, this is the main challenge of the intervention as the financial mechanisms are not designed to include sex disaggregation of costs. **This programme has a clear objective of building the capacity of the government officials on gender-responsive budgeting as well as improving the skills and knowledge of the civil servants in the Ministry on gender equality in general.**

The EU (and several donors) general budget support applied from 2005 to 2008 was according to official statistics showing signs of results in the health sector (e.g., national strategy of reproductive and sexual health and national policy of gender equality). The donors did question the government regarding the lack of progress on maternal mortality, children's chronic malnutrition and net rate of schooling (expressing technical concerns about the monitoring of these indicators). The international community had a coordinated and unified position for political dialogue. **There is evidence that shows that the donors were having a substantive political dialogue on gender issues during the years of general budget support around two main areas: the implementation of the national policy on gender equality, and sexual and domestic violence against women.** For a brief period, donors and the GoN negotiated not only indicators, but linked payments to the achievement of agreed targets. The Netherlands was mentioned as a vocal and active aid agency in regards to the legal status of therapeutic abortion, which became completely criminalised during that period too.

The projects reviewed during the mission did not include gender-related capacity building initiatives that were supported or initiated by the EUD. However, the programmes have taken forward the objective of strengthening gender aspects of their work on their own initiative. Interviews point to several factors behind this lack of support by the EUD: projects are managed (and monitored) through global calls in Brussels; the EU is not involved in dialogue with government on gender equality due a disagreement of perspectives on human rights in general; and there is a lack of technical expertise in the EUD to deliver capacity building to projects.

The EU through a series of informal analysis concluded that having sex-disaggregated data and including targets for women will not contribute to a substantial change in the current gender inequality between men and women. On this basis, they launched a call for proposals on new masculinities (2014) to open up a dialogue with the local NGOs on a cultural transformation of gender relations, rather than continuing supporting a focus that equates gender with women. This local call under the EIDHR includes an innovative financial modality: 'a cascade down grant' that will finance only organisations that will work with small civil society groups that usually do not have the institutional capacity to apply for EU funds. Through this initiative, the EU could potentially strengthen the capacity of non-state actors to mainstream gender in their interventions. But documents reviewed and interviews held confirmed that a gender equality capacity building programme has not been considered as an option.

3.6 Cluster E: Institutional Capacity to Deliver

There is a clear demand for a capacity building /awareness-raising initiative that includes all members of EUD staff (especially those who have been reluctant to buy into the gender mainstreaming policy). The interviewees mention that better and more focused resources are needed for ensuring a proper gender mainstream into sectors. For example, the availability of technical assistance on gender equality during the formulation phase of the VET programme – through specialised human resources – has made it possible to include gender-sensitive indicators in the logframe. The EU in Nicaragua is missing the opportunity to use high quality tools for gender mainstreaming developed by implementing partners (e.g., Plan International) and donors (e.g., Spanish Cooperation).

Several of the EUD staff have been in post for more than five years (some of them 12 or more), but have only received one gender equality training course in 2013 – delivered locally by the ITC-ILO /UN Women project. This training received positive evaluations for its practical focus and alignment with EU procedures (e.g., a session was devoted to explaining the use and purpose of the Gender Marker). As a result, most of the staff do differentiate the implications of having a gender in development approach (the differential needs of men and women) or women in development approach (the inclusion of women as target beneficiaries) in a programme.

The interviews mentioned that only one or two senior managers are 'gender champions' and were key in opening up a space for building the capacity of the staff (e.g., the gender training of 2013). Some references are made to managers who simply ignore the EU gender equality policies or 'put obstacles' to mainstreaming gender in programmes by dismissing the GEWE directives from Brussels. The EUD staff have recalled different messages coming from Brussels on, for example, 8th March (International Women's Day) and on senior managers (e.g., EU Ambassador, Deputy Head of Delegation) attending events with a gender equality focus. However, these public appearances have diminished considerably since the EU and the government started having differences in terms of human rights (including women's rights) and democratic and governance standards.

EUD staff perceives that the EU funding available to support gender-specific projects is not appropriate to make a contribution towards achieving gender equality in the country. For example, they quote that the only funds available in 2014 for gender equality are for EUR 1.9 million, which might be enough for supporting only 3 to 5 organisations – according the EUD staff. The 'cascade funding' to be used as a grant mechanism for these funds – small community-based organisations financed through big national NGOs – would potentially maximise these financial resources to have a greater impact on gender equality.

4. Conclusions

In reference to the EU

The EU in Nicaragua has partially achieved a good level of gender mainstreaming in its programmes during the period of the evaluation. Recent programmes and projects financed by the EU showed signs of gender mainstreaming in the use of sex-disaggregated data and non-sexist language (an important aspect in the Spanish language). This is the result of several factors: guidelines for thematic calls for proposals include gender as a cross-cutting issue, the EU GAP has brought a reactivation of the agenda in the Delegation (with its moderate focus on accountability) and the level of commitment of some of the Delegation towards the gender agenda. Gender equality has only had a modest level of mainstreaming in dialogues with the government, but recent sectoral dialogues are more promising. Specific projects for women's empowerment are scarce.

The adverse country context towards gender equality issues (differential GEWE approaches and principles between government and international community) and the low level of institutionalisation of GEWE policies in the Delegation could explain the evaporation of the gender agenda towards the last years of the country programming. The hostile environment that followed the interruption of the EU general budget support (in 2009) and the arrival of a new governing party (from 2007 onwards) with a focus towards women as beneficiaries in poverty reduction programmes could explain why the EU (and in part other MSs) has not invested in gender-specific projects.

Gender equality in the political dialogue has been framed as women's human rights throughout the period of the evaluation. EU, Spain and the Netherlands had an active role in these dialogues in the past. That said, they did not take the opportunity to have a stronger position on gender equality – especially when there were signs of the erosion of women's rights, for example with the criminalisation of therapeutic abortion. During the first years of the civil society organisation (CSO), donors had the influencing authority, the context was relatively favourable for gender equality, and the MSs that were more committed to gender equality were still active in-country. All these factors, if considered, would have potentially enabled the international cooperation to maintain a dialogue which would have probably resulted in public programmes with clear gender equality objectives.

Donors have not organised themselves effectively, nor have they directed their efforts at the right elements of government. In the last few years, donors have maintained a dialogue with sector-relevant ministries and local-level authorities rather than with the national gender machinery, which is powerless in these political dialogues. Spain is the only MS visibly committed to gender equality (especially for its work on GbV) among the fewer than five MSs still present in the country. The gender expert from Spanish Cooperation has driven (with the EUD GFP) the donor coordination group, and the departure of the former could jeopardise the limited dialogue between donors present in the country. The opportunity for an improved coordination is the joint programming between the EU and MSs in 2018, which could contribute to gathering MSs to speak with one voice on GEWE, in particular, as there are only a handful remaining in the country.

Based on the evidence collected, a list of factors have contributed to including a gender approach in the programmes reviewed:

1. Gender analysis of the sector: an analysis of the differential needs of men and women included at the identification or formulation phases (or at the implementation phase in one case), used as well as a baseline information for some indicators.
2. Gender technical experts in the sector: available human resources at the formulation phase who brought gender expertise specific to the sector (this might be an external resource as the GFP could not be expected to have a specialised knowledge of gender for every priority sector in the country).
3. Government's commitment towards gender equality in the sector: reflected in a sectoral policy is the ideal scenario, but, also the presence of a general gender equality policy combined with the political will could have the same effect.
4. Capacity building initiatives when the gender equality skills are not present: this would strengthen the public administration or civil society but also could contribute to preparing gender experts in sectors where the available expertise is limited (e.g., public financial management and gender budgeting).
5. Gender-sensitive indicators and expected results identified: at the formulation phase, agreed between donors and government or civil society and reflected in project monitoring documents.
6. Coordination among donors with a strong commitment to gender equality and the belief that the programme will achieve a greater impact because of the inclusion of a gender perspective. This needs to be accompanied by the commitment of donor sectoral programme managers to the agenda as they are the main actors in the policy dialogue with implementing partners.
7. Institutional legitimacy given to GFPs (or experts): so they can support sectoral colleagues. Senior management support would assist the GFPs to drive the gender agenda across the organisation. This enabling environment implies a GFP who has gender-specific skills and abilities and has access to sector focused and practical resources.

The main challenge for the EUD is to strengthen the technical capacity available for supporting the staff in charge of sectoral priorities. But, this could not be delivered by a post that has very limited time allocated to mainstream gender across the country programming. Evidence from the desk report pointed to the importance of being personally committed and available as a key factor for ensuring that gender mainstreaming is taken forward by colleagues. However, as proposed by a desk report hypothesis, this driver of change needs to accompany institutional commitments, such as ensuring the post has sufficient hierarchy, resources and internal legitimacy. One person can only support a limited number of initiatives, and if that person lacks financial resources or his/her influence on senior management is weak, then his/her work will not go beyond a narrow set of results.

In reference to the Spanish Cooperation

The Spanish Cooperation demonstrates a very good level of coherence between the gender equality policies developed in HQs and the country strategies implemented in Nicaragua. This is demonstrated by the gender action plan and the different resources that aim to support the country staff to properly mainstream gender into the country priority sectors. This commitment is complemented by the awareness of gender policies and the belief among staff that gender equality is the trademark of Spanish Cooperation. It is further confirmed by the active role taken by the Spanish Cooperation in the donor gender equality coordination group, and, in consequence, the recognition of Spain as a referent donor in gender equality in Nicaragua. The Spanish Cooperation has achieved good gender mainstreaming results in water and sanitation, and justice – with encouraging steps taken in VET. There are four key factors that have contributed to this:

1. Gender equality and gender mainstreaming guides by sector have been developed, disseminated and used by staff and partners
2. High level of awareness about gender equality policies among Spanish Cooperation staff – which propose a two-pronged approach (gender mainstreaming and gender-specific actions)
3. Gender expertise available through a dedicated post – and an active and available network of gender sectoral expertise
4. Commitment from the government in applying gender equality principles.

However, some challenges facing the country office are:

1. Not every member of staff is committed to the application of the gender equality policy, so even though the policy is mandatory and resources are present, some colleagues do not apply it.
2. Financial resources committed in the policy (15%) towards the implementation of gender equality interventions have not materialised.
3. Post of gender expert is subject to a contract and it is not a permanent member of the staff.
4. Government policies and Spanish Cooperation do not share the same definitions of gender equality.
5. Policy dialogue goes unchallenged as it is the right of the government to decide its policy focus.

The development of sectoral expertise within the Spanish Cooperation is recent, where the gender expert is joined by the governance, health and education specialists. This move towards working in fewer sectors has generated concentration of financial resources and strict sectoral division of labour. In this context, gender equality could eventually become a sector of its own with financial resources and performance targets attached to it.

On one hand, this organisational structure presents a challenge: if gender equality is not considered a priority sector in the country and in consequence there is no gender expert

available, who would promote and technically support the internal and external sectoral dialogues on gender equality?

On the other hand, Spanish Cooperation policies stress that gender equality is the responsibility of every staff member. In this scenario, gender experts might be no longer needed as everyone should (eventually) 'do gender'. The challenge lies in ensuring that all the colleagues develop the technical skills necessary to secure a gender equality approach in the programmes they manage.

Spanish Cooperation is committed by its policy to promote gender equality in its work, it has a high volume of tools on gender equality available, and it has staff who personally believe in gender equality principles. Having these factors in place presents the opportunity to create a momentum for an effective gender mainstreaming.

Annexes

Annex 1: People Interviewed

Name	Post	Organisation/project
European Union Delegation		
Ivo Gombala	Deputy Head of Delegation	EUD
Olga Viluce	Gender Focal Point	EUD (and CIG; EU gender group)
Michelle Fonseca	Programme manager, Human Rights, Children and Democracy	EUD (Plan project)
Margini Herrera	Press officer	EUD
Isabel Tercero	Programme manager, Tourism, Economic Development	EUD ('Colonial and Volcano Route' Project)
Sandra Mariela Peña	Programme manager, technical education (proyecto TECNICA)	EUD
Jean Nagant	Financial attaché, Finance and accounts	EUD
Matilde Ceravolo	Head of Section, governance and human rights (OPT 3)	EUD
Spanish Cooperation (AECID)/Spanish Embassy		
Isabel González	Technical education (proyecto TECNICA)	Spanish Cooperation
Carme Clavel Arcas	Responsible, Gender Unit	Spanish Cooperation (and CIG; EU gender group)
José Manuel Mariscal	Head of Mission	Spanish Cooperation
Carlos Blasco Bernaldez	Ministro consejero second in command	Spanish Embassy
Vicente Dunabeitia	Gobernabilidad	Spanish Cooperation
Palmira Cruz	Asistente técnica, Programa de gobernabilidad	Spanish Cooperation
National partners		
Virgilio Vasquez	Director Asistente, Dirección General de Formación Técnica	INATEC (Instituto nacional tecnológico)
Daisy Rivas	Dirección Formación Profesional	INATEC
Lucy Vargas	Directora de Cooperación Externa	INATEC
Ada Julia Brenes Peña	Programme Manager, F4GE	UN Women
Nidia Dávila	Unidad Técnica	Treasury Ministry
Patricia Tellez Nuñez	Formación técnica	Ministry of Women (MINIM)
Ileana Jarr?	Directora, Políticas públicas para el desarrollo Mujer	Ministry of Women (MINIM)
María Elena Guerrero	Alcalde, Juigalpa	Formación de MINIM, F4GE
Jacqueline XXX	XXX Rivas	Formación de MINIM, F4GE
XXXX	Secretaria Política Adjunta, Nueva Segovia	Formación de MINIM, F4GE
Argentina Martínez	Gerente Programa	Plan Nicaragua, Gender and Children project
Ana Soledad Roman	Asesora gobernabilidad	Plan Nicaragua, Gender and Children project
Georgina Mendoza	Coordinadora Nacional	Plan Nicaragua, Gender and Children project
XXXX	Directora Regional	Plan Nicaragua,

Name	Post	Organisation/project
		Gender and Children project
Esmeralda Palacios	Coordinadora Nacional	Plan Nicaragua, Gender and Children project
Blanca Vanegas Linarte	Beneficiaria	COOPSMEMAR
Yanira Campos Dávila	Beneficiaria	RED de reservas privadas silvestres
Ofelia Gaitán	Beneficiaria	RED de reservas privadas silvestres
Martha Baltodano	Responsable Gabinete de Turismo Managua	INTUR – Ruta
Erick Arróliga	Técnico del proyecto RCV	INTUR – Ruta
Sayra Jarquín	Técnico del proyecto RCV	INTUR – Ruta
Morela Pérez	Técnico del proyecto RCV	INTUR – Ruta
Jean Bourgeais	Coordinador del proyecto RCV	INTUR – Ruta
Patricia Moreno	Seguimiento a proyectos MINREX	MINREX
Evelyn Flores	Puntos de Encuentro	Proyecto Aborto Terapeutico
Mayte Ochoa	IPAS	Proyecto Aborto Terapeutico
Jacquelin XXX	Grupo Estratégico por la Despenalización del Aborto Terapéutico (GEDAT)	Proyecto Aborto Terapeutico
Other actors		
Ana Victoria Portocarrero Lacayo	Academic Coordinator, Perspectives on Gender and Development Masters Programme	Central American University (UCA)
Ana Vijil	President	Movimiento Renovador Sandinista (political party)
Thelma Espinoza	Director	'Luisa Amanda Espinoza' Nicaraguan Women's Association (AMNLAE)
Montserrat Fernandez		Cafod, Comisión Interagencial de Género (CIG) (gender donor coordination group)
María Carias	Responsable de la Secretaría	CIG (gender donor coordination group)
Francis Araika	Directora nacional	Diakonia Co-coordinadora, CIG
Damaris Ruiz	Coordinadora, Programa Agenda Mujeres y Feministas	Oxfam Intermon CIG and Spanish Cooperation partner – HQ
Tamara Dávila Ríos		FED (Fondo para la Equidad de Género y los Derechos Sexuales y los Derechos Reproductivos); CIG
Guadalupe Valenzuela	Coordinadora	FED; CIG
Aracely Trejos	Gender Focal Point, Project Support Unit	Foreign Affairs, Trade and Development Canada; CIG
Yolanda Malpartida	Alianza por la Solidaridad	Spanish Cooperation partners – HQ
Guillermo Rodriguez	Amigos de la Tierra	Spanish Cooperation partners – HQ
José Manuel Salais	ACSUR Las Segovias	Spanish Cooperation partners – HQ
Rosa Angélica Saenz	ONGAWA	Spanish Cooperation partners –

Name	Post	Organisation/project
		HQ
Amada López	ANESVAD	Spanish Cooperation partners – HQ
Luis Miranda	Entrepueblos	Spanish Cooperation partners HQ

Annex 2: Projects and Programmes Specifically Considered

Programa de Apoyo a la Educación Técnica y Formación Profesional en Nicaragua (technical education and professional training) – (TECNICA) – DCI-ALA/2013/023-678 (EUR 15.0 million) – with Spanish Cooperation and national government partners MINED and INATEC.

Apoyo al desarrollo económico local a través del sector turístico: Ruta Colonial y de los Volcanes – DCI-ALA/2011/022-534 (EUR 8.275 million) (local economic development through tourism) – with LuxDev and national government partner Instituto de Turismo.

Increasing Accountability in Financing for Gender Equality (F4GE) GENRE/2011/261-438 (EUR 15.0 million) – under the EU/UN Partnership on Gender Equality 2011–2015. Implemented by UN Women and national government partners Ministerio de la Mujer and Ministerio de Hacienda y Crédito Público.

Fortalecimiento de la sociedad civil y de la niñez en la construcción de la democracia en Centro América – EIDHR/2011/167-628 (EUR 1.8 million) (civil society, children rights and democracy – implemented by Plan International Sweden in Guatemala, El Salvador, Honduras and Nicaragua).

Legalización del Aborto Terapéutico en Nicaragua – EIDHR/2012/308-876 (EUR 300,000) (civil society network on therapeutic interruption of pregnancy) – implemented by Puntos de Encuentro with the Grupo Estratégico por la Despenalización del Aborto Terapéutico (GEDAT – a network of NGOs).

Annex 3: Documents Consulted

EC programme and project documents

Programa de Apoyo a la Educación Técnica y Formación Profesional en Nicaragua:

- Ficha de Acción del programa
- Marco Logico – Addendum No. 1 al Convenio de Financiación
- Informe Final de Misión de Formulación
- Convenio de financiación entre la Union Europea y el Gobierno de Nicaragua

Apoyo al desarrollo económico local a través del sector turístico: Ruta Colonial y de los Volcanes:

- Ficha de acción del programa
- ROM 2013

Disposiciones técnicas y administrativas

Increasing Accountability in Financing for Gender Equality (F4GE):

- Second progress report 2014

Fortalecimiento de la sociedad civil y de la niñez en la construcción de la democracia en Centro América:

- Anexo I, Descripción de la acción
- PS – Sinopsis del proyecto
- ROM report
- Anexo VI, Informe descriptivo intermedio (enero-diciembre 2013)

Legalización del Aborto Terapéutico en Nicaragua:

- Puntos de Encuentro and GEDAT, 'Informe Descriptivo Intermedio' (1st year narrative report)
- Anexo 1. Descripción de la Acción (Project document)

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Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for Papua New Guinea

Prepared by Kate Butcher and Regina Rokam-Palek

April 2015

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List of Acronyms and Abbreviations

CEDAW	Committee on the Elimination of Discrimination against Women
CGA	Country Gender Assessment
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DG DEVCO	EC's Directorate-General for International Cooperation and Development
DFAT	Department of Foreign Affairs and Trade
ECHO	European Commission's Humanitarian Aid Office
EDF	European Development Fund
EIDHR	European Instruments for Democracy and Human Rights
EU	European Union
FSC	Family Support Centres
FSVAC	Family and Sexual Violence Action Committee
GAP	Gender Action Plan
GbV	Gender-based Violence
GAP	Gender Action Plan
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GoPNG	Government of Papua New Guinea
HoM	Head of Mission
HRDP	Human Resource Development Programme
MMR	Maternal Mortality Ratio
MS	Member States
MSF	Médecins sans Frontières
NAOSU	National Authorising Officer Support Unit
NIP	National Indicative Programme
NSA	Non-State Actors
NSALA	Non-State Actors and Local Authorities
PNG	Papua New Guinea
QSG	Quality Support Group
RED	Rural and Economic Development
ROM	Results-Oriented Monitoring
RWSSP	Rural Water Supply and Sanitation Programme phases I and II
TRAP	Trade-Related Assistance Programme
UNDP	United Nations Development Programme

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EU and Member States in development cooperation in the 2010–13 period;
- the extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–13.

As part of the field phase, the country visits follow completion of the desk phase and are expected to:

- collect data to address information gaps identified in the desk report relating to 14 evaluation questions
- reflect on the preliminary findings presented in the desk report and confirm or challenge them
- test hypotheses developed presented in the desk report.

Each of the case study countries represents a different context. Papua New Guinea was selected as a case study as it is an Asia-Pacific Country, with poor development indicators, where none of the MS have a significant development cooperation presence.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. The field mission took place from 25-29 August 2014 and included individual and small group interviews with the following (see Annex 1 for a complete list of interviewees):

- 9 EU Delegation staff
- 4 officials from the Australian Department of Foreign Affairs and Trade (DFAT)
- 2 officials from national government
- 3 representatives from selected programmes and projects
- 1 academic.

In addition, a small focus group discussion was held with beneficiaries from the microcredit project (DCI-NSAPVD/2008/169-594).

A list of the 25 documents reviewed as part of this case study is provided in Annex 2.

1.2 Selection of Programmes and Projects for Study

To feed into the wider evaluation, each country case study was expected to assess:

- gender mainstreaming in budget support operations where they exist²⁷⁶
- gender mainstreaming in selected focal sectors
- up to five gender-specific projects.

The focal sectors were selected on the basis of a number of criteria, including: sectoral coverage (ensuring the focus of any budget support and sector assistance was distinct); scale of EC investment; and gender issues were either identified in MIPs/NIPs or there was scope

²⁷⁶ The EC does not provide budget support in PNG.

for gender issues to be covered in the sector. For the selection of gender-specific projects, the main criteria used were: sectoral coverage, coverage of different geographical and thematic instruments and diverse range of national partners. As far as possible, the projects selected were those with a well-documented evidence base (e.g. ROM reports, reviews and evaluations).

The mission assessed how GEWE was addressed in the EU's two focal sectors, Human Resource Development and Rural Economic Development, through two programmes: the Human Resource Development Programme (HRDP I. FED 21643) and the Rural Water Supply and Sanitation Programme (No. 9.ACP.PNG.015). It also reviewed two gender-specific projects:

- The Haus Ruth project (DCI-NSAPVD/2008/169-696), which received EUR 165,010.00 for the period December 2008 – December 2012 and was funded under the NSA PVD thematic programme. This project is managed by City Mission and provides refuge and support to battered women. It is based in Port Moresby;
- The 'Microcredit Revolving Seed Fund for Women's Village Bank Methodology Pilot Testing' (DCI-NSAPVD/2008/169-594) funded between 16/12/2008 and 31/12/2012 and received PGK 225, 376.55 (approx. EUR 73,000.00). It is based in the Western Highlands in Mt Hagen.

1.3 Limitations

The mission faced three main challenges:

- **Stage of implementation of the EC's development cooperation:** EUD staff reported that 80% of funding for the 10th EDF was committed in 2013, leaving little time for projects to achieve any results ahead of this country visit. Furthermore, the EUD is implementing a plan to catch up with over 150 past contracts, some remaining open from over a decade ago, which is a time consuming process.
- **Gaining a historical perspective of the EC's work in Papua New Guinea:** high staff turnover does not easily facilitate retrieval of documentation for older projects.
- **Several stakeholders were not available during the mission:** These stakeholders included officials from), the Office of Development for Women officers in charge of the Rural Economic Development Programme and the UNDP co-chair of the donor gender coordination committee. It would have been advisable to give ample notice of the mission to the EUD and key counterparts for a smooth organisation of the meetings.

2. Country and Development Partner Context

2.1 Gender Equality and Women's Empowerment in Papua New Guinea

According to the UNDP Human Development report,²⁷⁷ Papua New Guinea's Gender Inequality Index value for 2012 was 0.617, ranking it 134 out of 148. The World Bank Country Gender Assessment (2011) highlights the following situation across sectors (2012).

Education

There is a substantially lower rate of literacy among women than men with significant regional variations; for example, women are quite close to parity in literacy in the Islands region but very far behind in the Highlands region. For example, according to data from the National Research Institute, female literacy in Mt Hagen in 2011 was 29.5% compared to 40.2% for men, whereas in East New Britain the literacy rate was 80.7% for women and 82.4% for

²⁷⁷ <http://hdr.undp.org/sites/default/files/Country-Profiles/PNG.pdf>

men.²⁷⁸ There is a persistent gap in the percentage of girls and boys of eligible age enrolled in primary school, secondary school, tertiary education and training institutions. In 2009–10 there were only 92 girls for every 100 boys in primary school and the figures mask larger gender disparities at the provincial level. For example, in the Highlands region there were only 85 girls in primary school to every 100 boys. A lower number of girls complete a full primary cycle than boys: 59% compared with 64%.²⁷⁹

A serious barrier to school attendance for girls is concern for their safety both *en route* to and at school. In addition, lack of appropriate sanitation facilities explains in part why attendance of girls reduces when they reach adolescence.

The Department of Education has recognised gender equity as a critical aspect of development in the sector, highlighted in its Gender Equity Strategic Plan 2009–14.²⁸⁰

Health

According to the Beijing+20, National Review '*between 1996 and 2006 the maternal mortality ratio (MMR) for PNG increased from 370 to 733 deaths for every 100,000 live births*' (p. 24). The UN officially released figures in September 2010 stating that PNG's maternal mortality was 250/100,000 although this figure remains contentious as it is based on a statistical model while the Demographic and Health Survey is based on a household survey. Another measure for this is the proportion of deliveries attended by skilled personnel. Across the developing world this figure rose from 55% in 1990 to 66% in 2011, while in PNG, in 2012, the average was just over 40%. PNG currently ranks 49th out of 183 countries globally for maternal mortality rates. The quality of health services has declined, especially in rural areas. Rural health services lack sufficient health workforce. Many aid posts have closed partly due to low motivation for staff to work in remote, financially unstable and frequently dangerous environments²⁸¹ (p. 5) and partly because maintaining quality in rural facilities is difficult. According to the WHO,²⁸² in 2010 less than 60% of facilities had water supply to their delivery room.

Gender relations and gender inequality are significant drivers of the HIV/AIDS epidemic in Papua New Guinea. Fear of violence, abandonment, stigma and discrimination hinder women's willingness to negotiate for safer sex and to seek HIV testing, support or treatment²⁸³ (National HIV/AIDS Strategy 2011–15, p. 34).

Empowerment

Although the national constitution provides for gender equity and equality, customary law continues to discriminate against women in relation to rights and property. Likewise, although the Law Reform Commission has examined and made recommendations on gender issues in laws relating to adultery, prostitution, polygamy, succession and inheritance, marriage and divorce, and maintenance, it has had limited beneficial impacts for women so far.

Political representation

Papua New Guinea remains close to the bottom of the world's scale for women's parliamentary representation and participation, ranking 132 out of 138 on the political representation index. In the evaluation period 2007–12, there was one woman in parliament. To address this lack of representation, in December 2011 the Equality and Participation Act was passed to introduce 22 reserved seats for women in the National Parliament – one seat per province,

²⁷⁸ http://www.nri.org.pg/research_divisions/cross_divisional_projects/Web%20Version%20Profiles%20Report%20140410.pdf

²⁷⁹ Beijing+20. National Review of Papua New Guinea 2014.

²⁸⁰ http://www.education.gov.pg/QL_Gender/gender/gender-equity-strategic-plan-v7.pdf

²⁸¹ http://www.wpro.who.int/health_services/service_delivery_profile_papua_new_guinea.pdf

²⁸² Ibid.

plus one for the National Capital District. This move was supported by key development partners, including the EUD. Although the bill failed due to lack of parliamentary support, of a total of 3,500 candidates running for the 2012 election, 135 were women and three seats (out of 111) were ultimately won by women.

The World Bank Gender Assessment shows that women still account for only 25% of PNG's 76,000 public servants, and they are significantly under-represented at senior levels. Likewise, women hold few executive positions in the private sector (World Bank PNG Country Gender Assessment 2013:52).

Economic activity

The majority of the population (87%) in PNG lives in rural areas and small-holder farming is the most dominant occupation. Women comprise 71% of the agricultural labour force in PNG.²⁸⁴ However, their economic benefits do not correspond. International trade centre data (www.intracen.org) cites continuing inequality between women and men in formal labour force participation, occupations and wages. According to the National Household Income and Expenditure Survey (2009), twice as many men as women are engaged in the formal sector and these women receive less than half the average monthly net pay of men. Only two private entities in PNG have women on their boards (World Bank PNG Country Gender Assessment 2013:52).

Gender-based Violence (GbV)

Studies of GbV indicate exceptionally high levels of violence and that such violence is widely accepted and culturally condoned. A study by Jenkins²⁸⁵ and the Papua New Guinea Medical Research Institute (1994) found that 55% of women interviewed said they had been forced into sex against their will, mostly by men known to them. Half of the married women involved in the survey said that their husbands had used beatings or threats to force them into sex. Men who participated in the same study described gang rape as a common practice, and approximately 60% of men interviewed indicated they had participated in rape of this sort before.

Children younger than 16 years of age constitute half the people who seek medical help after being raped. One in four is younger than 12, one in 10 is under 8. This high level of violence is reiterated in the National Household Income and Expenditure Survey, which found that 9% of women and girls reported being beaten (67% by husbands, 8% by brothers, 7% by their fathers and 6% by their mothers) (World Bank et al. 2013: 90). In comparison, no man had reported being hit by anyone in their household in the previous month.

In 2013, a national rally (*National Haus Krai*) supported by the EUD took place against GbV after a woman who was accused of sorcery was burned to death. A direct consequence of this rally was the passing of the Family Protection Bill and the repealing of the Sorcery Act as well as the amendment to the criminal code in September 2013, which criminalises domestic violence and increases the penalty for rape and wilful murder. However, the enforcement of the resulting legislation still needs to be ensured.

2.2 European Commission Cooperation

The EU has been present in PNG since 1977, shortly after the country gained independence in 1975. The EUD focal sectors under the 10th EDF are: (1) rural economic development; (2) human resource development (basic education).

²⁸⁴ <http://www.fao.org/docrep/x0198e/x0198e02.htm>

²⁸⁵ Jenkins, C. National study of sexual and reproductive health in PNG, 1994. Institute of Medical research

The following three non-focal sectors are outlined in the strategy:

- technical cooperation fund
- support to non-state actors and good governance
- trade-related assistance

The budget allocated under this programme was EUR 130 million of programmable funds, where 55% went to rural economic development, 30% to human resource development particularly for the education sector and 15% for non-focal sectors to support non-State actors, the Trade Support Programme and Technical Cooperation Facility.

Support is also being provided to civil society, both from the 10th EDF and other financial instruments such as the European Instrument for Democracy and Human Rights through grants to non-governmental organisations (NGOs), for Institutional Capacity Building, and for mitigation and adaptation to Climate Change under the Global Climate Change Alliance (GCCA).

2.3 Member States' Cooperation

Both the UK and France are present in PNG but neither has a significant development profile.

3. Findings

3.1 Gender mainstreaming

Integration of gender analysis into country strategies, programme design and reviews

Summary

Gender Mainstreaming is noted as a strategy in the CSP and sectoral plans but there is little analysis of the gender situation and poor reflection of gender inequalities in the sector programme indicators.

The **Country Strategy Paper/National Indicative Plan (CSP/NIP)** for PNG mentions GEWE as one of several cross-cutting issues and specific mention is made of the high levels of GbV in the country. Beyond this, there is little in-depth analysis of the influence and impact of gender inequality in the Strategy/Plan. This has resulted in gender equality being included in programming in the following ways:

- under focal sector 1: Rural economic development (p. 39), the purpose of which is 'to create rural income earning opportunities ensuring gender equality';
- in the education sector, the purpose is 'increased numbers of students (particularly girls and young people in rural areas) completing good quality primary education and attaining relevant income-generating skills' (p. 35). In addition, 'special attention has already been given to gender equity which has resulted in the increase in the enrolment and retention of female students at all levels of education' (p. 36).

The **HRDP (Human Resource Development Programme)** is aligned with Government of Papua New Guinea (GoPNG)'s own policy framework, which includes a specific gender equity programme.

Gender-sensitive objectives and indicators are included in the programme's log frame at the purpose level as follows:

- gender parity index is show in consistent linear progress towards 0.963 by 2014;
- net enrolment in primary schools increased to exceed 61.5% (female: 60.7% and male: 62.3% by 2014);

- percentage of qualified teachers increased to at least 87% (female: 88.2% and male: 86%) by 2014.

Since the HRDP I only began operations in late 2012, no further data on GEWE mainstreaming was available.

The **Rural Water Supply and Sanitation Programme (RWSSP)** was acknowledged by respondents to have major gender benefits, particularly for women, since improved access to quality water supply results in women as water collectors having more time for other activities, both economic and social. In addition, as it reduces the chance of assault, one EUD respondent remarked that *'the RWSSP is an anti-rape strategy'*.

Although the gender equality benefits from this programme are anecdotally acknowledged, they are not well documented or analysed and there is only one gender-sensitive indicator in the logframe: *'All schemes implemented with community-based management and maintenance mechanisms capable of promoting hygiene and sanitation messages and maintaining water supply systems and at least 25% of the committee members are women'*²⁸⁶(p. 12).

The final report from RWSSP Phase II²⁸⁷ notes that, *'Adolescent girls and women's hygiene in itself is not part of the logframe results, however, its relevance to water point designs and enabling women to participate in decisions has enabled much better service delivery throughout the RWSSP'* (p. 68).

It is encouraging to see then that the new Rural Development Programme (FED 2013/024-320) has clear gender-sensitive indicators in the logframe, for example:

- number of women's groups supported by farmers' resource centres
- percentage of women using mobile banking per year.

The **EU's regional strategy**²⁸⁸ notes its alignment with the Pacific Plan for Regional Integration and Cooperation 2005-10 which includes attention to gender equality as a cross-cutting issue under Sustainable Development²⁸⁹ and which defines three discreet indicators to be tracked as follows: (1) 'Percentage increase in Gender Empowerment Measure (GEM); (2) Percentage increase in Gender-related Development Index (GDI); (3) CEDAW reports published every 4 years. The Plan makes special mention of GbV in the region.

*While the region, apart from Tonga, is not in general marred by grave human rights problems, there are serious issues related to gender. While the situation differs from country to country, violence against women and polygamy constitute important problems and women still have far to go in terms of empowerment.*²⁹⁰

Mainstreaming in dialogue processes

Summary

Little evidence could be found to illustrate gender mainstreaming in sectoral or political dialogue especially since there had been no EU GoPNG political dialogue before 2014.

The first ever **political dialogue** between the EU and PNG took place in 2014. Gender equality was included as a key topic.²⁹¹ In the national rally against GbV in 2013, the Head of

²⁸⁶ Project: No. 9.ACP.PNG.015 Rural Water Supply and Sanitation Programme in Papua New Guinea. Final report 2012.

²⁸⁷ Project: No. 9.ACP.PNG.015 Rural Water Supply and Sanitation Programme in Papua New Guinea.

²⁸⁸ EU relations with the Pacific Islands – A strategy for a strengthened partnership 2006.

²⁸⁹ http://www.forumsec.org/resources/uploads/attachments/documents/Pacific_Plan_Nov_2007_version.pdf

²⁹⁰ http://ec.europa.eu/development/icenter/repository/strategy_pacific_2006_en.pdf P 17

²⁹¹ http://www.eeas.europa.eu/delegations/papua_new_guinea/press_corner/all_news/news/2014/20140508_en.htm

Delegation made a public speech decrying GbV. Subsequently, GbV has been prioritised in the EU's **Human Rights Strategy**²⁹² as follows:

Theme 2: Women's rights and violence against women

Long-term objectives: Women's groups become vocal and coherent in their claims towards the Government and the society

Short-term objectives: EU-funded programmes either address gender-related issues directly or ensure that these are not affected by wrong intervention modalities.

Activities:

- a) Mainstream gender aspects in all EU-funded programmes;
- b) Maintain an active and open dialogue between the EU and NSAs;
- c) Financially support NSAs active in these areas through the above-mentioned instruments;
- d) Alignment with the UN positions;
- e) Ad hoc diplomatic demarches when requested;
- f) EU to encourage government through political dialogue to address the issue.

Internal gender mainstreaming

Summary

No training took place on gender mainstreaming and only two out of the nine respondents in the EUD knew of the EU gender policies and strategies.

None of the nine EUD staff interviewed had GEWE training or gender mainstreaming training during their time in office (apart from one member who received training regionally in 2006-07). Some staff expressed interest in receiving such training. Some respondents were aware of the DEVCO online training in gender but were unclear about whether or not they would be allowed to take time off to undertake this commitment. Since gender mainstreaming is not included in staff job descriptions, and without a clear directive to undertake such training, staff were not inclined to use it.

The **Gender Focal Point (GFP)** had not been trained during his one-year tenure at the EUD and appeared to be unaware of the EU Gender Equality Action Plan, which states that by 2011 GFPs should receive gender training.

It was clear that among competing priorities and the huge administrative and financial burden, senior management did not perceive GEWE training as a priority.

The most frequently cited accountability tool was the **gender checklist**, which (4 out of 9) staff acknowledged using for new projects and programmes. In addition to this, the Results-Oriented Monitoring tool was cited but was felt to lack sufficient depth to explore GEWE issues. Several respondents noted that the focus on accountability was more on quantitative indicators than qualitative, a perception reinforced in the two project visits. Beneficiaries were disappointed that they had had no capacity building in gender equality or empowerment from the EU and that monitoring visits were infrequent and did not focus on gender equality or empowerment. Given the number of women (almost 800) who have become financially independent as a result of the microcredit programme, the lack of attention to the gender impact of this or indeed showcasing of it as good practice by the EU represents a missed opportunity.

²⁹² EU Report on the Implementation of the Human Rights Strategy 2013.

3.2 Cluster A: Coordination and Complementarity

Summary

Coordination mechanisms exist for GEWE and the EUD is represented. The EUD holds regular discussions with France and the UK but their development presence is minimal with little opportunity for complementarity.

The main forum of coordination relating to GEWE is the Government of PNG and development partners' Forum on Gender, co-chaired by the Department for Community Development and the UN residential representative. Three technical working groups currently sit under the group as follows: Gender Violence and Vulnerability (chaired by DFAT), Women in Leadership (chaired by the UN) and Women's Economic Empowerment (chaired by the World Bank). A fourth group is proposed on engagement of civil society with the EU and Department for Community Development as co-chairs. The forum does not yet meet six-monthly as planned and only two sets of minutes could be provided covering 2012 and 2013. Several respondents who attend the group noted that it was a useful space for information exchange but less so for coordination due to its irregularity.

EU involvement in the education forum was noted as active by DFAT although this forum has not focused specifically on GEWE over 2007-13, apart from some attention to life skills training.

3.3 Cluster B: Instruments

Summary

Good examples of practice were found especially in RED and the field of human rights where NSA have been funded to complement sectoral programmes, but this was not part of a coherent and focused approach using the specified three prongs.

At country level, the **Human Rights Strategy** (Human Rights Country Strategy 15 July 2011, updated on 30/01/2013) notes that,

the main area where the EU can bring value added with its existing resources are the launching of political dialogue with government ... and continuous support of civil society capacities. [The strategy states that support to women's rights will be delivered through] mainstreaming gender in all EU-funded programmes and through the EDF-funded programme support to non-state actors, through the thematic budget line of European Instrument for Democracy and Human Rights and NSA in development.

Examples of the application of **complementary instruments and modalities** are the funding of the microcredit project under NSA PVD to complement the RED (rural and economic development) phase I project under EDF, and the support to Haus Ruth under the Human Rights Strategy funded through the thematic budget line of EIDHR. The use of complementary instruments has enabled the new RED II programme to build on the lessons learned from the microcredit programme: RED II Financing Agreement (FA 2013/024-320) shows significantly more consideration to GEWE (p. 41) and includes specific gender-sensitive indicators as well as a budget for a gender specialist.

None of the respondents were aware of the **three-pronged approach as a strategy** but some evidence of the use of each prong was found, although evidence of effective gender mainstreaming was harder to detect. As noted above, political dialogue has been used to raise the issue of GbV under the auspices of human rights dialogue. Some programmes have been funded specifically to address gender equality.

3.4 Cluster C: Actors and Partners in Different Contexts and GbV

Summary

Gender-based violence is a high priority and visible in the EC funding to civil society.

Reducing GbV is a high political priority and opportunities have been taken to raise its profile by the Head of Delegation, although documentation/speeches/press articles were limited prior to 2012. No specific analysis of GbV could be found in relation to EU priorities.

Actions directly aimed at contributing to the promotion of democracy and human rights, including the rights of women, are implemented through a specific instrument, the European Instruments for Democracy and Human Rights (EIDHR), from thematic budget lines. Through this instrument, the EUD has been providing grants to NGOs for actions under the following priority areas:

1. strengthening non-state actors' capacity to function as an organisation, their networking and their action in the field of human rights;
2. promoting women rights and ending violence against women;
3. establishing a Human Rights Commission;
4. ending torture and inhuman treatment by police forces and in correctional services;
5. mitigating the impact of mining developments upon indigenous communities;
6. promoting a culture of life and continue the campaign against the resumption of the death penalty.

The specific objective of the 2013 EIDHR call for proposals was to contribute towards upholding the rights of women, ensuring their political participation and the protection of women victims of violence. World Vision Papua New Guinea has been awarded a grant of EUR 278,000 to implement the action 'Papua New Guinea Leadership against Gender-based Violence'. Through EIDHR Global Call Child-Fund Papua New Guinea was awarded a EUR 1 million grant for the project HOPE-A Haus (house) for Protection and Empowerment of women and children.

In 2012, the UN Special Rapporteur on violence against women visited PNG and noted '*gender violence is endemic throughout the country. It is a public health crisis as well as a humanitarian crisis*'. In 2013, the EU supported a conference on sexual violence²⁹³ hosted by *Médecins sans Frontières* (MSF) and ECHO. As a result of this conference, further funds were made available from ECHO on the basis that GbV was a humanitarian crisis in PNG. These funds (EUR 1.5 million) have been awarded to establish five family support centres within health facilities across the country. This demonstrates a growing commitment to addressing GbV, and further to work across different EU institutions towards a same objective.

From 2009–12, the EC funded a women's refuge for women (Haus Ruth (DCI-NSAPVD/2008/169-696). According to Haus Ruth representatives interviewed, the majority of funds have gone to repatriation of women, that is, sending women back to their villages and away from their violent partners. No reviews, evaluations or project documents were available (although requested) and the project is still awaiting closure under DCI NSAP.

The EUD has also developed a 'Roadmap for engagement with civil society' in 2014, that enforces the EU–CSOs partnership at country levels and form a strategic partnership in identifying strategic areas for intervention in 2014–17.

²⁹³ Humanitarian Implementation Plan (HIP) Papua New Guinea. The activities proposed hereafter are still subject to the adoption of the financing decision ECHO/WWD/BUD/2014/01000 amount: EUR 1,500,000.

3.5 Cluster D: Achievements of Objectives

Summary

Limited capacity in the EUD for addressing GEWE across programmes, both human and financial has meant that achievements towards GEWE have been limited. Nevertheless there was evidence of a strong commitment from the EUD to specifically to address GbV.

There has been improvement in the *visibility* of gender equality as an issue in PNG since 2011 with the passing of the **National Policy for Women and Gender Equality** (2011-15). Efforts to improve women's political participation through the Reserved Seats for Women Bill,²⁹⁴ supported by the EU, served to raise the profile of the importance of women's political voice.

Much of the renewed attention to GEWE has arisen from concern around **GbV**. This attention is in part due to the public outcry at the murder of a woman in the Highlands accused of sorcery (Haus Krai) in 2013. In the same year, the 'Partners for Prevention' programme published results from its multi-country study on men and violence in Asia-Pacific. The study results were published in 2013²⁹⁵ showing extremely high rates of GbV in Papua New Guinea and the Autonomous Bougainville Government. The Australian Government also redoubled its efforts to address gender equality through the Pacific Women Shaping Pacific Development programme. PNG has not yet introduced CEDAW into domestic law and the CEDAW Optional Protocol has not been adopted.

The EU's own efforts to address GEWE through civil society partners could be strengthened with a greater focus on empowering partners better to understand gender equality and empowerment in practice. Support to date appears to relate more to building the capacity of services for marginalised or vulnerable women than to building their capacity to be more empowered. For example, respondents from Haus Ruth noted that, while they appreciated the support from the EU, most of the money went to structural issues (repatriation of women and travel) rather than capacity building and training related to women's empowerment.

Respondents from the microcredit project also noted that GEWE training would have been excellent as a way of raising women's consciousness about their own newfound economic empowerment. This kind of transformational training has so far been absent. However, during the presentation of findings from the country visit to EUD staff, a discussion ensued about **capacity building** and the fact that if beneficiaries required activities on empowerment, it was their responsibility to include these in their proposal. It is important to mention that it may be that CSOs are unaware of the power or importance of such training and thus are unlikely to include it in a proposal without being encouraged or stimulated to do so. However, the EUD capacity to manage and monitor projects is already overstretched, so that any additional effort may not be adequately supported. The GFP noted that his own monitoring trips were infrequent due to resourcing both in terms of finance and time. Several interviewees noted that the only capacity building they had received from the EU was on financial accountability at the outset of the project.

As noted elsewhere, GEWE is not yet a significant feature of the focal sector programmes. Under the **Trade-Related Assistance Programme**, the EU can be said to be directly accountable for the establishment of 40,000 jobs in the fisheries sector alone, of which 80% of women. This includes 16,000 jobs for women in the tuna canneries, but not only, as several businesses and economic activities are created around the canneries.²⁹⁶

²⁹⁴ <http://www.pacwip.org/home/reserved-seats-for-women-bill-in-png-shelved.html>

²⁹⁵ Partners for prevention. 'Why do some men use violence against women and how can we prevent it?' 2013.

²⁹⁶ http://nancysullivan.typepad.com/my_weblog/2011/09/tuna-papua-new-guineas-development-dilemma.htm

3.6 Cluster E: EC Institutional Capacity to Deliver

Summary

The GFP is perceived as primarily responsible for ensuring that GEWE is addressed across the human rights agenda and through the EIDHR and NSALA thematic budgets. There are no mechanisms to ensure accountability for GEWE cross sectorally. Individual officers are expected to address GEWE in their own work. Progress against the GEAP is not currently tracked.

The **institutional architecture for GEWE**²⁹⁷ comprises the political leadership of the issue by the Head of Delegation and the allocation of the role of GFP to the grants manager. The gender checklist is used as a systematic way of addressing gender mainstreaming, with application of the checklist being the responsibility of all staff. The GFP position is operationally linked to the EIDHR and NSA-LA grant process. Linkages to focal and non-focal sector programmes are not institutionalised so that programme managers and the GFP do not meet regularly to discuss gender-related issues related to their sectors. Where there may be individual interest in strengthening the link between GEWE and various sectors, the level of bureaucracy involved in gaining approval of cross-working was cited as 'a positive disincentive with regards to increasing focus on GEWE'.

The office is not reporting against the **Gender Equality Action Plan** and the GFP did not refer to it as an overarching EU strategy. Indeed, on several occasions the team was told that without a directive from Brussels to develop a strategy or deliver training it was not appropriate to do so. Nevertheless, several respondents noted that an overarching GEWE strategy for the delegation would be helpful.

Not all staff were aware of the **gender marker** but those who were expressed little confidence in its usefulness. One suggestion was to ensure that GEWE was properly mainstreamed into existing processes, like the ROM. Currently, the ROM addresses gender equality in a rudimentary way under the question on cross-cutting issues, 'Have the relevant cross-cutting issues been adequately mainstreamed?' The ROM for Haus Ruth notes in answer to this question that, '*the project focuses on violence against women and gender equality using best practice strategies*' (ref: 22/12/2008; 30/12/2008) and awards a higher than average score of B, but provides no further information on how the project could improve its mainstreaming approach.

The **Quality Support Group** consolidated report for Rural Development in 2009 is equally general. In answer to the questions

Have EC cross-cutting issues been taken into account in the project design? Are the relevant impact assessments annexed to the Action Fiche and have their results been taken into consideration? [The answer is that] gender should be taken more into account during the feasibility study for phase 2 (Ref. 2009/2009/021-699).

There has been follow through with this recommendation with the inclusion of a gender technical advisor in the new programme.

No **training on gender mainstreaming** or any aspect of GEWE has been provided to EUD staff since 2007. Some respondents noted that mainstreaming GEWE '*is a real challenge for us as we have no specific indicators for our programmes yet*' and '*we need to focus more on monitoring but we lack the time and resources to do this well*'.

²⁹⁷ <http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/3231.pdf>

4. Conclusions

The EUD in Papua New Guinea is experiencing severe management challenges with a significant backlog of work, resulting in many projects under the 10th EDF having only recently begun operations. This has undoubtedly influenced the amount of time and attention afforded to GEWE issues. It also constrains this assessment since the education programme was still in its infancy so that progress could not be tracked.

This said, the EU shows a high level of political commitment to GEWE, in particular around GbV, and this is squarely addressed in the new Human Rights Strategy as well as in the first political dialogue conducted in 2014. The growing attention globally and nationally to the issue of violence against women has provided a positive environment to advocate for the issue and the EUD has constructively seized opportunities where they have arisen. It is also in the arena of GbV that an example of the complementary use of thematic instruments was found.

Little gender analysis could be found underpinning either the CSP or the focal sector programme strategies, and the emphasis for GEWE in both the education and the water programmes has been on sex parity in participation. However, there is evidence to show that this situation is changing. The new RED programme is increasing attention to gender equality as a development issue and the Financing Agreement (FED 2013/024-320) clearly shows that lessons learned from the microcredit programme for women are being built upon, and that targeted financial and human resources for gender equality are also provided.

Internal capacity to mainstream and address GEWE is limited. There has been no training or support for GEWE although there is an appetite for this. Staff do not meet regularly to discuss their **sectoral approaches** to cross-cutting issues including GEWE. Since the office does not currently use the Gender Action Plan (GAP) reporting format, there is no institutional mechanism to drive the issue, as the GFP is not seen to have responsibilities beyond grant management.

A more coherent office-wide approach to GEWE could now be considered to ensure consistencies in approach and to provide a platform for discussion on GEWE. A simple EUD-wide plan of action would help bring officers and programmes together to consider how best to address the issue. This would also provide an opportunity to maximise the benefits of the ROM process, which is not currently used as an analytical tool to enhance practice or to promote critical thought.

In summary, the field visit confirmed some of the desk review findings, namely:

1. no respondents were aware of the **'three-pronged approach'** as a strategy. **Mainstreaming** remains the most challenging element of the approach;
2. there are **no institutional incentives** for the promotion of GEWE. Financial and human resources are inadequate for the task and management mechanisms do not encourage it;
3. the gender marker is not actively used and there is no country GAP report;
4. gender indicators are not systematically used across all programmes;
5. support to civil society for GEWE focuses on the delivery of services rather than building capacity for women to claim their rights.

This country case study refutes the desk review as there is clearly a high level of political commitment from the EUD particularly to GbV.

Annexes

Annex 1: People Interviewed

Organisation	Person	Contact details
Head of Delegation or most senior EUD official available	Martin Dihm	Martin.Dihm@eeas.europa.eu +675 308 2400 ext. 301
Head of Cooperation/ Operations	Elisabeth Gotschi	Elisabeth.Gotschi@eeas.europa.eu +675 308 2400 ext. 316
Grant management and GFP Water and Sanitation and Rural Economic Development Trade Education, Training and Human Resources Development	Brian Nakrakundi Imelda Kavu Adrien Mourges Chiara Tardivo Ernest Abel John Kuri Alexandra Pesch	Brian.Nakrakundi@eeas.europa.eu Kavu.Imelda@eeas.europa.eu Adrien.mourges@eeas.europa.eu Chiara.Tardivo@eeas.europa.eu abelernest@gmail.com John.Kuri@eeas.europa.eu Alexandra.Pesch@eeas.europa.eu
National Authorising Officer Support Unit (NAOSU), Department of National Planning and Monitoring National Department of Education, TVET Policy and Planning, Department of Education and HRDP1 Programme Manager Community Education and Vocational Schools	Loia Vaira Mr Wini Leka, First Assistant Secretary Mr Joe Logha, Acting First Assistant Secretary Ms Asseneth Tugiau, Assistant Secretary	Email: loiya_vaira@planning.gov.pg Tel: +675 325 0098 Unavailable Email: Wini_Leka@education.gov.pg Address: Fincorp Haus Email: Joe_Logha@education.gov.pg Tel: +675 301 3506 Address: Fincorp Haus Unavailable Email: Asseneth_Tugiau@education.gov.pg Tel: +675 325 7136 Address: Community College, Boroko
Senior official of national ministry responsible for gender issues	Ms Gayle Tatsi Executive Director, Office of Development for Women	Unavailable
Coordinator, Family and Sexual Violence Action Committee	Ume Wainetti	Unavailable
Donor coordination group focused on gender	GoPNG, Development Partners Forum on Gender	Email: Debbie.maraki@one.un.org Julie.Bukikun@one.un.org Unavailable
Donor agencies specifically supporting gender issues and key donor coordination group members	UN Women DFAT	Email: Jeffrey.Buchanan@unwomen.org Susan.Ferguson@ausaid.gov.au
Donor agencies involved in Education, Training and Human Resources Development Budget Support		Australian High Commission Email:jane.christie@dfat.gov.au david.letichevsky@dfat.gov.au Tel: +675 321 6444 Deloitte Tower
Academe:	Dr Betty Lovai,	Tel: +675 323 7626

Organisation	Person	Contact details
University of Papua New Guinea PO Box 320 University PO, NCD	Dean, School of Humanities and Social Sciences	
169-594 – Microcredit Revolving Seed Fund for Women Village Bank Pilot Testing	Joseph Pumai, Executive Director, Mt Hagen, WHP	Email: serdevpng@online.net.pg
DCI-NSAPVD/2008/169-696 Haus Ruth	Rev Ron Brown, CEO City Mission PNG (away) Monica Richards, Manager Dorothy Koch, Administrative Manager	Email: hausruth@online.net.pg Tel: +675 320 0606/320 0166

Annex 2: Projects and Programmes Specifically Considered

Human Resource Development Programme (HRDP I. FED 21643) and the Rural Water Supply and Sanitation Programme (No. 9.ACP.PNG.015).

The Haus Ruth project (DCI-NSAPVD/2008/169-696), which received EUR 165,010.00 for the period December 2008 – December 2012 and was funded under the NSA PVD thematic programme. This project is managed by City Mission and provides refuge and support to battered women. It is based in Port Moresby.

The 'Microcredit Revolving Seed Fund for Women's Village Bank Methodology Pilot Testing' (DCI-NSAPVD/2008/169-594) funded between 16/12/2008 and 31/12/2012 and received PGK 225, 376.55 (approx. EUR 73,000.00). It is based in the Western Highlands in Mt Hagen.

Annex 3: Documents Consulted

Commission Staff Working Document EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010–15
http://ec.europa.eu/development/icenter/repository/SEC_2010_265_gender_action_plan_EN.pdf.

EU Country/Title/Number Papua New Guinea/Human Resources Development Programme Phase I, CRIS No. PG/FED/21643.

EU Financial Agreement RED phase II 2013/024-320.

GoPNG National Medium-Term Development Plan 2011–15 that sets a target of achieving by 2030 zero tolerance against gender-based violence.

GoPNG National Policy on Women and Gender Equality 2011–15 that strategizes increasing advocacy against violence against women and girls; service provision to affected victims; capacity building including research and legislation development to better address gender-based violence issues.

World Bank. 2013. Papua New Guinea Country Gender Assessment (CGA) Report 2011-12.

GoPNG EUD, 2009 Project: No. 9 ACP. PNG.015. Rural water supply and sanitation programme in Papua New Guinea.

GoPNG EUD, 2010 Project: No. 9 ACP. PNG.015. Rural water supply and sanitation programme in Papua New Guinea.

GoPNG EUD, 2011 Project: No. 9 ACP. PNG.015. Rural water supply and sanitation programme in Papua New Guinea.

European Union: Implementation report of the Human Rights Country Strategy 2013.

GoPNG European Union Human Resource Development Programme, Phase 1 (HRDP1). Inception Report. Financing Agreement No. PG/FED/21643.

GoPNG EUD, 2012 Final report Phase II Project: No. 9 ACP. PNG.015. Rural Water Supply and Sanitation programme in Papua New Guinea.

ECHO/PNG/BUD/2014/91000) October 2013 to finance EUR 1.5 M for 2014–15 for curbing violence against women in PNG.

ECHO mission to Papua New Guinea (PNG) 2014.

EuropeAid/135-276/M/ACT/PG. Call for proposal guidelines. Budget lines 19/04/2001.

EUD Rural Economic Development. Project No. CRIS: 2009/2009/021-699 QSG checklist stand-alone project formulation.

European Union CSP and NIP 2008-13 and draft 2014–.

European Union PNG. Human Rights Country Strategy. 2011 updated July 2013.

European Union PNG. Human Rights Country Strategy. 2013. Implementation Report.

Government of PNG and Development Partners' Forum on Gender Meeting #2, Wednesday, 12 September 2012.

Government of PNG and Development Partners' Forum on Gender Meeting #2, 2013, 09 December 2013.

Government of PNG. Gender Equity in Education Policy and Strategic Plan 2009-14.

'Microcredit Revolving Seed Fund for Women's Village Bank Methodology Pilot Testing' Contract No. DCI-NSAPVD/2008/169-594 Provinces: Western Highlands, Jiwaka and Simbu. Exit strategy.

'Microcredit Revolving Seed Fund for Women's Village Bank Methodology Pilot Testing'
Contract No. DCI-NSAPVD/2008/169-594. Final Report December 2012.

Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries

Country Note for Philippines

Prepared by Kate Butcher and Aida Santos

April 2015

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List of Acronyms and Abbreviations

ADB	Asian Development Bank
AECID	Agencia Española de Cooperación Internacional para el Desarrollo
ARMM	Autonomous Region in Muslim Mindanao
ASEAN	Association of Southeast Asian Nations
ASEM	Asia-Europe Meeting
ASSIST	Asia Society for Social Improvement and Sustainable Transformation
AUSAID	Australian Aid
AVP	Anti-violence Project
CEDAW	Committee on the Elimination of Discrimination against Women
CPC	Civilian Protection Component of
CPF	Country Programme Framework
CRIS	Common External Relations Information System
CSO	Civil Society Organisation
CSP	Country Strategy Paper
DBM	Department of Budget and Management
DoH	Department of Health
DTI	Department of Trade and Industry
EC	European Commission
EIDHR	European Instrument for Democracy and Human Rights
EUD	European Union Delegation
FHS	Family Health Survey
GAD	Gender and development
GAP	Gender Equality Action Plan
GbV	Gender-based violence
GDI	Gender Development Index
GEAP	Gender Equality Action Plan
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GGI	Gender Gap Index
GoP	Government of the Philippines
HDI	Human Development Index
HOM	Head of Mission
HRAO	Human Rights Advocate Office
HSPSP	Health Sector Policy Support Programme
HSRA	Health Sector Reform Agenda
IFS	Instrument for Stability
ILO	International Labour Organisation
IMT	International Monitoring Team
IP	Indigenous Peoples
LGU	Local Government Unit
MCH	Maternal and Child Health
MDGs	Millennium Development Goals
MDTF	Mindanao Multi-Donor Trust Fund
MILF	Moro Islamic Liberation Front
MIP	Multi-annual Indicative Plan
MMR	Maternal Mortality Rate
MNLF	Moro National Liberation Front
MPC	Mindanao People's Caucus
MS	Member States
MTF	Mindanao Trust Fund
MTR	Mid-Term Review
NEDA	National Economic and Development Authority

NGO	Non-governmental Organisation
NIP	National Indicative Programme
NSO	National Statistics Office
ODA	Official Development Assistance
OPAPP	Office of the Presidential Adviser on the Peace Process
PAF	Performance Assessment Framework
PCA	Partnership and Cooperation Agreement
PCW	Philippine Commission on Women
PD	Project Development
PDF	Partnership Development Forum
PFM	Public Finance Management
PHANSuP	Philippine NGO Support Programme
PIMME	Project Implimentation and Monitoring and Evaluation
RMH	Reproductive and Maternal Health
RMNH	Reproductive, Maternal and Newborn Health
ROM	Results-oriented Monitoring
SI	Stability Instrument
SRHR	Sexual and Reproductive Health and Rights
TRTA	Trade-Related Technical Assistance
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VAWCD	Violence against Women and Children's Desks
WB	World Bank
WCC	Women's Crisis Center
WEF	World Economic Forum

1. Introduction

This country case study is one of 11 conducted as part of an evaluation of EU Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries. The evaluation assesses:

- the gender mainstreaming efforts of the EU and Member States in development cooperation in the 2010–13 period;
- the extent to which the European Commission's assistance – using a three-pronged approach of political and policy dialogue, gender mainstreaming and specific actions – has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries in the period 2007–13.

As part of the field phase, the country visits follow completion of the desk phase and are expected to:

- collect data to address information gaps identified in the desk report relating to 14 evaluation questions;
- reflect on the preliminary findings presented in the desk report and confirm or challenge them;
- test hypotheses developed presented in the desk report.

Each of the case study countries represents a different context. Philippines was selected as a case study as it is making good progress on GEWE indicators, is a country where the EC provides sector support and a country where Spain, one of the evaluation's focal Member States, is active.

1.1 Data Collection Methods Used

This country study is based on both primary and secondary data collection. The field mission took place from 1–13 September 2014 and included individual and small group interviews with the following (see Annex 1 for a complete list of interviewees):

- 10 EU Delegation staff
- 3 staff from Spanish Cooperation²⁹⁸
- 1 official from the Canadian government
- 3 officials from national government
- 10 representatives from selected programmes and projects
- 20 project beneficiaries from two projects.²⁹⁹

A complete list of documents reviewed is provided in Annex 3.

1.2 Selection of Programmes and Projects for Study

To feed into the wider evaluation, each country case study was expected to assess:

- gender mainstreaming in budget support operations where they exist
- gender mainstreaming in selected focal sectors
- up to five gender-specific projects.

The focal sectors were selected on the basis of a number of criteria, including: sectoral coverage (ensuring the focus of any budget support and sector assistance was distinct); scale of EC investment; and gender issues were either identified in MIPs/NIPs or there was scope for gender issues to be covered in the sector. For the selection of gender-specific projects,

²⁹⁸ Spain is the focal MS in the country case study as it is the only MS that is significantly involved in gender issues in the Philippines.

²⁹⁹ 'Private and Public Faces of Violence Against Women: Addressing Domestic Violence and Trafficking In the Urban Poor Communities and 'Redlight Districts' of Angeles City and Olongapo City' (EIDHR/2009/220-287)

the main criteria used were: sectoral coverage, coverage of different geographical and thematic instruments and diverse range of national partners. As far as possible, the projects selected were those with a well-documented evidence base (e.g. results-oriented monitoring (ROM) reports, reviews and evaluations).

The Philippines country case study assessed the EC's work in the health sector as well as support to the Mindanao Peace process and a specific project under governance. The following projects and programmes were consulted:

- The Philippines Health Sector Support Programme Phases I and II (ASIE 2005/017-638, ASIE 2009/021-296);
- Improving Governance to Reduce Poverty. Access to Justice for the poor (PHI/AIDCO/2003/4980);
- Private and public faces of violence against women: addressing domestic violence and trafficking in the urban poor communities and 'Red Light Districts' of Angeles City and Olongapo City (EIDHR/2009/220-287) implemented by Women's Education Development Productivity And Research Organization WeDpro, Inc.;
- Multi-Stakeholder Approach towards mainstreaming rights-based and gender-sensitive justice and healing for survivors of gender-based violence (EIDHR/2010/246-219), implemented by Women's Feature Service Philippines, Association;
- Enhancing Maternal Health Services to selected underserved sectors in Eastern Visayas through the Cooperative Enterprise System (DCI-NSAPVD/2010/231-290) implemented by Philippine NGO Support Program (Phansul), Inc. Non stock corporation;
- Mindanao IP MNCHN project addressing maternal, neonatal and child health and nutrition needs of indigenous cultural communities/indigenous peoples and other disadvantaged communities in Mindanao (DCI-ASIE/2012/021-959);
- Mindanao Trust Fund – Reconstruction and development programme (143/165;241/86 and 211/762).

1.3 Limitations

The consultants encountered difficulties in accessing key documents related to the projects selected, especially the Health Sector Policy Support Programme, and spent considerable time searching for these at the EU Delegation and online. In addition, despite all efforts, in some cases stakeholders' intensive schedules prevented some interviews from happening. This was the case for the Philippine Commission on Women and the National Economic and Development Authority, both of which are lead government authorities responsible for gender mainstreaming.

2. Country and Development Partner Context

2.1 Gender Equality and Women's Empowerment in the Philippines

In terms of overall progress achieved towards gender equality, the Philippines³⁰⁰ has made good progress since 2007. It now ranks 5th (up from 8th in 2011 and 2012) in the Global Gender Gap Index (GGI) of the World Economic Forum (WEF), making it again the only Asian country to be included in the top 10. According to the WEF (2013), this rise in rank is due to the small improvements in the Political Empowerment and Economic Participation and Opportunity sub-indices. The Philippines is also the only country in Asia and the Pacific that has fully closed the gender gap in both education and health.

³⁰⁰ Beijing Platform for Action +20. Philippines progress report 2014.

Gender and development (GAD) indicators on **education** show that girls continue to be ahead of boys, and women are becoming more visible in politics. The promotion of women's increased **participation in politics** and decision making was boosted by the Magna Carta of Women (Republic Act 9710 2009), also known as the Bill of Rights of Filipino Women, which provides that

the State shall undertake temporary special measures to accelerate the participation and equitable representation of women in all spheres of society particularly in the decision-making and policy-making processes in government and private entities, to fully realize their role as agents and beneficiaries of development.³⁰¹ The law is explicit in its promotion of gender equality and women's empowerment as its states in principle: 'Recognizing that the economic, political, and sociocultural realities affect women's current condition, the State affirms the role of women in nation building and ensures the substantive equality of women and men, and promotes empowerment of women and pursue equal opportunities for women and men and ensure equal access to resources and to development results and outcome, and the need to abolish unequal structures and practices that perpetuate discrimination and inequality.

The Philippines had its second woman president in 2001 who, during her administration, appointed more women cabinet members than ever before: 10 of 19 between 2001 and 2010. The present administration (2010–16) has also appointed at least 56 women in the highest positions in the executive, the legislative, and the judiciary (Official Gazette, March 2014).³⁰² The peace process in Bangsamoro is also being led by a woman as head of the Office of the Presidential Adviser on the Peace Process (OPAPP).

A significant policy development that occurred during the period of this evaluation is the development and passage of RA 10354 on the Responsible Parenthood and Reproductive Health Act in 2012. This underwent contentious debates for over 13 years (given the influence of the Catholic Church), but in April 2014 it was finally declared constitutional. The law guarantees universal access to all methods of family planning, fertility management, sexuality education and maternal care, and it hopes to respond to the high maternal deaths related to childbirth. It also provides couples, and especially women, the right to freely decide on the number and spacing of their children according to their religious convictions. However, two sections of the law still remain unconstitutional: the power of the government to oblige private hospitals and those owned by religious groups to refer patients to other facilities that offer reproductive health services and the ability for minors to access family planning services without parental consent if they have already given birth or suffered a miscarriage. Given high rates of teenage pregnancy, this remains a challenge.

In spite of significant progress as outlined above, several challenges remain:

- The MDG target on maternal health (52/100,000 live births) remains out of reach. The maternal mortality ratio went down from a high 209 per 100,000 live births in 1990 to 162 in 2006, but increased to 221 based on the latest Family Health Survey (FHS) in 2011. This is combined with low contraceptive prevalence rates and high teenage pregnancies³⁰³ and steady increase of reports of sexual violence.³⁰⁴
- Social inclusion and poverty: in spite of a strong economic growth rate of 5.2% over the past 10 years, poverty reduction and social inclusion continue to challenge the country's development efforts with a current estimated poverty rate of 24.9% against the targeted 17.2% by 2015.
- Lack of sex age and ethnicity disaggregated data challenges effective monitoring of progress and 'with the numerous interventions aimed at poverty alleviation, there is need

³⁰¹ Ibid p. 9.

³⁰² Ibid p. 9.

³⁰³ Ibid p. 21.

³⁰⁴ Ibid p. 21.

for a deeper assessment of their gender responsiveness to allow for more purposive targeting and planning'.³⁰⁵

2.2 European Commission Cooperation

The EU relationship with the Philippines is of long standing. The signing of the EC Cooperation Agreement with the **Association of Southeast Asian Nations (ASEAN)** in 1980 served as the primary legal framework for Philippine relations with the EU. In 1984, the Philippines and the European Commission concluded a Framework Agreement for Development Cooperation that provided the basis for the EC-assisted development projects in the Philippines.

In 2012, the **Partnership and Cooperation Agreement (PCA)** was signed, which provides an institutional framework for the bilateral relationship and covers political, security, economic and social affairs as well as issues of specific interest such as human rights, counter-terrorism and migration.

The **National Indicative Programme 2011–13 (NIP)** identifies the health sector as the EU Delegation (EUD)'s focal sector in the Philippines, with the specific objective to '*Support for the delivery of basic social services focusing on health.*' The NIP goes on to state that '*Indicators will include MDGs, health-related indicators and PFM-related indicators. They will not only be gender sensitive but also sensitive to ethnicity*' (p. 30). From 2006–18, the total financial support provided to the health sector amounts to EUR 118 million.

Support to the health sector through the **Health Sector Policy Support Programme (ASIE 2005/017-638)** has a specific objective

to support the GoP's Health Sector Reform Agenda, which will improve equitable access to and utilization of affordable, financially sustainable, quality essential health services nationwide, with particular emphasis on maternal and reproductive health, in order to achieve MDG 5. Target beneficiaries are the population as a whole with special emphasis on poor and disadvantaged population groups, including indigenous peoples and 'Geographically Isolated and disadvantaged areas (GIDA)' (MAIP, MTR 2011 p. 9).

The first Health Sector Policy Support Programme ran from 2007–11 with a budget of EUR 33 million and supported the roll out of the then government's Formula One for Health (F1) agenda in 16 provinces, specifically to address key reform targets and to implement the DoH vision for sustainable financing, governance and public finance management, health services delivery and regulation, specifically of drugs and medicines. At the same time but on a limited scale of funding, the EU provided support to the roll out provinces of Mindanao continuing the F1 reform agenda. The **Mindanao Health Sector Policy Support Programme (MHSPSP)** 2008–12 with an EU grant of EUR 12 million shares the same objectives but on a much lower scale and more localised at the local government level.

The second programme (HSPSP II) 2010–14 (ASIE 2009/021-296) supported nationwide health sector reform with a budget of EUR 36 million and has been pursuing the new administration's universal health care agenda, financial risk protection, access to quality health care facilities and attainment of health-related MDGs. The third Health Sector Budget Support Programme was launched in 2014 with a budget of EUR 30 million.

The EU's non-focal sectors are:

- trade and investment flows

³⁰⁵ Ibid pp. 27 and 66.

- good governance and promoting reforms
- Mindanao peace process.

The EU supports reconstruction and development of the region through support to the World Bank administered **Mindanao Trust Fund for Reconstruction and Development Programme** (MTF-RDP 2009/211762 and 2010/241861). In addition, it provides technical assistance to the peace process through three complementary approaches: the EU leads the international monitoring team (IMT); it supports two out of three NGO members of the International Contact group that advises the parties during their negotiations; and finally its technical assistance and eminent people provide critical advice and assistance.

2.3 Member States' Cooperation

Spain is the most active MS supporting gender equality in the Philippines. For Spain, the Philippines is a priority country, with the first cooperation agreement having been signed in 1974.³⁰⁶ Support is organised under three pillars: bilateral cooperation, cooperation via non-governmental organisations (NGOs) and multilateral cooperation. In addition, it supports humanitarian and emergency activities. Up to 2013, key areas of support have been in the fields of governance, health, education and peace building. In 2011, 31% of its total budget went to multilateral programmes and an estimated 2% was spent on gender. Bilateral support to the Philippine Commission on Women is provided specifically to increase the capacities of the Commission as well as of the relevant agencies and selected Local Government Units to implement, monitor and evaluate the Magna Carta of Women.

Spain's new Country Partnership Framework (2014–17) notes that, '*specific gender indicators for all the interventions of Spanish aid in the country will be included, whether the interventions themselves have a gender focus or not, and whether or not the prime beneficiaries are women*'.³⁰⁷

2.4 Other Donors

In addition to the EU and Spanish Cooperation, the development partners who were active in addressing gender equality and were reporting against the National Economic and Development Authority (NEDA) gender checklist in 2013³⁰⁸ are:

- Multilaterals: UNAIDS, UN Women, UNFPA, UNHCR, UNICEF, WFP, ADB, WB, FAO, ILO;
- Bilaterals: Spanish Cooperation, Australian Aid, CIDA, JICA, GIZ, NZAID, USAID.

3. Findings

3.1 Gender mainstreaming

Mainstreaming is identified as a key strategy for addressing gender issues by both the EUD and Spanish Cooperation but neither organisation's strategic documents include detailed analysis of gender inequalities in the country and their impact on development

Integration of gender analysis into country strategies, programme design and reviews

In-depth analysis of GEWE issues in the Country Strategy Paper is limited especially for the focal sector of health. Gender is mentioned, however, as a cross-cutting issue: '*Cross-cutting*

³⁰⁶ Philippines-Spain Country Partnership Framework for development Cooperation 2014-17.

³⁰⁷ Ibid.

³⁰⁸ Official development assisted programs and projects: are they gender-responsive? 2013. ODA-GAD report. Philippines.

issues of governance, human rights issues, gender... and conflict prevention will be systematically mainstreamed in all development endeavours covered by this CSP' (p. 8) and the gender dimensions of education and labour/employment are noted 'Female literacy and enrolment rates are now slightly higher than for males. This trend though is still linked to the unchanged gender-based stereotype bias for males to focus on paid work and be responsible for the family's 'upkeep' even at an early age. In Mindanao, especially in ARMM, gender-based literacy disparities between females and males are still high with the lowest literacy rate in the whole country (50% for females; 63% for males) (p 20).

This lack of in-depth analysis is noted in the evaluation of EU cooperation with the Philippines:³⁰⁹

In the EU's country strategy 2002–06, poverty reduction and the provision of assistance to the poorest segment of the population were identified as priority issues (3). The needs of women were not explicitly identified, although the Development Indicators table contains two gender-specific indices. Given the wealth of statistical data available on the status of women in the Philippines, this seems rather meagre. Much the same can be said of the CSP 2007–13: while poverty and the needs of the most vulnerable groups are stressed everywhere, gender is not a significant theme.

The lack of attention given to gender analysis in the Country Strategy Paper is at odds with the significant EUD support to the first Joint Country Gender Assessment in 2008 which provides thematic analysis in three areas: (1) Women's Economic Empowerment; (2) Social Development; and (3) Gender-Responsive Governance. In spite of this support, the report is not referenced at all in the mid-term review (2009) and only twice in the evaluation of EU cooperation (2011 Vol. 2 pp. 40 and 44).

The Spanish Cooperation's Documento de Estrategia País (DEP) 2005–08 contains little analysis of gender equality in the Philippines but does make commitments to mainstreaming gender equality: *'All activities supported by Spanish Cooperation will respect and promote human rights, prioritising the poorest and most vulnerable, giving special attention to women and gender equality'* (p. 17).³¹⁰ This is underpinned by the V Joint Commission meeting³¹¹ which cites gender equality as one of five cross-cutting issues, and GAD as one of eight 'priority sectors' for Spanish aid (p. 2).³¹²

In the Spanish Cooperation's work, gender is mainstreamed into each strategic objective as follows:

- under democratic governance, 'strengthen capacity of the poorest and empower women';
- under health, 'promote the empowerment of women';
- under economic development 'support activities which directly benefit the poorest paying particular attention to women.'

Gender mainstreaming in dialogue processes

The Overseas Development Aid – Gender and Development Group (ODA-GAD) group is a well-established mechanism for regular dialogue on GEWE among all development partners and government. Both EUD and Spanish Cooperation provide budget support to the health

³⁰⁹ Evaluation of the European Commission's Cooperation with the Philippines 2011. Vol. 2 (p. 78) Ref.: EuropeAid/122888/C/SER/Multi

³¹⁰ Todas las acciones que realice la Cooperación Española en Filipinas deben respetar y fomentar el respeto a los derechos humanos y el medio ambiente poniendo en el centro de sus acciones las poblaciones más pobres y vulnerables, así como prestando especial atención a las mujeres y a la equidad de género.

³¹¹ Acta de la V Comisión Mixta Hispano-Filipina de Cooperación 2005.

³¹² The other 7 sectors are (1) democratic governance, (2) civil society engagement and institutional development, (3) coverage of basic services, (4) promotion of economic and business sector, (5) environment, (6) culture and development, (7) conflict prevention and peace building.

sector and both use sectoral dialogue with the Department as an opportunity to raise gender equality as an issue. *GEWE is raised as appropriate during political dialogues usually under the auspices of human rights and as a core part of deliberations around the peace process in Mindanao.*

The main forum for dialogue on gender issues between government and development partners is the ODA-GAD. The EUD makes a statement at every Partnership Development Forum (PDF) annual meeting and GEWE is included as *appropriate*: for example, in 2011, when the Reproductive Health Bill was being discussed in parliament, the statement notes,

It will be essential to ensure that genuinely pro-poor programmes are consistent with the Cairo Declaration, which places family planning within the broader framework of reproductive health care, to make it possible for women to decide on the size and timing of their families. Sustainable development can only be attained with gender equality and the social and political empowerment of women. This should be reflected in the mainstreaming of gender issues in all public and social policies and the development of indicators and actions across all sectors, programmes and projects' (p. 2).

Both the Spanish Cooperation and the EC provide budget support to the health sector specifically to improve achievements in reproductive and maternal health, and sectoral dialogue with the Department of Health (DoH) includes issues relating to GEWE. Representatives from the DoH made special mention of the fact that the EUD helped them to *'consciously raise the issue of GAD.'*

During the field visit it was commonly cited that the EUD was vocal in promoting women's rights as evidenced in its support for the recently signed Reproductive Health Bill. The EU's active support for the Bill was described by Reuter's press release³¹³ on International Women's Day in March. Also, the 16 days of activism in November are used as an opportunity to make statements in support of gender equality. One such example is from the *Business Mirror* on 8–9 March 2013 (p. A7), 'European Union supports women's rights in the Philippines.'

In terms of **sectoral dialogue**, the EU Gender Equality Action Plan Progress Report (2012) notes, *'Gender equality issues, with clear reference to MDG commitments on maternal and child health, including access to reproductive health services, are key points for discussion in the implementation of the universal health care reform agenda of the current government.'* Spanish Cooperation acknowledged that sectoral dialogue was an important strategy for effective mainstreaming.

The EU–Philippines Partnership and Cooperation Agreement (2012) acknowledges the need to pay attention to gender equality and it is addressed through **political dialogue** where the opportunity arises. This is often under the auspices of human rights. For example, the EU reportedly played a significant role in influencing the Reproductive Health Bill, actively supporting increased access and availability to contraceptives for poor men and women. At the same time it is a key contributor to current political discussions on abortion for women and girls who have been raped as part of the wider debate on reproductive rights. In addition, women's and girls' rights are a core concern within the peace negotiations in Mindanao and the EU plays an important role in ensuring that they are mainstreamed, for example, into ongoing discussions around sharia law in the area.

The Spanish Embassy was also an active supporter of the Reproductive Health Bill and in 2012 it invited several Spanish MPs to visit the country in order to advocate for the Bill. Spain also addresses GEWE through its trade negotiations; while advocating for salary parity between men and women it has also tabled the issue of increased gender-based violence (GbV) in reaction to increased women's salaries. Through its targeted support to the Philippine

³¹³ <http://www.trust.org/item/20110415101200-bcwz9?view=print>

Commission on Women and together with the Commission on Human Rights it is encouraging the government to improve its preparedness for increased levels of GbV and improving its evidence base on GbV in general. Spain is also active in the peace process and plays a role in ensuring that the situation of women is sufficiently addressed. One aspect of its current political dialogue is the promotion of linkages between counterparts in Bangsamoro and selected Muslim countries with progressive gender policies, for example Morocco. This was seen as a critical political contribution which challenges the stereotypes often afforded to Muslim states' position on gender equality.

Consultations with CSOs are also opportunities for gender inequality to be discussed. As stated in the 'EU country road map for engagement with civil society (2014–17)'

CSOs are important actors for advocacy for change and raise awareness about the needs of the poor such as indigenous people, rural and urban poor and people with disabilities. Policy dialogue on social protection will include social rights, indigenous peoples, rights of vulnerable groups, economic empowerment, persons with disabilities, women and gender equality (p. 17).

Gender mainstreaming in programmes and projects

The degree to which the EUD has mainstreamed GEWE through projects and programmes is difficult to assess with available evidence. For example, health sector achievements in mainstreaming are monitored by the NEDA guidelines but it is not possible to attribute results to the EC given that its contributions are delivered through budget support. The same is true of Spanish Cooperation. No specific gender indicators could be found in the Performance Assessment Framework for the sector support. According to a recent ODA-GAD report (2013), the EU has shown uneven progress in mainstreaming gender in its projects, while Spanish Cooperation has shown consistent progress towards gender-responsive projects.

The EUD uses its own gender checklist to screen its projects and programmes for gender mainstreaming and follows the government's harmonised guidelines process for mainstreaming gender into its budget support programme for health. Spanish Cooperation has sought both to mainstream gender equality across its portfolio and to focus on GEWE as a specific strategic objective through its support to the Philippines Commission on Women to enable it to ensure that gender mainstreaming happens across all sectors.

Health is the CSP focal sector and assistance is delivered through budget support under HSPSP II. As such it is subject to governmental processes and protocols for GEWE mainstreaming. These are managed by the DoH steering committee which oversees the application of NEDA's 'Harmonised gender guidelines'. The Department's own report (Gender and Development Accomplishment³¹⁴) from 2013 provides data for over 60 gender indicators within the sector, including access to human rights services for women, increasing male participation in family planning activities, reducing HIV prevalence among men who have sex with men and decreased teenage pregnancies.

The **EU Performance Assessment Framework (PAF) for HSPSP II** (health sector) includes standard reproductive, maternal and newborn health (RMNH) indicators such as '% of women with four or more prenatal visits' and '% contraceptive prevalence rate.' Respondents from the EUD stated several times that gender is *implicitly* addressed through this programme as it focuses on RMNH, in other words: reproductive health=women=gender.

With regard to the **gender checklist**, the 2014 Gender Equality Action Plan (GEAP) progress report notes, '*the financing agreement for the Philippines Health Sector Reform Programme*

³¹⁴ FY2013 Gender and Development Accomplishment, DoH.

is up for signature this year. The said programme which will run for four years at EUR 30 million has been screened satisfactorily against the gender checklist.'

The formulation document for the final phase of support to the health sector notes the intention to focus more on gender budgeting (Formulation document 2013, p. 53): *'gender issues are included in the promotion of TA [technical assistance] aiming at supporting the implementation of gender budgets.'* This reflects the DoH annual report which notes, *'5% GAD budget has not been fully used' and 'inadequate capacity and formulation of realistic and implementable GAD plan and budget.'* No further documentation for this was available. The Technical and Administrative Provisions section of the Financing Agreement (DCI-ASIE/2013/024-395) was reviewed to ascertain the visibility of gender. Apart from a clause (*'the programme will contribute to cross-cutting issues such as environmental sustainability, gender equality, good governance and human rights'*) and indicator 2 on Contraceptive Prevalence Rate, the remaining six indicators are gender neutral. Nevertheless, this programme scores A on the NEDA checklist.³¹⁵

According to the ODA report,³¹⁶

The EU portfolio showed varying changes from design to implementation. While five (5) of the projects of EU changed from gender sensitive at Project Development (PD) stage to responsive at Project Implementation and M&E (PIMME) stage, one of its projects changed from responsive at PD stage to GAD-invisible at PIMME stage (Mainstreaming Indigenous Peoples Participation in Environmental Governance) and three (3) of its projects changed from responsive to GAD-promising'³¹⁷ (p. 16).

This uneven performance, particularly where projects move 'backwards' from responsive to promising, can be explained by the fact that some of the programmes monitored had only just begun implementation at the time of the reporting exercise and so had little to show in terms of achievements.

Spanish Cooperation also supports the health sector through budget support and uses **policy dialogue** particularly at DoH coordination meetings as a key strategy for mainstreaming gender. From 2011–14, Spanish Cooperation has been supporting the institutional development of the Philippine Commission on Women to contribute to the reduction of gender disparities and inequalities in economic, social and political spheres. In 2011, it estimated that 2% of its total budget was allocated to GAD.³¹⁸

From 2007–13, EUR 1,159,390 was spent through its GAD budget line. From 2011–14, a further EUR 1,500,000 has been earmarked for support to the Philippine Commission on Women specifically to strengthen its own mandated capacity to mainstream gender equality across all sectors. The new Country Programme Framework (CPF) states that it will *'include specific gender indicators for all the interventions of Spanish aid in the country, whether the interventions themselves have a gender focus or not, and whether or not the prime beneficiaries are women'* (p. 14). No mention was made during consultations of additional human resources to fulfil this task.

The ODA report³¹⁹ acknowledges a linear improvement in Spanish Cooperation's (AECID) programmes: *'seven of AECID's projects have improved in classification from invisible at PD stage to promising at PIMME stage, 7 have moved from promising to gender sensitive (7 projects), and 2 from gender sensitive to responsive.'* Spanish Cooperation is also a member of the ODA-GAD and contributes to the annual network statements. It has been selected as the lead donor for the EU on gender for the next year and in this role intends to work with the

³¹⁵ Ibid.

³¹⁶ Official development assisted programs and projects: are they gender-responsive? 2013. ODA-GAD report. Philippines.

³¹⁷ The continuum consists of 4 stages: gender invisible, promising GAD prospects, gender sensitive and gender responsive.

³¹⁸ A brief on Spanish Cooperation in the Philippines, 2013.

³¹⁹ Official development assisted programs and projects: are they gender-responsive? 2013. ODA-GAD report. Philippines.

EUD to improve the identification and development of gender-responsive indicators and gendered analysis for all development programmes.

Internal mainstreaming

While all respondents acknowledged their role in using the gender checklist, not all were convinced of its utility or the relative priority of gender inequality over social and economic inequalities in general. Of the 10 EUD representatives consulted during the country mission, six noted that 'gender equality was not an issue in the Philippines' because achievements towards equality were already in evidence, citing the prominent role of women in the government, and in management positions and the fact that the Philippines fares so well in comparison with its other Asian neighbours. While this does not necessarily reflect the EUD commitment to gender equality it does point to the challenges of promoting GEWE in the context of an already well performing country.

There has been little training internally to promote or build capacity for GEWE mainstreaming across the office. This is true also for Spanish Cooperation.

Gender mainstreaming within the EUD is considered to be part of each member of staff's responsibility. The gender checklist is applied to projects and programmes as appropriate with support from the Gender Focal Point (GFP). Training in gender equality has been limited to one workshop in the evaluation period. The ROM process has been adapted to address gender equality and is supported by the GFP. Spanish Cooperation relies on the social development advisor for mainstreaming and no internal training for gender equality has taken place within the evaluation period. To remedy this, a gender training was organised in September 2014 and attended by EUD and MS colleagues from Spain, Netherlands and British Embassy. Follow-up training is also planned by the EUD in the future.

All EUD staff were aware of the **gender checklist** but not all were convinced of its utility. Nevertheless, staff did use the gender checklist and the NEDA checklist where applicable. The GFP has been reporting against progress towards the EU Gender Equality Action Plan (GEAP) annually since 2012.

Over the period of the evaluation only one **in-country training workshop** for EUD staff on GEWE was noted, although a workshop for beneficiaries was run by the EC in 2013. The GFP attempted to complete the online course on GEWE but did not succeed in doing so because of time constraints. The **ROM** process incorporates a question on GEWE mainstreaming and where concerns relating to GEWE emerge from the ROM process the GFP assists with addressing them. The GFP noted that time was the major resource challenge cited and several suggestions were made with regard to either rotating the GFP position or having a team of GFPs so that GEWE could be addressed more thoroughly across all sectors and programmes.

At Spanish Cooperation, the social development advisor is responsible for mainstreaming GEWE across all sectors. She uses Spanish Cooperation's own tool for mainstreaming, which is currently being revised. Her experience of using checklists for mainstreaming was that where the checklist reveals inadequacies, significant time is required to address these and often this time is not available.

3.2 Cluster A: Coordination and Complementarity

The EUD participates in donor coordination fora but does not take a lead role in fostering donor coordination or complementarity. Spain is the elected lead EU donor for gender equality.

In the health sector complementarity of support from the EC and Spain has been ensured by leadership of the Philippine DoH.

The EUD and Member States meet monthly for general coordination issues which include gender equality. The EUD also coordinates responses from MS for the annual GEAP Plan report and in 2013, Spain was elected as lead EU donor for gender equality. Spanish Cooperation's Head of Development noted that this was a joint opportunity to pay more attention to the development of gender-responsive indicators in order to better track progress over time.

At a political level, the Heads of Mission meet monthly and have jointly collaborated in the development of the new Human Rights Strategy which reportedly includes the issue of GbV. While there are no formal meetings between MS staff responsible for GEWE and the EU GFP, dialogue does occur informally.

Coordination and complementarity of gender-related activities and approaches are assured through the ODA-GAD group, chaired by Canada Department of Foreign Affairs, Trade and Development during the evaluation period and subsequently by Spain as from September 2014. This group meets quarterly to share lessons learned and challenges related to GEWE activities and submits statements annually to the Philippine Development Forum. Its membership includes development partners from government, civil society, bi and multilateral agencies (including Spain, Germany and the EUD) and its agenda is jointly agreed by members according to need.

Both Spain and the EUD provide budget support to the Health Sector with the goal of improving reproductive and maternal health outcomes. The complementarity of this support is assured through the DoH's own coordination mechanism rather than bilaterally between EU and Spain. Nevertheless, as both agencies look to the future and prepare to withdraw from the health sector refocusing efforts on good governance and rule of law, complementary efforts are envisaged in support to the Philippine Commission on Women specifically to strengthen women's access to justice.

3.3 Cluster B: Instruments

There is good evidence that the EU is maximising the effectiveness of instruments and budget lines by using them in a complementary fashion and that the three-pronged approach is being used to maximise effectiveness, although the weakest aspect of this is gender mainstreaming. Strategic support was provided through EIDHR and NSA/LA around maternal reproductive and child health to complement the EC contributions to health through HSPSP as well as to underpin advocacy for the implementation of the Magna Carta of Women and the Reproductive Health Bill.

Clear evidence of complementary use of instruments and thematic budget lines can be seen in the significant funding of CSOs for human rights advocacy and responses to GbV as well as human rights issues between 2009–11 (see Annex 4). Many of these projects were funded through thematic budget lines deliberately to complement the EC support to the health sector; and to underpin the launching of the Magna Carta for Women (2009) promoting women's rights and demanding greater attention to violence against women as well as to support the new Reproductive Health Bill in the run up to its presentation to the legislature in 2013.

Ten discreet projects were funded between 2007–13 to complement the Health Sector Budget Support programme, for example, the 'Addressing maternal, neonatal and child health and nutrition needs of indigenous cultural communities/indigenous people (ICC/IP) and other

disadvantaged communities in Mindanao (DCI-ASIE/2010/021-959)' project works in partnership with UNFPA. The programme maximises the existing expertise of UNFPA in GAD and provides technical advice on family planning, adolescent and sexual reproductive health and gender-based concerns as an integrated part of the whole project.

Further examples of complementarity are provided in the EU document 'Together towards universal health care'.³²⁰ For example, regional funding has been used for the Maternal and Young Child Nutrition Security in Asia Initiative (MYCNSIA), a partnership between EU/UNICEF on Nutrition in Asia; 'Increasing Use of Effective Contraception Methods by Urban Poor in Metro Manila' works through Save the Children and Likhaan, and seeks to promote and advocate for appropriate information and access to quality family planning services among the inhabitants of the three poorest districts of the city of Manila.

The KaSaMa initiative, launched in 2009,³²¹ is a further example of complementarity. The initiative is a partnership with the Commission on Human Rights of the Philippines, six international partners: the Australian Embassy, the British Embassy, the Embassy of the Kingdom of the Netherlands, the New Zealand Embassy, the Spanish Embassy and the Delegation of the European Union to the Philippines. The first round of grants included a project with the dual objectives of: (1) building the capacity of community/grassroots women groups in gender-sensitive documentation and handling of human rights abuses committed against women and their children, and (2) curbing violence against women through the vigilance of women's groups in communities.

The degree to which programmes address GEWE does not seem to be evenly spread over time, with a greater visibility of GEWE between 2009 and 2011. For example, the Access to Justice programme (PHI/AIDCO/2003/4980 2006–08) incorporated gender equality specifically in its results and processes framework but as it ended so too did the specific focus on women's access to justice. This can be explained by the fact that priorities change overtime, and these priorities are the result of factors such as the prevailing political and economic condition of the country, feedback from civil society and government and other stakeholders as well as EUD's own analysis.

While none of the respondents were aware of the **three-pronged approach** and that it was a strategic effort at complementarity, all three prongs were evidently being used: the gender checklist and specific gender question within the ROM process are used in an effort to ensure gender is mainstreamed; specific GEWE-related projects have been funded through thematic budget lines EIDHR/NSA.

Gender equality is included in **policy dialogue** at various levels and is monitored in the EU GEAP. In the 2014 GAP report, 'gender equality issues, with clear reference to MDG commitments on maternal and child health, including access to reproductive health services, are key points of discussion in the implementation of the universal health care reform agenda' (GAP 2014. 4.2). The EUD non-state actor stakeholder consultations also provide a forum for discussion of GEWE as noted in the 2012 GAP 'Gender is a key discussion point during EUDEL's consultation with Philippine CSOs this year.'

There is evidence of **political dialogue** being used to promote gender equality particularly under the banner of women's rights to reproductive health services and to the increased participation of women in the peace process. The human rights strategies themselves were not available to the team but according to the EUD GAP progress report 2012: '*Significant*

³²⁰ http://eeas.europa.eu/delegations/philippines/documents/more_info/publications/healthbrochure.pdf

³²¹ <http://www.kasama.ph/>

input done by HOMs in the crafting of the EU Human Rights Strategy for Philippines, including substantive mention of gender-related themes (e.g. violence against women).'

At the highest level, the EU has supported 'increased consideration of gender-related issues and participation of women in the peace process'³²² and this has already paid dividends. For example, the Mindanao Trust Fund facility (2007/147-615 and 2009/211-762) resulted in 64% (1,489 participants) of trainees in various capacity building initiatives being women.

3.4 Cluster C: Actors and Partners in Different Contexts and GbV

The Philippines is already performing well in many aspects of GEWE but, as highlighted above, there remain some outstanding challenges, the least of which being the implementation of policies and laws. The EU's engagement in the health sector addresses the slow progress towards MDG 5 and aims to strengthen RMNH services. As such, respondents said it was automatically addressing gender equality. This reflects the government's own assessment of the programme as it was rated as A (gender responsive) on the NEDA checklist for addressing maternal health and family planning.³²³ Spanish Cooperation's health sector programme was ranked as B (gender sensitive) and noted as having increased the 'number of birthing support facilities'.³²⁴

Specific attention to **GbV** was found in the CSO projects supported. Of the 25 projects with a Gender Marker funded between 2007 and 2013, six explicitly addressed GbV and a further four focused on sexual and reproductive health and human rights. There was a deliberate attempt to use EIDHR and NSA thematic lines to promote CSO action for GbV during this period, to support the launch of the Magna Carta of Women, which stipulated the establishment of Violence against Women and Children's Desks (VAWCD) at all levels and sectors. Dedicated attention to increasing women's access to justice, specifically around GbV, through the Access to Justice Project (2006–08) provides a good example of dedicated resources and focus to the issue.

While projects through the **IfS** have specifically looked at women's participation in the peace process, none could be found which directly address GbV in the Mindanao. Although several projects have specifically focused on maternal and child health (MCH) in the region, none have specifically addressed GbV.

3.5 Cluster D: Achievement of Objectives

It is difficult to show how the HSPSP has achieved objectives in GEWE as there are no gender-specific indicators included in the programme. Nevertheless, the government is satisfied with the sector's performance in gender according to the GAD guideline report and improvements are reported for women's access to quality health services. Achievements are noted where gender indicators have been made explicit, for example, through the Access to Justice programme and the Instrument for Stability, as well as for specific GEWE-focused projects, which have made lasting contributions.

As mentioned earlier (section 3), the Philippines has made good progress in gender equality and several key pieces of legislation were passed between 2007–13, including the Magna Carta of Women and the Reproductive Health Bill. There is a strong national framework for GEWE and practical support to achieve it, for example, through the NEDA guidelines for mainstreaming gender across sectors. EU contributions to GEWE encompass policy and

³²² The EU is a partner for Peace and Development in Southern Mindanao. 2013.

³²³ EU: report in the classification of ODA projects according to Gender responsiveness 2012/13.

³²⁴ ODA projects AECID for NEDA 2013.

political support, for example, in supporting the two acts above, as well as targeted financial support for GEWE through its focal and non-focal sectors and through support to non-state actors.

The HSPSP does not include specific gender indicators and so tracking achievements in gender equality is a challenge, although a specific achievement related to maternal health is the increase of births taking place in a health facility (from 38% in 2008 to 74% in 2012) as a result of focusing on improving access and quality of maternal health services.³²⁵

In the Access to Justice programme (Access to Justice for the Poor PHI/AIDCO/2003/4980. 2006-8), gender analysis was included as a substantial aspect of the baseline survey (Baseline Study 2007) and gender indicators were set at results and activity level, making achievements in GEWE easier to track. These increased

awareness and sensitivity of judges and advocates to women and children's issues. They are now more equipped with a working knowledge on the laws on women and children. In general, they were open to recognizing gender issues. They believed that the factors that enforce the gender issues can be changed. And they were able to link gender issues to human rights violations. Gender discrimination and violence against women were not only seen as gender issues but also as human rights issues. In terms of applicability, skills on how to be gender sensitive and child friendly in dealing with litigants, particularly women and children, will guide the participants in being more sensitive to the said clients (Six-monthly Progress Report Jan-Jun 2008, p. 24).

Of the 432 judges and court personnel in the target project areas, 87% were provided training in access to justice and laws for women and children. A total of 4,536 Women and Children's Rights Advocates from the barangays in the five provinces covered by the project were trained (Improving Governance to Reduce Poverty. Access to Justice for the Poor. PHI/AIDCO/2003/4980 Final report 2008).

The EU achievements for GEWE through its peace process work are largely in the area of enhanced participation of women. The Mindanao Trust Fund for Reconstruction and Development Programme (143/165;241/86 and 211/762) notes,

The MTF-RDP takes into account gender balance at all levels of the Programme, as well as the specific needs and rights of women in the context of armed conflict. This includes their leading role in reconciliation and in ensuring social protection of their families. Moreover, the changing roles of Muslim, Christian and indigenous women and children in their respective communities and their specific vulnerabilities will be considered. The 2008 annual report of the MTF-RDP contains gender-disaggregated data showing 48% women's participation in people's organisations (p. 6).

The CSP notes that special attention will be given to **women in peace and security** issues and there is evidence to show that this has been addressed through key projects and programmes under the Instrument for Stability between 2010–13. Women's participation has been a key issue for the IMT³²⁶ (p. 15):

The expert managed to put gender on the map. Gender dimensions were totally denied by the IMT and the monitoring mechanism. Through her participation in policy fora such as the Women, Peace and Security group, or her organising of trainings for the IMT (on 'Gender and Peacekeeping'), the expert provided training at their request for the IMT colleagues from the Security and CPC components, on how to handle witnesses: interview techniques, body language, witness protection, assessment of information

³²⁵ EU and the Philippines: together towards universal health care.

and reporting (preparation for Basilan Verification mission, VAG and MTF-RDP³²⁷) and there is evidence which shows particularly that UNSCR 1820 has been addressed.

However, attention to the issue of **sexual violence and UNSCR 1325** was less straightforward. The draft IfS strategy (2013) mentions that,

although there are no solid figures about sexual violence in the area and it seems not to have been used as a war strategy, it is generally recognised that violence against women increases in conflict areas. Meaningful political participation of women and elimination of violence against women have been included in the list of the basic rights within the Framework Agreement' (p. 10).

To this end a project proposal was submitted by Geneva Call to address the issue, but this was rejected because of its poor quality and nothing has replaced it. However, given that the IfS was conceived as a temporary instrument to support the peace process, now that the Bangsamoro Agreement is within sight its role may change and attention to women and sexual violence in the area, while still appropriate, will need to be addressed through a different instrument.

Specific support to non-state actors for GEWE activities has resulted in positive and sustained outcomes. For example, the RED AVP project in Olongapo (EIDHR/2009/220-287) was funded for 18 months specifically to support the establishment of VAWCD at Local Government Unit (LGU) level as mandated under the Magna Carta of Women. The project undertook six weeks of intensive training on human rights for both service providers and beneficiaries and set up a multi-disciplinary steering committee to oversee progress. This committee continues to meet three years later without funding to discuss and resolve cases. Respondents at the Focus Group Discussion were unanimous in saying that the training had changed both attitudes and practices of service providers and users. The police officers reported higher numbers of reported violence as a result of increased awareness among women of their rights to justice. This project offers an excellent example of sustainable good practice but these lessons learned have not been documented. This represents a real missed opportunity for the EUD to showcase the effectiveness of its supported projects. It is heartening to note, therefore, that the EUD is now planning to revisit projects, both current and past, and collect and document lessons to be shared with the public. Some of the 'case studies' have been uploaded in the Delegation website http://eeas.europa.eu/delegations/philippines/projects/overview/index_en.htm. For example, the case study on Evaluating the Experiences of Victims of Domestic Violence in the Philippines by the Asia Society for Social Improvement and Sustainable Transformation (ASSIST) and Women's Crisis Center (WCC). Some of these case studies will be turned into stories that will be captured through film.

Another project visited was 'Enhancing maternal health services to selected underserved sectors in Eastern Visayas through the Cooperative Enterprise System' (DCI-NSAPVD/2010/231-290) managed by the Philippine NGO support programme (Phansul). This programme seeks to enhance access to quality, adequate and affordable maternal and family health services (including HIV/AIDS prevention) to vulnerable groups in remote communities in Eastern Visayas. The programme was rated with Gender Marker 2 and was included in the recommended list of projects to visit as an example of a gender-specific project. However, during the consultation respondents made clear that their primary focus was health system support through the development of cooperatives rather than a gender equality programme.

³²⁷ EU revised Action Fiche No. 2. Mindanao Trust Fund-Reconstruction and Development Programme MTF-RDP – 2009/211762 and 2010/241861.
Cynthia Petrih. Undated EU IFS Programme in the Philippines Draft Country Report September 2013 Request n° 2012/307131.

3.6 Cluster E: EC Institutional Capacity to Deliver

Institutional capacity to deliver GEWE results depends largely on the GFP and individual staff members using the gender checklist. Awareness of GEWE policies was uneven, training in GEWE for staff was limited and there was a lack of consensus across the staff interviewed with regard to the relative priority which gender equality should be afforded.

Not all staff were fully aware of EU GEWE policies, but to address this a workshop on EU policies relating to GEWE is planned for September 2014. There is lack of consensus among staff on the relative importance of gender equality in the Philippines. While most staff acknowledged the **gender checklist** and said they used it, several respondents said it was a paper exercise rather than substantive. The same response was true for the **ROM** process, although respondents from operations reported they found it helpful while they also acknowledged it was frustrating, as time did not allow equal attention to all projects.

Several respondents noted that there are too many cross-cutting issues to be able to address properly and with adequate analysis. In the same vein, six out of the 10 respondents noted that gender equality was not really a development issue in the Philippines. The sum result is that gender equality is not prioritised equally by all staff and programmes, either as a cross-cutting issue or as an objective in its own right. This is best reflected by the IfS example (see page 14) where one officer felt that gender should be a priority while his successor did not.

Staff also mentioned that the **GFP** was the repository of expertise and that they worked with him on gender mainstreaming, for example, requesting assistance in using the checklist and after the ROM process when issues needed to be addressed. However, it was also acknowledged that the GFP workload was very high so that the amount of time he might give to a project would depend on the relative priority of that project in GEWE terms as determined by the GFP and relevant member of staff. Some respondents specifically stated that they had no role in gender mainstreaming.

The GFP has received one **training** through the EU and has attempted to complete the online training but without success due to heavy workload and time constraints. There is no doubt that he is personally and professionally committed to GEWE promotion but there are no incentives (time or training) to encourage this commitment.

While financial resources were reported to be adequate for GEWE activities human resources and time were not. Certainly the evidence presented by respondents suggests that many staff do not feel sufficiently equipped or motivated to mainstream GEWE across their programmes and projects and this is clearly at odds with the gender ambitions of EU policies.

The **institutional architecture** for dealing with GEWE is essentially the allocation of GFP tasks to the programme officer. The GFP tasks are neither articulated in his job description, nor is time allocated to fulfilling the commitments of the task.

Several respondents noted that the **CRIS system** was not particularly user-friendly when searching for documents using key words and was extremely time consuming. As a result it did not appear to be possible to retrieve archived documents relating specifically to GEWE. This means that institutional knowledge relating to GEWE depends on individuals' recall and knowledge of particular programmes.

There was a lack of knowledge capture and feedback from projects funded through the thematic budget lines. The Itad search on projects with a Gender Marker resulted in 25 projects over the evaluation period. From our consultations with the four specific projects it was clear that much good practice has been achieved but it is not well or accessibly

documented. This represents a real missed opportunity for the EU to showcase these achievements and to promote lessons learned for the future.

4. Conclusions

The Philippines offers a strong policy context for GEWE. National coordination mechanisms are working effectively to ensure alignment of approaches and the government's own mainstreaming system is well established. While social inequality and poverty remain persistently high, the Philippines' ranking on gender equality is high. These factors serve both to facilitate and hinder EUD activity on GEWE: on the one hand, it creates a positive environment to promote specific GEWE activities and on the other it causes staff to question the degree to which gender inequality should be a priority issue for the EUD over social inequality more broadly. In the light of this, there is a need for the EUD to consider more carefully its comparative advantages for GEWE and where it can best add value in the future.

There is uneven commitment to the issue of GEWE among staff, which places a higher burden on the GFP to drive the issue and limits the degree to which mainstreaming can be assured across all sectors. There is a discrepancy between the ambitions of the EU for gender mainstreaming and the resources available for it, particularly in terms of time.

The three-pronged approach is being applied, although not always consciously as a strategic approach. The greatest evidence of success was found in the specific actions for GEWE, particularly around GbV but also in the focus on increased participation of women in the peace process.

While there was little evidence of complementary approaches between the EUD and MS it does not appear to present a problem since the coordination efforts by government are so strong. There is good evidence of strategic complementary use of thematic instruments to advance GEWE issues particularly around GbV.

The degree to which GEWE is addressed through the budget support programme to health is more complex. Since the primary objective of the support is to strengthen health systems to be able to deliver better and more accessible reproductive and maternal health services, it is automatically considered to be gender sensitive. Government's own assessment of the health sector support with regards to gender mainstreaming is positive. However, the PAF contains no specific gender-sensitive indicators, which may be due to the absence of EU guidance on developing gender-sensitive indicators within the health sector.

The future focal sector of rule of law provides an ideal opportunity for Spain and the EUD to work more collaboratively. The field visit found many examples of good practice, for example the Access to Justice Project (PHI/AIDCO/2003/4980) and the RED AVP (EIDHR 2009/220-287) and the EUD may wish to consider maximising past investments by designing a knowledge management system which effectively captures and disseminates these experiences to inform future programmes.

The field visit confirmed some of the desk review findings, namely:

1. no respondents were aware of the **three-pronged approach** but were using the three elements to some degree, although not always strategically. **Mainstreaming** remains the most challenging element of the approach and while the EUD has shown varied performance in moving projects along the gender continuum, Spanish Cooperation has been more consistent;

2. there was a **clear and strategic focus on GbV** for a time (2009–11) through thematic budget lines in response to the political climate, although there has been a lack of attention to GbV in Mindanao;
3. **no institutional incentives** for mainstreaming could be found and the architecture underpinning it appeared to be the GFP, whose job description does not include focal point duties;
4. there were some examples of political dialogue supporting the GEWE agenda;
5. there was no systematic approach to including gender indicators across all programmes.

This country case study was at variance with the desk review in the following ways:

3. little evidence could be found of **gender analysis** underpinning country or regional strategy in spite of the fact that the EUD had jointly funded the Joint Country Gender Assessment in 2008;
4. there was significant evidence to prove that instruments and budget lines **had been used complementarily**;
5. the **Gender Marker** was used but did not enjoy the confidence of all staff with regard to its usefulness, appearing at times to be more of a paper exercise than supporting reflective and analytical development practice; lack of financial resources was not reported to be an issue, but lack of time was. The efforts taken by the GFP are all the more remarkable for the fact that there is no institutional recognition for the time taken to fulfil that role. As in other delegations, the GFP's duties and task are not reflected in the his/her's contract and so are undertaken in addition to the individual's full time job responsibilities.

Annexes

Annex 1: People Interviewed

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Focus Group Discussion & KII
European Union-WeDpro 'RED AVP' Partners
Venue: 2nd Floor Session Hall, Olongapo City Hall, Province of Zambales
8 September 2014
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Annex 2: Projects and Programmes Specifically Considered

ASIE 2005/017 638 Health Sector Policy Support Programme Phase I.

ASIE 2009/021-296) Health Sector Policy Support Programme Phase II.

EIDHR/2009/220-287 Private and Public Faces of Violence against Women: addressing domestic violence and trafficking in the urban poor communities and 'red light districts' of Angeles City and Olongapo City. Women's Education Development Productivity and Research Organization WeDpro, Inc. (Philippines).

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DCI-ASIE/2012/021-959 Addressing maternal, neonatal and child health and nutrition needs of indigenous cultural communities/indigenous peoples and other disadvantaged communities in Mindanao. United Nations Population Fund (United States).

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EU IP MNCHN Project – Mindanao (DCI – ASIE/2010/021 – 959). Financing Agreement parts 1 and 2 2012.

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